



# **External Evaluation of the Greenland Decision (2014 – mid 2017)**

## **Final Report - Annexes June 2017**

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*Evaluation carried out on behalf of the European Commission*





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## **External Evaluation of the Greenland Decision**

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# **External Evaluation of the Greenland Decision**

## **Final Report - Annexes**

**The report consists of:**

**Short summary**

**Volume I: Main report**

**Volume II: Annexes**

### **SHORT SUMMARY**

### **VOLUME I – MAIN REPORT**

**Executive summary**

- 1. Introduction**
- 2. Methodology**
- 3. Responses to the evaluation questions**
- 4. Conclusions**
- 5. Recommendations**

### **VOLUME II - ANNEXES**

- 1. Annex 1: Evaluation matrix**
- 2. Annex 2: Details on the methodology**
- 3. Annex 3: Summary of OPC contributions**
- 4. Annex 4: Consultation strategy**
- 5. Annex 5: List of people met**
- 6. Annex 6: Field mission programme**
- 7. Annex 7: Bibliography**
- 8. Annex 8: Terms of Reference**



## Table of Contents

<b>1</b>	<b>Annex 1: Evidence analysed to respond to the EQs .....</b>	<b>1</b>
1.1	EQ 1 on relevance .....	1
1.2	EQ 2 on effectiveness (impact, sustainability) .....	19
1.3	EQ 3 on efficiency .....	45
1.4	EQ 4 on Added Value .....	49
1.5	EQ 5 on Coherence, Consistency, Complementarity and Synergies .....	58
1.6	EQ 6 on Leverage .....	70
<b>2</b>	<b>Annex 2: Details on the methodology .....</b>	<b>80</b>
<b>3</b>	<b>Annex 3: Summary of OPC contributions .....</b>	<b>83</b>
3.1	Introduction .....	83
3.2	Summary of OPC contributions .....	83
<b>4</b>	<b>Annex 4: Consultation strategy .....</b>	<b>92</b>
4.1	Introduction .....	92
4.2	Stakeholder identification .....	92
4.3	Stakeholder consultation .....	93
<b>5</b>	<b>Annex 5: List of people met .....</b>	<b>98</b>
<b>6</b>	<b>Annex 6: Field mission programme .....</b>	<b>100</b>
<b>7</b>	<b>Annex 7: Bibliography .....</b>	<b>101</b>
<b>8</b>	<b>Annex 8: Terms of Reference .....</b>	<b>105</b>

## List of figures

Figure 1	Evaluation Process .....	81
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## List of tables

Table 1	Meeting and dialogue activity between Greenland and the EU:- as of 27 March 2017 .....	76
Table 2	Field mission to Greenland .....	82
Table 3	Consultation strategy: Who, what, when and how? .....	93





# 1 Annex 1: Evidence analysed to respond to the EQs

## 1.1 EQ 1 on relevance

<b>JC 11: Relevance of PDSD objectives in terms of fulfilling the stated objectives of the GD</b>	
<p><b>Main findings</b></p> <ul style="list-style-type: none"> <li>• PDSD programming objectives of increasing access to primary education, improving attendance, quality and completion levels, and reducing the number of drop-outs logically contribute to obtaining the GD-level objectives of increasing the skills of the Greenlandic labour force and diversifying the economy.</li> <li>• The road from strengthening elementary schooling to reaching GD-level objectives is, however, long and the pathways of change are not always well described. For example, developing the increased administrative and institutional capacity required to raise the general educational level of the population is a long process. However, budget support eligibility conditions do indirectly contribute to this objective.</li> </ul> <p><b>Strength of the evidence base:</b> <i>Strong</i></p>	<p><b>Main sources of information:</b></p> <ul style="list-style-type: none"> <li>• Documentary review of policy documents, programming documents, studies, aides memoire,</li> <li>• Interviews.</li> </ul>
<b>JC 12: Relevance of the objectives and programming of the GD as an instrument in light of EU priorities and beneficiary needs in 2013 and 2016-2017</b>	
<p><b>Main findings</b></p> <ul style="list-style-type: none"> <li>• The programming choice of supporting the education sector is in line with Greenland's strategies to address its economic challenges (and its long-term economic objective to be economically self-sustaining, without the annual block grant from Denmark), both in 2013 and in 2016. Education as a focal sector is relevant to beneficiary needs in Greenland in 2013 and 2016-2017.</li> <li>• The programming choice of supporting the education sector is also in line with EU policies and commitments such as the EU Agenda for Change.</li> <li>• The instrument-level ambition of having policy dialogue corresponds with EU priorities as reflected in various policy documents. Key EU priorities are raw materials (dropped down the priority list in 2016 compared to 2013) and climate change (even more important to the EU since adoption of the latest EU Arctic policy in 2016)</li> </ul> <p><b>Strength of the evidence base:</b> <i>Strong</i></p>	<p><b>Main sources of information:</b></p> <ul style="list-style-type: none"> <li>• Documentary review of policy documents, programming documents, studies,</li> <li>• Newspapers (The Guardian, London),</li> <li>• NASDAQ website,</li> <li>• Interviews.</li> </ul>

**1.1.1 JC 11: The programme level (PDSD) objectives are relevant in terms of fulfilling the objectives of the GD, including whether a focus on a single sector in the PDSD – and Education as the chosen sector – is still appropriate in order to fulfil the objectives of the GD**

**1.1.1.1 I-111 Specific objectives of the programme are relevant to fulfilling objectives such as need to increase the skills of the Greenlandic labour force, including scientists**

<b>I-111</b>	<b><i>Specific objectives of the programme are relevant to fulfilling objectives such as need to increase the skills of the Greenlandic labour force, including scientists</i></b>
Indicator Summary	<p>The 2014 PDSD objectives are relevant to increasing the skills and the numbers of future the Greenlandic labour force as the focus is on increasing access to primary education, on attendance, quality and completion at primary level, education and on reducing drop-outs and keeping pupils in the education system as long as possible.</p> <p>When comparing the previous programme with the current one, the objectives of the PDSD 2007-2013 were more directly linked to increasing the skills of the Greenlandic labour force, as the focus was on post-primary, vocational and skill training – with youth and unskilled and unemployed workers as special target groups.</p> <p>The bi-annual policy dialogues between the EC and the GoG have focused solely to date on education and budget support conditions.</p> <p>The instrument-level ambition of having policy dialogue corresponds with EU priorities as reflected in various policy documents. Key EU priorities are raw materials (dropped down the priority list in 2016 compared to 2014) and climate change (even more important to the EU since adoption of the latest EU Arctic policy in 2016)</p>
Objectives of the partnership 2007-2013	<p>The objectives of the initial partnership between the EC on the one hand, and Greenland and the Danish Kingdom on the other, were initially stated as follows:</p> <p><i>“a) to provide a framework for dialogue; (b) to achieve common goals by consulting on issues of common interest to ensure that the co-operation efforts have maximum effect in accordance with the priorities of both partners; (c) to provide a basis for economic, financial, scientific, educational and cultural co-operation founded on the principles of mutual responsibility and mutual support; (d) to contribute to the development of Greenland”</i> (Council 2006, art 2). Art 4.a also lists education and training as one of the possible areas of co-operation (Council 2006).</p>
Objectives of the partnership 2014-2020	<p>One of the specific objectives of the 2014 GD is to support and to co-operate with Greenland in addressing the need to increase the skills of its labour force, including scientists. Moreover, <i>“Research and innovation in areas such as: energy, climate change, disaster resilience, natural resources, including raw materials, and sustainable use of living resources”</i> is indicated as the main areas of co-operation of the partnership (European Union 2014a, art 3.1).</p> <p>Article 2 also states that <i>“The partnership shall [...] define the framework for policy dialogue on issues of common interest for either partner, providing the basis for broader co-operation and dialogue in areas such as (a) global issues concerning, inter alia, [...] research and innovation”</i> (European Union 2014a).</p> <p>The dialogue has however focussed to date only on the education sector. During the last meeting between the EC and the GoG on the EU support to Greenland education and VET sector (that took place in Greenland in March 2016) the EC reiterated that a dialogue in areas of “common concern” beyond education would allow its sector support to be situated in a wider context and</p>

I-111	<b><i>Specific objectives of the programme are relevant to fulfilling objectives such as need to increase the skills of the Greenlandic labour force, including scientists</i></b>
	<p>improve respective understanding of themes of common interest. It was suggested that a similar approach to the education sector dialogue could be used (European Commission and the Government of Greenland 2016, 2).</p> <p>Discussions with DEVCO and the Greenlandic representation in Brussels and Denmark confirm that there has not been no progress towards setting up a concrete framework for dialogue on issues beyond education and that it is difficult to have a concrete and regular dialogue if no financial support is involved (interviews).</p>
Objectives of the PDSD 2007-2013	<p>According to the programming document 2007-2013, the partnership between Greenland and the Community aimed at broadening and strengthening relations between the two parties and contributing to Greenland's sustainable development. One of the partnership's objectives was <i>"to provide a basis for economic, scientific, educational and cultural co-operation founded on the principle of mutual responsibility and mutual support"</i> (European Commission and the Government of Greenland 2007, 2).</p> <p>The first phase of the Greenland Education Programme (GEP) focussed on: vocational training, the acquisition of qualification for jobs above the unskilled level and the acquisition of real competences for unskilled people (European Commission and the Government of Greenland 2007, 1-2).</p> <p>The general objective was to contribute to a higher standard of living and quality of life in Greenland through developing better education, skills and knowledge (European Commission and the Government of Greenland 2007, 15).</p> <p>Some expected results of the PDSD (relevant to fulfil the objective to increase the skills of the Greenlandic labour force) were:</p> <ul style="list-style-type: none"> <li>• <i>"Adequate financing for education and training with special focus on post-primary, vocational and skill training.</i></li> <li>• <i>Increased access to vocational education and skills training for both youth and unskilled and unemployed workers.</i></li> <li>• <i>Higher number and better quality and relevance of courses available for the target groups.</i></li> <li>• <i>Target groups motivated to take up and complete education and training offered"</i> (European Commission and the Government of Greenland 2007, 15).</li> </ul> <p>Relevant activities foreseen in the PDSD were:</p> <ul style="list-style-type: none"> <li>• <i>"Organisation and development of preparatory educational courses and out-of-school remedial training.</i></li> <li>• <i>Organisation and development of courses offered to unskilled workers to increase their qualification to skilled level combined with job placement services (Piareersarfiit centres).</i></li> <li>• <i>Provision of financial incentives, including grants systems.</i></li> <li>• <i>Further implementation of special measures to improve the completion rate and reduce the drop-out rate through better counselling, structural supervision, boarding school environments and sharing best practices between education and institutions.</i></li> <li>• <i>Expansion of two vocational schools and student dormitories and maintenance of educational facilities"</i> (European Commission and the Government of Greenland 2007, 16).</li> </ul>
Objectives of the PDSD 2014-2020	<p>The 2014 PDSD has the overall objective: <i>"to contribute to a higher standard of living and quality of life along with sustainable diversification of the economy through improved education, skills and knowledge"</i> (European Commission</p>

I-111	<b>Specific objectives of the programme are relevant to fulfilling objectives such as need to increase the skills of the Greenlandic labour force, including scientists</b>
	<p>and the Government of Greenland 2014b, 39).</p> <p>Specific objectives are:</p> <ol style="list-style-type: none"> <li>1. <i>“Reduced inequality in education by ensuring a well-functioning pre-school and elementary school system, no matter where the children live</i></li> <li>2. <i>Increased quality of the education system with special emphasis on pre-school and elementary school and increased share of educated personnel in the system.</i></li> <li>3. <i>Increased efficiency in the education system through reduced drop-out between stages in the system, increased completion in the post-elementary education system and a decrease in time spent in the education system before graduation” (European Commission and the Government of Greenland 2014b, 39).</i></li> </ol> <p>The expected results focus on access to, and attendance, quality and completion of elementary education. They also focus on reducing the drop-out rate and having pupils transitioning to high school and then higher education. There is no mention however to the specific mechanism that is expected to lead to more students from Greenland graduating from natural science degrees. The only mentions to higher education are:</p> <ul style="list-style-type: none"> <li>• <i>“Increased transition rate from high school to further education”</i></li> <li>• <i>“Increased completion at all levels of post-elementary education”</i></li> <li>• <i>“Increased completion rate at higher educations”</i></li> <li>• <i>“Increased number of graduates from higher educations” (European Commission and the Government of Greenland 2014b, 40-41) as expected results.</i></li> </ul> <p>Programme level indicators attached to these results are:</p> <ul style="list-style-type: none"> <li>• <i>“Transition rate (2 years after completion)”</i></li> <li>• <i>“1. Average age at completion at High School; 2. Average age at completion at VET; 3. Average age at completion at Higher Education”</i></li> <li>• <i>“1. Completion rate at High School; 2. Completion rate at VET”</i></li> <li>• <i>“Number of completions” (European Commission and the Government of Greenland 2014b, 50-51).</i></li> </ul>

#### 1.1.1.2 I-112 Specific objectives of the programme are relevant to fulfilling objectives such as diversification of the Greenlandic economy

I-112	<b>Specific objectives of the programme are relevant to fulfilling objectives such as diversification of the Greenlandic economy</b>
Indicator Summary	<p>Although Greenland's GDP per capita is higher than the EU average, its economy remains heavily dependent on external transfers (the Danish block grants, in particular, accounted for 54% of Greenland's overall budget in 2014). Exports accounted for 20% of the GDP in 2014, with fisheries contributing about 90%.</p> <p>The background section to 2014 PDSD does take into account the enabling measures already put in place by the GoG to encourage the diversification of the economy – for example, €4.17 million to develop subsidies for land-based businesses and the tourism industry. However, the EU-funded intervention itself is entirely based on the supply side. There is no demand-side component, and the only link with the labour market that is mentioned in the 2014 PDSD is the increased availability of apprenticeship places. Moreover, according to the 2014 PDSD, the investment in human capital is going to benefit different sectors of the economy, including fisheries, mineral resources and tourism. In its 2016 report, the Greenland Economic Council</p>

I-112	<i>Specific objectives of the programme are relevant to fulfilling objectives such as diversification of the Greenlandic economy</i>
	<p>emphasised that the country's labour market suffers from problems of mismatch in three areas: between the skills of the labour force in demand and in supply; a geographical mismatch between the location of the available labour force and where demand is located; and, despite low unemployment levels, some positions not being filled because the incentives to work may, in some instances, be low.</p> <p>As discussed under indicator I-122 on the correlation between beneficiary needs on one side and the GD/2014 PDSD on the other, expansion in this area is temporarily hampered due to a decrease in raw materials prices in recent years. Moreover, the tourism sector in Greenland remains uncompetitive, compared with Iceland or Norway, due to the high level of taxes and duties, and the fact that the infrastructure (especially roads) to support economic diversification is still lacking. These challenges are not tackled by the intervention.</p> <p>When comparing the previous programme with the current one, it appears that the objectives of the PDSD 2007-2013 were more directly linked to the diversification of the Greenlandic economy at least in the short run, as the focus was on post-primary, vocational and skill training in strategic areas such as health social, fisheries, tourism, and mineral resources. The link between an increase in education level and access to the labour market was also more direct in the previous period – for example, through the combination of VET courses offered to unskilled workers to increase their qualification to skilled level and the job placement services (Piareersarfiit centres).</p>
Objectives of the partnership 2007-2013	<p>The objectives of the initial partnership between the European Community on the one hand, and Greenland and the Danish Kingdom on the other, were initially stated as follows:</p> <p><i>“a) to provide a framework for dialogue; (b) to achieve common goals by consulting on issues of common interest to ensure that the co-operation efforts have maximum effect in accordance with the priorities of both partners; (c) to provide a basis for economic, financial, scientific, educational and cultural co-operation founded on the principles of mutual responsibility and mutual support; (d) to contribute to the development of Greenland (Council 2006, art 2). Art 4.a also lists education and training as one of the possible areas of co-operation (Council 2006).</i></p>
Objectives of the partnership 2014-2020	<p>One of the specific objectives of the GD is to support and to co-operate with Greenland in addressing the sustainable diversification of the economy. The achievement of this objective shall be measure by indicators such as: the percentage of trade balance in GDP; the percentage of the fisheries sector in total exports, the results of education statistical indicators among others (European Union 2014a, art 3.1).</p>
Objectives of the PDSD 2007-2013	<p>The general objective was to contribute to a higher standard of living and quality of life in Greenland through developing better education, skills and knowledge (European Commission and the Government of Greenland 2007, 15).</p> <p>Expected results (relevant to fulfil the objective to increase the diversification of the Greenlandic economy) were:</p> <ul style="list-style-type: none"> <li>• <i>“Adequate financing for education and training with special focus on post-primary, vocational and skill training.</i></li> <li>• <i>Increased access to vocational education and skills training for both youth and unskilled and unemployed workers.</i></li> <li>• <i>Higher number and better quality and relevance of courses available for the target groups” (European Commission and the Government of</i></li> </ul>



I-112	<b>Specific objectives of the programme are relevant to fulfilling objectives such as diversification of the Greenlandic economy</b>
	<p>Greenland 2007, 15).</p> <p>Relevant activities were:</p> <ul style="list-style-type: none"> <li>• <i>“Organisation and development of courses offered to unskilled workers to increase their qualification to skilled level combined with job placement services (Piareersarfiit centres).</i></li> <li>• <i>Development of advanced-skills vocational training in strategic areas such as health social, fisheries, tourism, mineral resources, etc.”</i> (European Commission and the Government of Greenland 2007, 16).</li> </ul>
Objectives of the PDSD 2014-2020	<p>The PDSD has the overall objective: <i>“to contribute to a higher standard of living and quality of life along with sustainable diversification of the economy through improved education, skills and knowledge”</i> (European Commission and the Government of Greenland 2014b, 39).</p> <p>Specific objectives are:</p> <ol style="list-style-type: none"> <li>1. <i>“Reduced inequality in education by ensuring a well-functioning pre-school and elementary school system, no matter where the children live</i></li> <li>2. <i>Increased quality of the education system with special emphasis on pre-school and elementary school and increased share of educated personnel in the system.</i></li> <li>3. <i>Increased efficiency in the education system through reduced drop-out between stages in the system, increased completion in the post-elementary education system and a decrease in time spent in the education system before graduation”</i> (European Commission and the Government of Greenland 2014b, 39).</li> </ol> <p>According to the 2014 PDSD, the investment in human capital is going to benefit different sectors of the economy, including fisheries (European Commission and the Government of Greenland 2014b, 9), mineral resources (European Commission and the Government of Greenland 2014b, 11) and tourism (European Commission and the Government of Greenland 2014b, 13) as all these sectors need qualified staff and improved capabilities.</p>
Economic diversification baseline	<p>The strength of Greenland economy remains dependent on external transfers. The Danish block grants in particular, totalled for EUR 486 million in 2014 (54% of Greenland's overall budget in 2014). Exports accounted for 20% of the GDP in 2014, with fisheries contributing about 90% (European Commission and the Government of Greenland 2014b, 23).</p>
Analysis of the PDSD against this GD objective	<p>There is no demand side component and the only link with the labour market that is mentioned in the PDSD is <i>“increased supply of apprenticeship places through school apprenticeships, incentives to businesses and introductory courses at vocational education and training”</i> as one of the expected results (European Commission and the Government of Greenland 2014b, 41).</p> <p>Although the PDSD does take into account in its background section the enabling measures already put in place by the Government to encourage the diversification of the economy, such as for example a EUR 4.17 million to develop subsidies for land based businesses and the tourism industry (European Commission and the Government of Greenland 2014b, 13), the intervention itself is entirely based on the supply side.</p> <p>Moreover, the tourism sector remains uncompetitive compared with Iceland's or Norway's, given high level of taxes and duties (European Commission and the Government of Greenland 2014b, 12) and infrastructures to support economic diversification (especially roads) are still lacking. These challenges are not tackled by the intervention. While the government is currently working on a proposition for a reform of the tax and duty structure on ship and air traffic, for example (European Commission and the Government of Greenland 2014b, 13), the 2014 PDSD does not mention investment in</p>

<b>I-112</b>	<b><i>Specific objectives of the programme are relevant to fulfilling objectives such as diversification of the Greenlandic economy</i></b>
	infrastructure (such as roads) by the GoG (European Commission and the Government of Greenland 2014b).

**1.1.1.3 I-113 Specific objectives of the programme are relevant to fulfilling objectives such as need to improve the Greenlandic information systems**

<b>I-113</b>	<b><i>Specific objectives of the programme are relevant to fulfilling objectives such as the need to improve the Greenlandic information systems</i></b>
Indicator Summary	The main issue in Greenland is access to internet, and the price of access. The GoG has taken some initiatives to improve access (expanding the sea cable and the radio-network for more isolated places) and e-governance. However, access and price continue to be an issue. The EU support is contributing to these efforts by supporting e-learning and IT tools in schools.
Objectives of the partnership 2014-2020	One of the specific objectives of the GD is to support and to co-operate with Greenland in addressing the need to improve its information systems in the field of ICT (European Union 2014a, 3.1).
Objectives of the PDSD 2014-2020	<p>The 2014 PDSD has the overall objective: <i>“to contribute to a higher standard of living and quality of life along with sustainable diversification of the economy through improved education, skills and knowledge”</i> (European Commission and the Government of Greenland 2014b, 39).</p> <p>Specific objectives are:</p> <ol style="list-style-type: none"> <li>1. <i>“Reduced inequality in education by ensuring a well-functioning pre-school and elementary school system, no matter where the children live</i></li> <li>2. <i>Increased quality of the education system with special emphasis on pre-school and elementary school and increased share of educated personnel in the system.</i></li> <li>3. <i>Increased efficiency in the education system through reduced drop-out between stages in the system, increased completion in the post-elementary education system and a decrease in time spent in the education system before graduation”</i> (European Commission and the Government of Greenland 2014b, 39).</li> </ol> <p>The EU support programme is supporting development of e-learning, and more IT tools in schools.</p>

**1.1.1.4 I-114 Specific objectives of the programme are relevant to fulfilling objectives such as the capacity of the administration of Greenland to formulate and implement national policies, in particular in new areas of mutual interest.**

<b>I-114</b>	<b><i>Specific objectives of the programme are relevant to fulfilling objectives such as the capacity of the administration of Greenland to formulate and implement national policies, in particular in new areas of mutual interest.</i></b>
Indicator Summary	<p>As in the case of I-111 and I-113, despite the fact that one of the specific objectives of the 2014 GD is to increase of the administrative capacity to formulate and implement national policies in some defined areas, there is little mention in the 2014 PDSD of how a focus on primary education, and on keeping people in the system until graduation from higher education, will lead to this outcome.</p> <p>The intervention is, however, relevant to increasing the capacity of the administration in the area of Public Financial Management (PFM). To continue receiving EC Budget support, Greenland needs to keep fulfilling PFM conditionalities, such as having: (i) a national development plan; (ii) a stable macro-economic framework; (iii) a credible PFM programme; (iv) a</p>

<b>I-114</b>	<b><i>Specific objectives of the programme are relevant to fulfilling objectives such as the capacity of the administration of Greenland to formulate and implement national policies, in particular in new areas of mutual interest.</i></b>
	<p>high degree of openness and transparency.</p> <p>The intervention could also be relevant to securing administrative and institutional capacity to implement reforms through raising the level of skills and education of the general population, but the link is less direct.</p> <p>When comparing the two periods, however, a focus on capacity strengthening (albeit, only in the education sector) was more visible in the PDSD 2007-2013 than in the current PDSD, as the former contained <i>“improved planning, management, monitoring and evaluation of education and training provision”</i> as one of its expected results (European Commission and the Government of Greenland 2007).</p>
Objectives of the partnership 2014-2020	<p>One of the specific objectives of the GD is <i>“to contribute to the capacity of the administration of Greenland to formulate and implement national policies, in particular in new areas of mutual interest, as identified in the”</i> PDSD (European Union 2014a, art 3.1.).</p> <p>New areas of mutual interest are indicated in Article 2 that state that <i>“The partnership shall [...] define the framework for policy dialogue on issues of common interest for either partner, providing the basis for broader co-operation and dialogue in areas such as (a) global issues concerning, inter alia, energy, climate change an environment, natural resources, including raw materials, maritime transport, research and innovation; and (b) arctic issues”</i> (European Union 2014a).</p>
Objectives of the PDSD 2007-2013	<p>The general objective was to contribute to a higher standard of living and quality of life in Greenland through developing better education, skills and knowledge (European Commission and the Government of Greenland 2007, 15).</p> <p>Expected results were:</p> <ul style="list-style-type: none"> <li>• <i>“Improved planning, management, monitoring and evaluation of education and training provision, especially in the area of post-primary, vocational and skill training”</i> (European Commission and the Government of Greenland 2007, 15).</li> </ul> <p>Activities:</p> <ul style="list-style-type: none"> <li>• <i>“Development and strengthening of the Government’s capacity to plan, monitor and supervise education provision, including the match between the supply of education/training programmes and the needs of industry and public sector, at both local and central level”</i> (European Commission and the Government of Greenland 2007, 156).</li> </ul>
Objectives of the PDSD 2014-2020	<p>Overall objective: <i>“to contribute to a higher standard of living and quality of life along with sustainable diversification of the economy through improved education, skills and knowledge”</i> (European Commission and the Government of Greenland 2014b, 15)</p> <p>Specific objectives:</p> <ol style="list-style-type: none"> <li>1. <i>“Reduced inequality in education by ensuring a well-functioning pre-school and elementary school system, no matter where the children live</i></li> <li>2. <i>Increased quality of the education system with special emphasis on pre-school and elementary school and increased share of educated personnel in the system.</i></li> <li>3. <i>Increased efficiency in the education system through reduced drop-out between stages in the system, increased completion in the post-elementary education system and a decrease in time spent in the education system before graduation”</i> (European Commission and the Government of Greenland 2014b, 15).</li> </ol>



I-114	<b><i>Specific objectives of the programme are relevant to fulfilling objectives such as the capacity of the administration of Greenland to formulate and implement national policies, in particular in new areas of mutual interest.</i></b>
Effect of SBS conditionalities on this GD objective	<p>According to the GD/PDSD intervention logic, the budget support condition themselves will contribute to an improvement in the capacity of the administration of Greenland to formulate and implement national policies (see GD Evaluation Inception Report).</p> <p>According to the 2014 PDSD, Greenland fulfils the necessary eligibility conditions for budget support, namely:</p> <ol style="list-style-type: none"> <li>1. <i>“The existence of a territorial development plan which has been adopted and in course of implementation;</i></li> <li>2. <i>A stable macro-economic framework;</i></li> <li>3. <i>A credible programme of public finance management (PFM); and</i></li> <li>4. <i>A high degree of openness and transparency in government operations”</i> (European Commission and the Government of Greenland 2014b, 6)</li> </ol> <p>Moreover, <i>“the financial co-operation with the EU has put increased focus on public finance management in Greenland. Based on the studies financed in 2008 three critical areas of public finance management were identified: tax audits, tax collection and arrears and public management. Significant progress has been experienced in all areas”</i> (European Commission and the Government of Greenland 2014b, 31).</p> <p>An analysis of Aide Memoires of the bi-annual meetings between the EC and the GoG show that a discussion on PFM (as well as on Greenland macroeconomic situation and forecasts) is always present and progress closely monitored. During the meeting of March 2014, for example, following a Public Expenditure and Financial Accountability (PEFA) assessment commissioned by the EC to ECORYS, the EC and GoG agreed that an action plan with benchmarks for future monitoring should be developed and reporting should be based on EC Budget Support guidelines (European Commission and the Government of Greenland 2014a, 2).</p> <p>In the meeting of June 2015, the EC welcomed the PFM Action Plan approved in early 2015 which was considered relevant and credible, and including <i>“feasible and realistic targets that allow showing progress against timebound benchmarks”</i> (European Commission and the Government of Greenland 2015, 2).</p> <p>The Commission also <i>“welcomed progress registered in the implementation of the PFM Action Plan and urged to continue reform efforts in the different action axis, notably in further increasing competition on procurement in all types of tenders and progressively including State Owned Companies and Municipalities”</i> (European Commission and the Government of Greenland 2015, 2).</p> <p>DEVCO staff as well as staff of the Ministry of Education also indicated that this partnership has had a positive impact on Greenlandic administration capacity in the area of PFM (as the eligibility for sector budget support needs to be maintained) (interviews).</p>
PFM Baseline	<p>PFM was already transparent, comprehensive and accountable in 2007. As the 2007 PDSD explains <i>“The Government’s budget structure is largely built on the Danish’s Government’s budget model and applies the same modern budgetary principles and discipline as the most advanced European countries. [...] The Budget Law [...] lays down stringent principles for the management and control of budgetary expenditure, giving each minister the responsibility for sound financial management [...] the Finance Acts of 2002 and of 2003 introduced a tightening of fiscal policy”</i> (European Commission and the Government of Greenland 2007, 11).</p>

<b>I-114</b>	<b><i>Specific objectives of the programme are relevant to fulfilling objectives such as the capacity of the administration of Greenland to formulate and implement national policies, in particular in new areas of mutual interest.</i></b>
	<p><i>“The results of the 2014 PEFA assessment overall shows that the GoG’s PFM system is very well designed and functioning with a high quality. It is noted that the quantified total average score for Greenland (3.37) can be compared positively with the 2008 score for Norway (3.41) and that these are among the highest PEFA scores established world-wide. [...] It is emphasised that some progress in some specific areas – covered by PEFA PI-8 iii (fiscal data consolidated according to sectoral categories), PI-12 (extending the existing MTEF for the GoG’s education sector to the municipalities), PI-19 (procurement), PI-23 (availability of information on resources received by service delivery units) and PI-28 (legislative scrutiny of external audit reports) – is important for the EU support targeting the education sector. Particular attention by the GoG (and DEVCO) should thus be given to PFM reforms in these areas as they can directly measure and help to improve education sector service delivery by the GoG and the municipalities” (Jensen 2014, 14-15).</i></p>
Analysis of the PDSD against this GD objective	<p>Education is seen as central to secure administrative and institutional capacity to implement reforms. Education is also expected to enable more people to be self-sustaining thereby taking pressure off the public sector and to strengthen the capacity of public institutions to accommodate those who are not self-sustaining (European Commission and the Government of Greenland 2014b, 19).</p> <p>There is no mention however the expected results to specific learning outcomes for administration staff. It is hence unclear how the objectives of the PDSD are expected to contribute to an increase in the capacity of the administration to formulate and implement national policies in areas such as: (a) global issues concerning, inter alia, energy, climate change an environment, natural resources, including raw materials, maritime transport, research and innovation; and (b) arctic issues.</p> <p>If more people attend university is possible that in absolute numbers more people will graduate from social science degrees and that some of them will find a job in the administration, but there is no specific thematic focus mentioned in the PDSD (European Commission and the Government of Greenland 2014b).</p>

### **1.1.2 JC 12: The objectives and programming of the GD as an instrument correspond to EU priorities and beneficiary needs in 2013 and 2016-2017, given recent evolving challenges and priorities in the international context.**

#### **1.1.2.1 I-121 Degree of correspondence between objectives of the GD as an instrument and EU priorities in 2013 and 2016**

<b>I-121</b>	<b><i>Degree of correspondence between objectives of the GD as an instrument and EU priorities in 2013 and 2016</i></b>
Indicator Summary	<p>The choice of supporting the education sector, and supporting an increase in access to, quality of and equity in education, is fully in line with the EU Agenda for Change, which states that the EU should focus on education as one of the foundations for inclusive and sustainable growth. It is also fully in line with the vision of Europe 2020, which puts education at the centre of a strategy to bring about more sustainable and inclusive growth, and the 2030 SDG Agenda, which envisages a world with universal literacy and with equitable and universal access to quality education at all levels (in line with SDG4).</p> <p>The programming of the GD does not support policy dialogue on other EU</p>

	priorities, such as for example increased and secure access to natural resources including raw materials (to ensure competitiveness of European industries) and convergence of ideas and opinions on climate change.
Objectives of the PDSD 2007-2013	<p>According to the 2007 PDSD, the first phase of the GEP focussed on two target groups (without excluding others): people who drop out of the educational system after graduating from public schools and “<i>unskilled workers under 50 who are unemployed, in exposed trades and/or the family breadwinners</i>” (European Commission and the Government of Greenland 2007, 4).</p> <p>From a gender perspective, the programme was to pay particular attention to men who – according to the 2007 PDSD – are the most vulnerable in relation to the economic and social challenges in Greenland (European Commission and the Government of Greenland 2007, 5).</p>
Objectives of the PDSD 2014-2020	As already stated above.
EU Agenda for Change	<p>The choice to support the education sector and to support an increase in access to, quality of and equity in education is fully in line with the EU Agenda for Change. The Agenda states that:</p> <p><i>“The EU should focus its support for inclusive and sustainable growth on those sectors which build the foundations for growth and help ensure that it is inclusive, notably social protection, health and education [...] The EU should take a more comprehensive approach to human development. This involves supporting a healthy and educated population, giving the workforce skills that respond to labour market needs, developing social protection, and reducing inequality of opportunity. The EU should support sector reforms that increase access to quality health and education services and strengthen local capacities to respond to global challenges. The EU should use its range of aid instruments, notably ‘sector reform contracts’ with intensified policy dialogue. [...] The EU should enhance its support for quality education to give young people the knowledge and skills to be active members of an evolving society. Through capacity-building and exchange of knowledge, the EU should support vocational training for employability and capacity to carry out and use the results of research”</i> (European Commission 2011, 7-8).</p>
Europe 2020	<p>The vision of “Europe 2020” is based on three mutually reinforcing priorities: “(i) <i>Smart growth: developing an economy based on knowledge and innovation</i> (ii) <i>Sustainable growth: promoting a more resource efficient, greener and more competitive economy</i> (iii) <i>Inclusive growth: fostering a high-employment economy delivering social and territorial cohesion</i>” (European Commission 2010, 3).</p> <p>The targets proposed by the EC by 2020 are: “(a) <i>75 % of the population aged 20-64 should be employed</i>; (b) <i>3% of the EU's GDP should be invested in R&amp;D</i>; (c) <i>The “20/20/20” climate/energy targets should be met (including an increase to 30% of emissions reduction if the conditions are right)</i>; (d) <i>The share of early school leavers should be under 10% and at least 40% of the younger generation should have a tertiary degree</i>; (e) <i>€ 20 million less people should be at risk of poverty</i>” (European Commission 2010, 3).</p> <p><i>“The strategy is not only relevant inside the EU, it can also offer considerable potential to candidate countries and our neighbourhood and better help anchor their own reform efforts. Expanding the area where EU rules are applied, will create new opportunities for both the EU and its neighbours”</i> (European Commission 2010, 21).</p>
MGDs	“Goal 2: Achieve Universal Primary Education”

2000-2015	<p><i>“Target 3. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling”.</i></p> <p>Source: <a href="http://www.unmillenniumproject.org/goals/qti.htm">http://www.unmillenniumproject.org/goals/qti.htm</a> (consulted 25.08.2016)</p>
Agenda 2030 (SDGs)	<p>The Agenda 2030 envisages a world with universal literacy and with equitable and universal access to quality education at all levels (United Nations General Assembly 2015, 3); a world in which women and girls enjoy equal access to quality education (United Nations General Assembly 2015, 6).</p> <p>The commitment is to provide <i>“inclusive and equitable quality education at all levels – early childhood, primary, secondary, tertiary, technical and vocational training. All people, irrespective of sex, age, race or ethnicity, and persons with disabilities, migrants, indigenous peoples, children and youth, especially those in vulnerable situations, should have access to life-long learning opportunities that help them to acquire the knowledge and skills needed to exploit opportunities and to participate fully in society”</i> (United Nations General Assembly 2015, 7).</p> <p>This commitment is spelled out in SGD4 and its targets:</p> <p><i>SDG 4. “Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”</i></p> <p><i>4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university</i></p> <p><i>4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship</i></p> <p><i>4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations</i></p> <p><i>4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy</i></p> <p><i>4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture’s contribution to sustainable development”</i> (United Nations General Assembly 2015).</p>
Raw materials (Letter of Intent)	<p>The programming of the GD does not support policy dialogue on other EU priorities, such as for example increased and secure access to natural resources including raw materials (to ensure competitiveness of European industries).</p> <p>The Commission Decision on the signature of a Letter of Intent between the European Union and Greenland on co-operation in the area of mineral resources stipulates for example that a dialogue between Greenland and the EU <i>“should cover the sustainable exploitation of mineral resources, in line with internationally agreed principles regarding market access as well as environmental and labour standards. Both sides shall therefore explore ways to reinforce their dialogue on mineral resources, within the framework of the EU-Greenland partnership, as laid down”</i> in the GD (European Commission 2012a, 3).</p> <p><i>“Possible areas for dialogue are:</i></p> <ul style="list-style-type: none"> <li>• <i>Geological knowledge</i></li> <li>• <i>Analysis of infrastructure and investment needs related to the exploitation of mineral resources</i></li> <li>• <i>Competence building</i></li> <li>• <i>Environmental issues related to mining and social impacts of mining.</i></li> </ul> <p><i>The dialogue should contribute to the achievement of the goal of the</i></p>



	<p><i>sustainable development of Greenland as defined in the EU-Greenland partnership. It aims at promoting mutual understanding and enhancing bilateral co-operation and the exchange of information on policies related to mineral resources, including exploration and exploitation, amongst others through increased communication between both sides. Meetings will be organised when appropriate, possibly once a year</i> (European Commission 2012a, 4).</p> <p>No concrete provisions in the PDSO, however, directly support these EU priorities (European Commission and the Government of Greenland 2014b).</p>
Raw materials (Study on EU Needs)	<p>A 2015 Study on EU Needs with Regard to Co-operation with Greenland, commissioned by the EC after the Letter of Intent was signed to assess the needs of the European Union with regards to raw materials from Greenland and to provide the EC with information on policy options and the types of projects that could be supported in this regard concluded that <i>“it would be in the interest of both parties if Greenland became a major supplier of both critical raw materials and base metals, both in the short and long term. Therefore any co-operation concept could include actions which promote mining of a variety of materials, both in the short-term (e.g. through industry partnerships) and long term (e.g. improved geological knowledge). [...] While the EU and Greenland have expressed their political will to work together in this area, the structures necessary to allow for co-operation in the area of raw materials are not yet in place”</i> (Milieu Ltd. 2015, 5).</p> <p>There a number of significant barriers to expansion in this sector. The main three cited in the report are:</p> <ul style="list-style-type: none"> <li>• Lack of infrastructure (Milieu Ltd. 2015, 6)</li> <li>• Lack of skilled personnel: e.g. lack of availability and/or quality of geological knowledge (Milieu Ltd. 2015, 6)</li> <li>• Bad timing for the investment given current low prices of raw materials. Given the highly cyclical nature of the sector and the likely growth in demand leading up to 2030, it is possible however that mining prices will recover sufficiently over the next 10 to 20 years to justify investment in Greenland (Milieu Ltd. 2015, 6). The study indicates that such a timeframe could be beneficial as it would allow for the translation of political objectives into a structure which would allow Greenland and the EU to co-operate in practical terms (Milieu Ltd. 2015, 88). The Study concluded that <i>“it may make sense for Europe (and Greenland) to look at the long term and co-operate now so that both are better equipped to tackle these challenges when the market recovers”</i> (Milieu Ltd. 2015, 6).</li> </ul> <p>An additional potential benefit for EU of investing in this sector in Greenland is that it would represent for the EU a good alternative to importing materials from conflict regions and this would have a positive effect on EU development goals, namely in avoiding sourcing from conflict regions (Milieu Ltd. 2015, 8).</p> <p>No concrete provisions in the PDSO however directly support these EU priorities (European Commission and the Government of Greenland 2014b).</p>
Raw materials	<p>The EU has an interest in ensuring that Greenland becomes a future supplier of energy and critical raw materials and a supplier which respects high social and environmental standard as an alternative to, for example, suppliers such as Russia and China (Interviews with DG-GROWTH, September 2016). <i>“Greenland has an especially strong potential in six of the fourteen elements on the EU critical raw materials list developed by the European Commission (niobium, platinum group metals, rare earths and tantalum) and moderate for further three elements. The EU list of critical raw materials is part of the EU Raw Materials Strategy adopted in 2008 and reinforced in 2011. [...] Greenland is known for geological settings carrying</i></p>

	<p><i>a high potential for hosting Rare Earth Element-deposits (REE), and a number of large deposits are being explored in an advanced stage” (European Commission 2012b).</i></p> <p>In 2012, before the signature of the Letter of Intent, approximately 58% of exploration companies operating in Greenland are Canadian or Australian companies. The share of EU companies operating in Greenland was only 15% (European Commission 2012b).</p> <p>There was an initiative from DG-GROWTH in 2012 to develop a follow-up on the Letter of Intent and develop a close collaboration with Greenland in terms of raw materials but the initiative fell through because of lack of funding.</p>
EU Arctic Policy (The Joint Communication)	<p>The EU Arctic policy has three main policy objectives:</p> <ul style="list-style-type: none"> <li>• <i>“protecting and preserving the Arctic in co-operation with the people who live there</i></li> <li>• <i>promoting sustainable use of resources</i></li> <li>• <i>international cooperation in responding to the impacts of climate change on the Arctic's fragile environment. [...]</i></li> <li>• <i>The EC and the High Representative propose that further development of EU Arctic policy focus on 3 key areas:</i></li> <li>• <i>supporting research and channelling knowledge to address environmental and climate change in the Arctic</i></li> <li>• <i>acting responsibly to help ensure that economic development in the Arctic is based on sustainable use of resources and environmental expertise</i></li> <li>• <i>stepping up constructive engagement and dialogue with Arctic states, indigenous peoples and other partners”.</i></li> </ul> <p>Source: <a href="http://eeas.europa.eu/arctic_region/index_en.htm">http://eeas.europa.eu/arctic_region/index_en.htm</a> (consulted 25.08.2016)</p> <p>No concrete provisions in the PDSO however directly support these EU priorities (European Commission and the Government of Greenland 2014b).</p> <p><i>“The Arctic's role in climate change has become much more prominent. The Arctic is warming at almost twice the global average rate. Whereas in the past attention focused almost solely on the effects of climate change in the Arctic, more recently there has been growing awareness that feedback loops are turning the Arctic into a contributor to climate change. Understanding these dynamics, and helping to develop specific strategies to mitigate and adapt to climate change in the Arctic, will form part of the EU's wider efforts to combat climate change” (European Commission 2016b, 2).</i></p>
EU Arctic Policy (Council Conclusions on the Joint Commission on the Arctic Policy)	<p>The Arctic is very high on the EU priority list as confirmed by the Council in June 2016</p> <p><i>“The Council emphasises the importance of a safe, sustainable and prosperous Arctic. Noting increased global attention and activity in the Arctic region, the Council recalls that the EU has a strong interest in building on and further developing its existing cross-sectoral engagement in the Arctic. An ambitious cross-spectrum and effectively co-ordinated Arctic policy will contribute to the EU's engagement in an increasingly strategically important region. The Arctic is an area of active co-operation between major regional and global actors; reinforcing the EU's engagement in the Arctic is also important from a foreign and security policy point of view” (Council 2016, 2).</i></p>
Climate change	<p>The programming of the GD does not support policy dialogue and convergence of ideas and opinions in relation to climate change.</p> <p>Climate change is a top priority for the EU as reflected in the Arctic policy Communication and confirmed in the Council's conclusions in June 2016</p>

	<p>and the EU's Arctic policy is expected to play an important role in implementing the global agreement reached at the 21st Conference of the Parties under the UN Framework Convention on Climate Change in December 2015, which sets out a global action plan to limit global warming to well below 2 °C (European Commission 2016b, 3).</p> <p><i>"In this context the Council recognises the need for urgent global action to reduce and prevent the significant risks posed by climate change and environmental impacts in the Arctic region caused notably by global activities. In particular in the area of climate change mitigation and adaptation, the EU and its Member States must ensure ambitious and coherent solutions with local and global impact, including through the implementation of commitments made in regional and multilateral environmental agreements, not least the Paris Agreement on climate change of December 2015"</i> (Council Conclusions on the Arctic Policy, 2016 p 3).</p> <p>No concrete provisions in the GD programming however directly support this EU priority. Greenland is not a member of COP 21 nor to the UN Framework Convention on Climate Change, which shepherded the Paris deal – despite being heavily affected by climate change. This is motivated by the fact that as the country is seeking full independence from Denmark and, in order to be able to phase out the Danish annual block grant, it will need to exploit its oil, gas and mineral reserves, which could take its emissions to some of the highest per capita on Earth (The Guardian 2016).</p>
Democracy, human rights and rule of law	<p>The EU has not raised issues related to democracy, human rights and rule of law in Greenland as required in the CIR. The reason given by the EU (interview with DG DEVCO) is that human rights is the responsibility of Denmark and raising such questions in policy dialogues would therefore be violating the sovereignty of Denmark. However while it is correct that Denmark is the signatory to the human rights conventions on behalf on the Kingdom, the EU is fully entitled to raise human rights issues and use the Human Rights Based Approach (HRBA) as an entry point for discussions with Greenland in an area such as education where Greenland has full discretion (Interviews with the Department of Foreign Affairs in Greenland).</p>

#### 1.1.2.2 I-122 Degree of correspondence between the objective of the GD as an instrument and beneficiary needs in 2013 and 2016-2017

I-122	Degree of correspondence between the objectives of the GD as an instrument and beneficiary needs in 2013 and 2016-2017
Indicator Summary	Greenland's long-term economic objective is to be self-sustaining, without the annual block grant from Denmark. In order to do so, the country needs fiscal stability, a diversified economy, and real economic growth. There is general and long-standing agreement in Greenland that raising the educational level is key to addressing the country's economic challenges. From this perspective, the choice of focusing EC support on education is fully in line with Greenland's expressed needs and own budget investments, both during the current and during the previous programming periods.
Budget support (2014)	Denmark is interested in EU financial support continuing as a supplement to the Danish block grant at a constant or an increasing level. Denmark and Greenland have fought hard for maintaining the financial support on the same level when the latest GD was adopted in 2014 (interviews with former civil servants in Denmark and civil servants in Greenland, September/October 2016)
Budget support (baseline)	Denmark and Greenland have fought hard for maintaining the financial support on the same level back in 2003/2004 when the original Fisheries Agreement was split into a commercial agreement and the GD partnership (interviews with

I-122	<i>Degree of correspondence between the objectives of the GD as an instrument and beneficiary needs in 2013 and 2016-2017</i>
	former civil servants in Denmark and civil servants in Greenland, September/October 2016)
Education as the sector of choice (2014)	<p>Greenland's long-term economic objective is to be self-sustaining without the annual block grant from Denmark. In order to do so, they need fiscal stability, a diversified economy and real economic growth.</p> <p>There is broad consensus in Greenland that education and training are fundamental in achieving these long term sustainable economic developmental goals (European Commission and the Government of Greenland 2014b, 2). There seems to be general agreement in Greenland that raising the educational level is key to addressing the country's economic challenges: <i>"The Government has formulated objectives from an overall perception that education is a paramount factor in improving productivity, sustainable economic development and self-sufficiency both on the personal level and the national level [...] Inclusive growth must necessarily be rooted in an inclusive education system as education gives people the means to contribute to, and have a share in, the growth"</i> (European Commission and the Government of Greenland 2014b, 39). From this perspective, the choice of focussing EC support on education is fully in line with Greenland's expressed needs (European Commission and the Government of Greenland 2014b).</p> <p>Interviews confirm that choosing education is according to needs identified by the GoG. The education programme is very much a home-grown programme. Already in 2004, the Government and the Parliament in Greenland adopted a new ambitious education strategy for improving the level of education in Greenland. The EU programme (2007-2014) bought into an already on-going programme. The Prime Minister has stressed on many occasions that improved education levels are the precondition for sustainable development in Greenland and there is very broad consensus on this in Greenland (interviews in Greenland with state, local authorities and non-state actors).</p>
Education as the sector of choice (baseline)	<p>The focus on education was also relevant in the previous programming period. Even in 2007, Greenland long-term political goal was to become more independent and self-sustaining, instead of deepening on the EUR 400 million a year (equal to 32% of Greenland's GDP) of the block grants from Denmark (European Commission and the Government of Greenland 2007, 8).</p> <p>An improvement in education and training was already one of the three main pillars of the Structural Policy Plan development by the GoG in 2000. Against this background, the GoG stressed in its Annual Political and Economic Report the need in 2006 to: (i) increase the percentage of the workforce with a higher education, (ii) strengthen the housing sector where economic growth is centred and (iii) improve workforce mobility (European Commission and the Government of Greenland 2007, 3).</p> <p>Moreover, the GoG has been also stepping up its support to the sector since 2004. This has been reflected in an increase in the budget for education and training from 14% of the Government budget in 2005 to 18.2 of the Government budget in 2013 (European Commission and the Government of Greenland 2014b, 3).</p>
Beneficiary needs (2007)	<p>Challenges faced by 2007 as formulated in the PDSD 2007-2013 include:</p> <ul style="list-style-type: none"> <li>• Lack of land (only 15% of Greenland is free of ice) (European Commission and the Government of Greenland 2007, 2)</li> <li>• Small population, widely scattered over the country (European Commission and the Government of Greenland 2007, 2)</li> <li>• Environmental challenges linked to the climate change and the melting ice cap, the widespread presence of contaminants, in particular heavy metals and persistent organic pollutants. Waste management is complicated by the fact that towns are not connected by roads and are accessible only by</li> </ul>



I-122	<i>Degree of correspondence between the objectives of the GD as an instrument and beneficiary needs in 2013 and 2016-2017</i>
	<p>boat or plane (European Commission and the Government of Greenland 2007, 10)</p> <ul style="list-style-type: none"> <li>Increasing globalisation of trade and business entailing loss in competitiveness by Greenland, given its high cost of living (including salaries and transport), low productivity and low educational level (European Commission and the Government of Greenland 2007, 12)</li> <li>Social, health and housing conditions that interfere with the possibility of completing education and training programmes and with labour market mobility (European Commission and the Government of Greenland 2007, 2-3)</li> <li>Language: the Greenlandic language is not similar to Danish. Greenlandic is the main language but a large share of the population speaks Danish. Some people speak only one of the two. Instructors are often Danish speaking only and educational material is mainly available in Danish only (European Commission and the Government of Greenland 2007, 4).</li> </ul>
Beneficiary needs (2014)	<p>Challenges faced by Greenland in 2013 (as formulated) the PDSD 2014-2020 include:</p> <ul style="list-style-type: none"> <li>Lack of land (only 15% of Greenland is free of ice) (European Commission and the Government of Greenland 2014b, 7)</li> <li>Small population, widely scattered over the country (European Commission and the Government of Greenland 2014b, 7)</li> <li>Environmental management given very low population density, and the fact that towns are not connected by roads and are accessible only by boat or plane, as well as lack of skilled operators (European Commission and the Government of Greenland 2014b, 15)</li> <li>Increasing globalisation of trade and business entailing loss in competitiveness by Greenland, given its high cost of living (including salaries and transport), low productivity and low educational level (European Commission and the Government of Greenland 2014b, 7)</li> <li>Ageing population which, given a future decline in working age population (meaning a shrinking labour force) can lead to an escalating deterioration of public finances (European Commission and the Government of Greenland 2014b, 7)</li> <li>Discrepancy between demand and supply of qualified labour force resulting in concurrent unemployment and import of labour primarily from Denmark (due to lack of education and lack of workforce mobility). E.g. as far as border inspection posts, veterinarians, food safety technicians and teachers in food safety and hygiene are concerned (European Commission and the Government of Greenland 2014b, 10, 17).</li> <li>Language, as some pupils speak either Greenlandic or Danish and while in the elementary school system teaching is mainly conducted in Greenlandic, in post-elementary education Danish prevails. At university level, English is almost always essential (European Commission and the Government of Greenland 2014b, 32).</li> </ul> <p>Some of these challenges are tackled by the EU budget supports while others, such as for example the cost of transport or workforce mobility are not. The GoG is addressing lack of workforce mobility through relocation subsidies, travel subsidies for seasonal workers and assigning of accommodation when recruiting new personnel (European Commission and the Government of Greenland 2014b, 10). There seem to be however some areas that are not fully covered by either, such as for example the lack of infrastructure (roads in particular), the high cost of transport or the demand side of the economic diversification (European Commission and the Government of Greenland</p>

I-122	<i>Degree of correspondence between the objectives of the GD as an instrument and beneficiary needs in 2013 and 2016-2017</i>
	2014b).
Beneficiary needs (2016)	<p>Beneficiary needs could be assumed to have remained the same given the short timespan since the entry into force of the GD. The only remarkable difference being a further decrease in crude oil price: from just below 100 USD / barrel in Jan 2014 to the current 42.</p> <p>Source: <a href="http://www.nasdaq.com/markets/crude-oil.aspx?timeframe=4y">http://www.nasdaq.com/markets/crude-oil.aspx?timeframe=4y</a> (consulted on 25.08.2016)</p>
Raw materials (2007)	<p><i>“Exploitation of minerals and oil could have considerable economic potential in the longer term, but no major deposits have been found yet, and even if they were the effect on employment might be quite modest”</i> (European Commission and the Government of Greenland 2007, 8).</p> <p><i>“Terms of trade are expected to continue to deteriorate [...] primarily because of trends in oil prices”</i> (European Commission and the Government of Greenland 2007, 9).</p>
Raw materials (2014)	<p>Raw materials is an EU priority in 2014 according to the study on EU Needs with regards to co-operation with Greenland: <i>“given the shortage of alternative economic activities available in Greenland – potential or actual, it would appear that one of the few ways in which Greenland can diversify and grow economically, at least in the medium term, is through the (sustainable) exploitation of natural resources. As such, European Union actions to foster the sustainable development of the sector should help Greenland’s economy grow”</i> (Milieu Ltd. 2015, 8).</p> <p>Despite the GD calling for co-operation in other areas besides education – including in the areas of raw materials, and related areas such as research and development- there has been very limited policy dialogue on raw materials. Stronger co-operation between the EU and Greenland with regard to non-energy raw materials however has the potential to contribute to the Greenland’s development objectives by providing financial resources as well as know-how. This could moreover help Greenland diversify its economy (Milieu Ltd. 2015, 73).</p> <p>The Study concluded that <i>“In reality, given the projects of leading experts, without a source of export income outside the stagnant fishing sector, Greenland’s fiscal situation is likely to deteriorate rather than improve. In the absence of industry which can employ school leavers, it is possible that many will emigrate, exacerbating current demographic problems. Mining and metal processing, and spin-off activities as well as ‘multiplier’ effects could possibly provide such opportunities”</i> (Milieu Ltd. 2015, 73).</p> <p>This co-operation would be in line with <i>“the Kingdom of Denmark’s common objective that the Arctic and its current potential must be developed to promote sustainable growth and social sustainability”</i> to the benefit of the inhabitants of the Arctic” (European Commission and the Government of Greenland 2014b, 8).</p> <p>Greenland would very much welcome European direct investment in extractive industries in the country but the interest from European companies in investing in mineral resources exploration in Greenland has so far been very limited (interview with the Bureau of Petroleum and Minerals, October 2016).</p> <p>The further exploration and exploitation of mineral resources is a potential growth sector in the economy. Mineral exploitation activities increase the demand for a qualified labour force both directly and indirectly (e.g. logistics and catering). For the exploitation of oil or radioactive materials, further specialised personnel is required (European Commission and the Government of Greenland 2014b, 12).</p>
Climate	Climate change issues have not been a Greenlandic priority for policy dialogue

I-122	<i>Degree of correspondence between the objectives of the GD as an instrument and beneficiary needs in 2013 and 2016-2017</i>
change	in the period: The economic development as a consequence of climate change may namely bring Greenland closer to its goal of economic independence, as expressed by the former Prime Minister, Kuupik Kleist: <i>"I expect a lot of development in sheep farming and agriculture due to global warming and it may become an important supplement to our economy"</i> (The Independent, March 31, 2013). Another former Prime Minister, Aleqa Hammond, added: <i>"We are one of the very few countries around the world where climate change is giving us benefits."</i> (Sydney Morning Herald, January 22, 2014). The current Prime Minister has cautioned that <i>"there are pros and cons to the melt"</i> , as climate change is also threatening traditional ways of life, especially in the North of Greenland (Reuters, September 19, 2016). Nevertheless, being economically self-sustaining takes precedence, as expressed by the deputy foreign minister, Kai Holst Andersen: <i>"Independence is cancelled if Greenland signs the Paris Agreement."</i> (The Guardian, January 28, 2016).
Limited resources for policy dialogue	Greenland has limited resources for policy dialogue and engagement. The Ministry of Nature, Environment and Energy in Greenland, for example, has a large portfolio obliging it to prioritise limited resources. International policy dialogue and knowledge exchange is not on top of the priority list (interview with the Ministry of Nature, Environment and Energy, October 2016).

## 1.2 EQ 2 on effectiveness (impact, sustainability)

### **JC 21: Effectiveness of the PDSD and the GD against their objectives and contribution of programme-level results to objective at the Instrument level**

Main findings	Main sources of information:
<ul style="list-style-type: none"> <li>• The period under evaluation is short (2014-2016/7) and it is too early to detect whether an improvement in efficiency or quality is happening.</li> <li>• In the 10 years that the EU has supported the education sector in Greenland, there has been a 6% increase in the educational level (among the population above 16 years old) and a growing awareness of the importance of getting an education.</li> <li>• There are also positive results related to an improved ability of the Greenlandic administration to formulate and implement policies. However, this is more the product of budget support conditions, studies financed by the EU and policy dialogues held, rather than a consequence of administrative staff completing training.</li> <li>• Budget support conditionalities and policy dialogues have also contributed to strengthening PFM and maintaining a stable macro-economic framework.</li> <li>• In terms of the improved skills of the labour force, the picture is more mixed. The number of apprenticeship places has actually fallen since 2013. This is a significant stumbling block in terms of raising the attendance at, and completion of, VET programmes.</li> <li>• There are still significant obstacles in the way of a more diversified economy in Greenland.</li> </ul>	<ul style="list-style-type: none"> <li>• Documentary review of policy documents, programming documents, evaluations/studies and Annual Implementation Reports,</li> <li>• National statistics,</li> <li>• Interviews.</li> </ul>

<b>Strength of the evidence base:</b> <i>Medium</i>	
<b>JC 22: The programming process reflects the principle of aid effectiveness</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>• The programming process reflects the principle of country ownership, as Greenland exercises effective leadership over its own education sector policy.</li> <li>• EU support has a very good degree of alignment, and use of country systems and procedures is maximised as the support comes in the form of Budget Support.</li> <li>• It is also in line with the principle of mutual accountability, as the EU has provided timely, transparent and comprehensive information on aid flows for both periods.</li> <li>• DG DEVCO has decided not to interfere in the consultation process in Greenland, as they perceive it to be an internal Greenlandic matter. But state stakeholders interviewed regretted they had not been sufficiently consulted or even informed about indicators and target of the EU support programme by the GoG. Despite the fact that the “Better Regulation” and the CIR emphasise the importance of involving non state actors and local authorities.</li> </ul> <b>Strength of the evidence base:</b> <i>Strong</i>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>• Documentary review of policy documents, programming documents, evaluations/studies and Annual Implementation Reports,</li> <li>• Interviews.</li> </ul>
<b>JC 23: An M&amp;E system is in place</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>• There is a monitoring framework for the PDSD, and SMART indicators are in place for the measurement of performance of PDSD. The responsibility to monitor and report on them lies with the GoG, which submits Annual Implementation Reports to the EU.</li> <li>• There is no monitoring framework for the GD as an instrument.</li> </ul> <b>Strength of the evidence base:</b> <i>Strong</i>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>• Documentary review of policy documents, programming documents, evaluations and Annual Implementation Reports,</li> <li>• Interviews.</li> </ul>

**1.2.1 JC 21: The PDSD and the GD have delivered results against their respective intended objectives and the results obtained at the programme level contribute to stated objectives at the instrument level (GD).**

**1.2.1.1 I-211 Extent to which the programme and the instrument have been effective in reducing inequality in education**

<b>I-211</b>	<b>Extent to which the programme and the instrument have been effective in reducing inequality in education</b>
Indicator Summary	According to the AIR 2015, one of the indicators set to measure inequality in education – “Share of children in Pre-School (indicator EU1)” – had already exceeded its 2017 targets. In all, Greenland saw an 8.2% increase in the share of children attending pre-school from 2013 to 2015. However, little can be said about how much of this increase is attributable to the programme and the

I-211	<i>Extent to which the programme and the instrument have been effective in reducing inequality in education</i>
	<p>instrument. This indicator was not monitored during the first phase of the programme as the target groups of that phase were elementary school leavers and unskilled workers under 50 years.</p> <p>The Number of Completions (indicator EU8) in 2015 has exceeded the 2017 target by 89 cases, while in the previous programmatic period this indicator fell short of the target by 7.2 % (72 graduates) in 2013.</p> <p>The following indicators have registered positive development without yet reaching the target for 2017: <i>“Transition rate to education 1 year after completion”</i> (indicator EU4) and <i>“Share of age group outside education system”</i> (indicator EU5). Completion rate has remained more or less stable, but it is probably too early to assess fully.</p>
Share of children in pre-school	<p><b>Expected result:</b> Increased share of children attending pre-school resulting from providing pre-school facilities and personnel to a larger part of the population.</p> <p><b>Indicator:</b> Share of children in pre-school (indicator EU1)</p> <p>The target for 2017 was already reached in 2014 and in 2015 was 2.8 percentage points above 2017 target.</p> <p>This is the explanation given in the AIR 2015:</p> <p><i>“The share of children in Pre-school already reached the 2017 target in 2014. The positive development continued in 2015 where 74.8 % of the children were in pre-school; an increase of 2.5 %-point from 2014. However from 2015 the indicator is calculated by Statistics Greenland which gives a break in the data and a complete comparison of the data series cannot be given”</i> (Ministry of Education, Culture, Research and the Church 2016, 7).</p>
Transition rate to education 1 year after completion	<p><b>Expected result:</b> Increased transition rate to further education as more pupils have access to elementary school of high quality.</p> <p><b>Indicator:</b> Transition rate to education 1 year after completion (indicator EU4)</p> <p>The target for 2014 was reached and results in 2015 came close to 2017 targets.</p> <p>This is the explanation given in the AIR 2015:</p> <p><i>“Transition rate to education 1 year after completion increased further from 2014 to 2015 with 2.6 %-points and thereby reached 41%. Since 2013 the transition rate increased with 5.6 %-point. The actual number of school leavers in education is kept at the same level but due to a significant decrease in the number of registered school leavers the transition rate increased. In 2014 the municipality of Qeqqata had a project about preventing education stop after elementary school. This initiative seemed to have had an effect as the municipality of Qeqqata had the highest transition rate of all municipalities in 2014. However the project did not continue in 2015. A higher focus of outreaching counselling in the municipalities of Kujalleq and Sermersooq in 2015 resulted in an increase of their transition rates to the highest levels with respectively 47.1 % and 43.9 %, whereas the rate decreased again in Qeqqata”</i> (Ministry of Education, Culture, Research and the Church 2016, 8).</p>
Share of age group outside education system	<p><b>Expected result:</b> Decreased share of young people (16-18 years) outside the education system.</p> <p><b>Indicator:</b> Share of age group outside education system (Indicator EU5)</p>



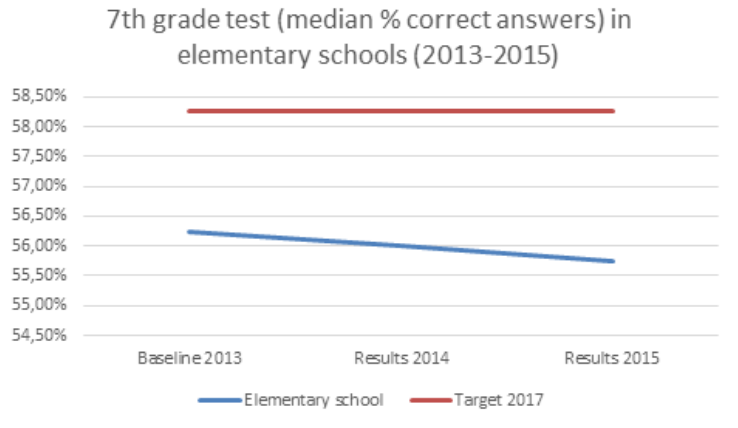
I-211	Extent to which the programme and the instrument have been effective in reducing inequality in education																								
	<div><p>Share of age group (16-18 years old) outside education system</p><table border="1"><thead><tr><th>Year</th><th>Share of age group outside education system (%)</th><th>Target 2017 (%)</th></tr></thead><tbody><tr><td>Baseline 2013</td><td>61.6</td><td>56.8</td></tr><tr><td>Results 2014</td><td>63.2</td><td>56.8</td></tr><tr><td>Results 2015</td><td>59.0</td><td>56.8</td></tr></tbody></table></div> <p>The share of age group outside the education system firstly increased and it has then decreased, getting closer to the 2017 target.</p> <p>This is the explanation given in the AIR 2015:</p> <p><i>“The share of 16-18 year olds outside the education system decreased in 2015 and was below baseline 2013 (61.6%) by 2.6 %-points. In 2015 more young people were enrolled in a youth education whereas the number of students at continuation schools kept the level from 2014. Together with a decreasing population the number of young people outside the education system decreased with more than 150 young people. As the total number of attendance at youth educations decreased, the share of young people at the educations is increasing. It seems like the students get younger and younger when they start their education. This could be as a consequence of the transition guidance made by the Piareersarfiit centres as the centres report an increased number of applications from where transition guidance has taken place. The total number of young people outside the education system has continually decreased from 1.655 in 2013 to 1.649 in 2014 to 1.486 in 2015” (Ministry of Education, Culture, Research and the Church 2016, 8).</i></p>	Year	Share of age group outside education system (%)	Target 2017 (%)	Baseline 2013	61.6	56.8	Results 2014	63.2	56.8	Results 2015	59.0	56.8												
Year	Share of age group outside education system (%)	Target 2017 (%)																							
Baseline 2013	61.6	56.8																							
Results 2014	63.2	56.8																							
Results 2015	59.0	56.8																							
Completion rate	<p><b>Expected result:</b> In the medium term, increased completion in post elementary education as a result of better elementary education to a larger part of the population.</p> <p><b>Indicator:</b> Completion rate (indicator EU9)</p> <div><p>Completion rate (2013-2015)</p><table border="1"><thead><tr><th>Year</th><th>High-school (%)</th><th>VET (%)</th><th>Higher education (%)</th><th>Target 2017 (%)</th><th>TOT (%)</th></tr></thead><tbody><tr><td>Baseline 2013</td><td>52</td><td>43</td><td>45</td><td>53</td><td>48</td></tr><tr><td>Results 2014</td><td>50</td><td>47</td><td>48</td><td>53</td><td>49</td></tr><tr><td>Results 2015</td><td>50</td><td>46</td><td>49</td><td>53</td><td>49</td></tr></tbody></table></div> <p>Total completion rate has remained more or less stable.</p> <p>This is the explanation given in the AIR 2015:</p> <p><i>“However, the indicator will change every year back in time until all students</i></p>	Year	High-school (%)	VET (%)	Higher education (%)	Target 2017 (%)	TOT (%)	Baseline 2013	52	43	45	53	48	Results 2014	50	47	48	53	49	Results 2015	50	46	49	53	49
Year	High-school (%)	VET (%)	Higher education (%)	Target 2017 (%)	TOT (%)																				
Baseline 2013	52	43	45	53	48																				
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Results 2015	50	46	49	53	49																				

I-211	Extent to which the programme and the instrument have been effective in reducing inequality in education																																			
	enrolling that year have either graduated or dropped out. For this reason it is too early to say anything about the development of the indicator” (Ministry of Education, Culture, Research and the Church 2016, 9).																																			
Number of completions	<p><b>Expected result:</b> Increased number of graduates from higher educations</p> <p><b>Indicator:</b> Number of completions (indicator EU8)</p> <div><p>Number of completions (2006-2015)</p><table><thead><tr><th></th><th>Baseline 2006</th><th>Baseline 2013</th><th>Results 2014</th><th>Results 2015</th><th>Target 2013</th><th>Target 2017</th></tr></thead><tbody><tr><td>High-school</td><td>213</td><td>357</td><td>404</td><td>378</td><td>-</td><td>354</td></tr><tr><td>VET</td><td>251</td><td>410</td><td>419</td><td>452</td><td>-</td><td>407</td></tr><tr><td>Higher education</td><td>133</td><td>201</td><td>196</td><td>255</td><td>-</td><td>235</td></tr><tr><td>TOT</td><td>597</td><td>968</td><td>1019</td><td>1085</td><td>1000</td><td>996</td></tr></tbody></table></div> <p>The total number of completions in 2014 has exceeded the 2017 target by 23 cases. The positive trend has continued in 2015. This is the explanation given in the AIR 2015: “Number of completions increased with 6.5 % and has exceeded the target for 2017 by 89 completions, even though there was a decrease of high school graduations. The increase is mainly due to an increase of graduations at both VETs and higher education. The increase at VETs is mainly due to a significant rise of completions at Greenland Maritime Centre and at Business College Greenland. The increase of higher education is mainly due to a significant rise of completions at the College of Social Education, as a year group completed the decentralised social education. The capacity at the high schools in Greenland is met as it is seen in the stable level of attendance, and for the future an increase in number of completions might only happen if the completion rate increases as well. Therefore the increase in attendance at higher educations is expected to be seen in number of completions in a couple of years.” (Ministry of Education, Culture, Research and the Church 2016, 9)</p>		Baseline 2006	Baseline 2013	Results 2014	Results 2015	Target 2013	Target 2017	High-school	213	357	404	378	-	354	VET	251	410	419	452	-	407	Higher education	133	201	196	255	-	235	TOT	597	968	1019	1085	1000	996
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Challenges in reducing inequalities	One third of all children aged 0-14 in Greenland, are experiencing serious difficulties (due to parents with limited economic, social and personal resources as well as sexual and alcohol abuse in the family). According to many of the stakeholders interviewed in Greenland, this is seriously affecting the ability of the children to take an education. More could be done to include especially the social and cultural dimension in the educational programmes (Interview with ministries and interest groups)																																			
Impact	Generally, there has been a 6% increase in the education level in Greenland (looking at the population above 16 years old) the last 10 years (Greenland Statistical Office) and a growing awareness around the importance of getting an education (Interviews with state and non-state actors in Greenland).																																			

### 1.2.1.2 I-212 Extent to which the programme and the instrument have been effective in increasing quality of the education system

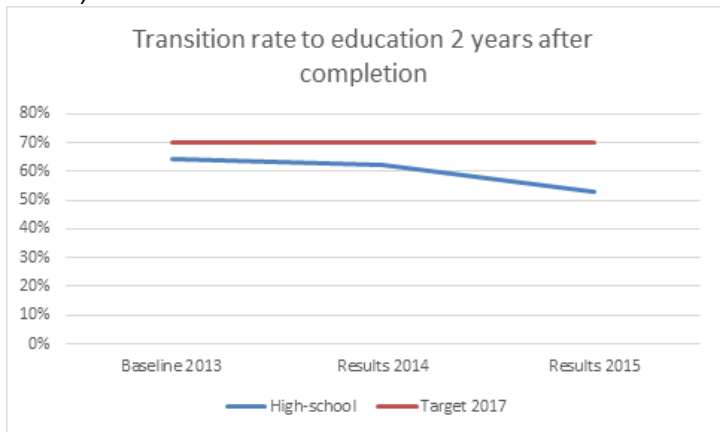
I-212	Extent to which the programme and the instrument have been effective in increasing quality of the education system																				
Indicator Summary	<p>With regard to the effect the second phase of the programme (2014-2020) and the instrument has had on the increased quality of the education system, it is probably much too early to judge. Between 2013 and 2015, the share of professional childcare workers in pre-school and elementary school teachers has remained stable, while the median of correct answers in the 7th grade test has actually dropped slightly below baseline.</p> <p>Explanations given by the GoG on these trends include: demographic factors such as a decrease in the number of children in the elementary school age group; remote areas experiencing big challenges recruiting educated teachers; and slight variations in 7th grade tests over the years.</p> <p>These indicators were not monitored during the first phase of the programme as there was no specific focus on increasing the quality of the education system. Hence, a comparison between the two periods cannot be made.</p>																				
Share of professionals	<p><b>Expected results:</b> i) To provide a better quality in the pre-school system through increased share of educated personnel in the system; ii) Increased share of educated teachers in the elementary schools.</p> <p><b>Indicator:</b> Share of professionals (Indicator EU2)</p> <div><p>Share of professional childcare workers and teachers (2013-2015)</p><table border="1"><thead><tr><th>Category</th><th>Baseline 2013</th><th>Results 2014</th><th>Results 2015</th></tr></thead><tbody><tr><td>Pre-school</td><td>~55%</td><td>~55%</td><td>~50%</td></tr><tr><td>Elementary school</td><td>~75%</td><td>~75%</td><td>~75%</td></tr><tr><td>TOT</td><td>~70%</td><td>~70%</td><td>~70%</td></tr><tr><td>Target 2017</td><td>~75%</td><td>~75%</td><td>~75%</td></tr></tbody></table></div> <p>The total share of professional childcare workers in pre-school and elementary school teachers has remained more or less stable but it has dropped by 5 percentage points between 2013 and 2015.</p> <p>This is the explanation given in the AIR 2014:</p> <p><i>“As for the Pre-school there is no value for the indicator in 2013 and the development up until 2014 is not known. In 2014, 12 pedagogues and 62 with a social education were educated from the College of Social Education. In total 1014 are employed in pre-schools. For the elementary school the number of teachers decreased from 2013 to 2014. A part of this decrease is a consequence of the decrease in the number of children in the elementary school age group. The last 5 years the number of children in this age group has decreased with more than 10 %. However, it did not have a huge effect on the share of educated teachers as the municipalities in the north and south employed more uneducated teachers. These two municipalities generally have the biggest challenges recruiting educated teachers as they have many remote areas. In 2014, 45 teachers were educated from the teachers training college in Nuuk and this number seems to increase these years which hopefully will have an effect on the share of educated teachers also outside Nuuk”</i> (Ministry of Education, Culture, Research and the Church 2015, 7).</p>	Category	Baseline 2013	Results 2014	Results 2015	Pre-school	~55%	~55%	~50%	Elementary school	~75%	~75%	~75%	TOT	~70%	~70%	~70%	Target 2017	~75%	~75%	~75%
Category	Baseline 2013	Results 2014	Results 2015																		
Pre-school	~55%	~55%	~50%																		
Elementary school	~75%	~75%	~75%																		
TOT	~70%	~70%	~70%																		
Target 2017	~75%	~75%	~75%																		
7th grade test	<p><b>Expected result:</b> Improved literacy after elementary school.</p> <p><b>Indicator:</b> 7th grade test (Indicator EU3)</p>																				

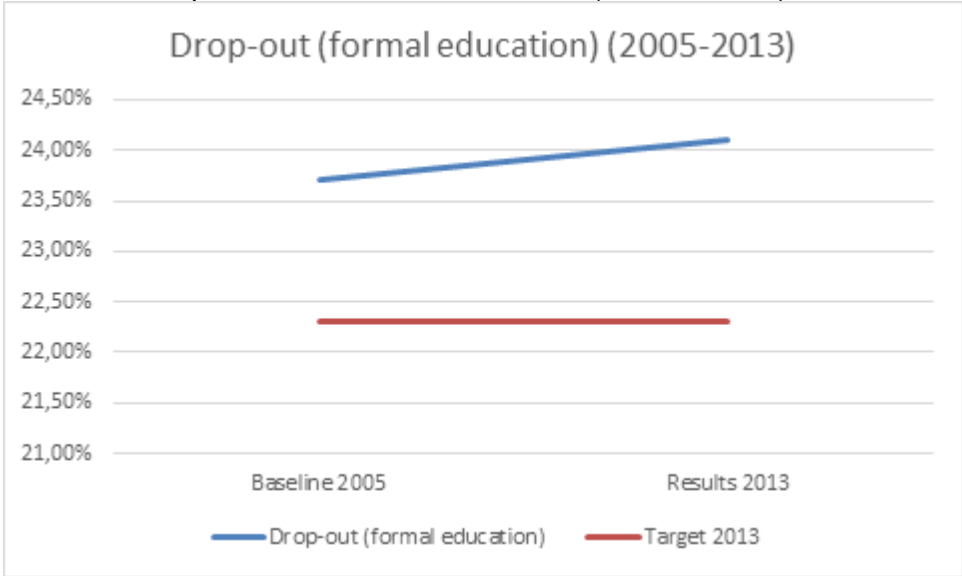
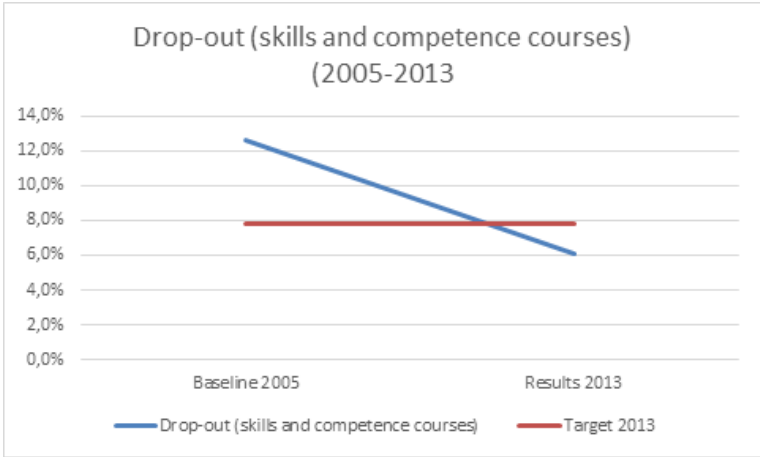


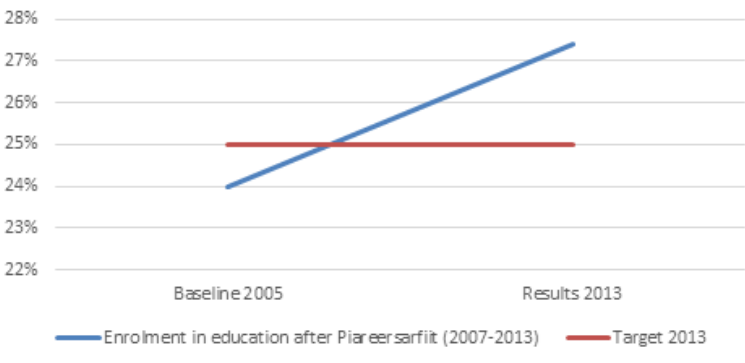
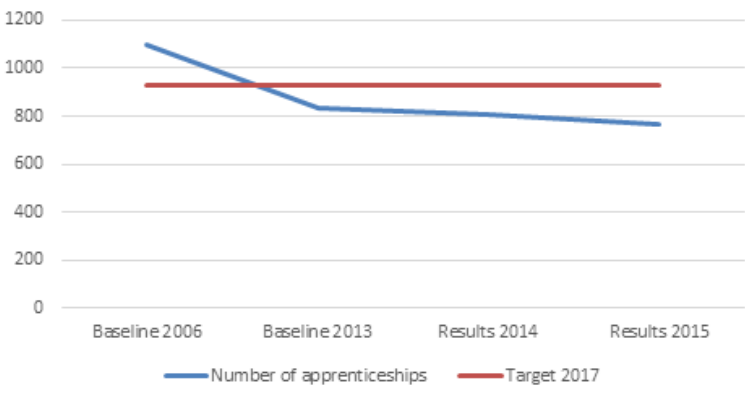
I-212	<b>Extent to which the programme and the instrument have been effective in increasing quality of the education system</b>
	 <p>The median results have actually slightly worsened.</p> <p>This is the explanation given in the AIR 2015:</p> <p><i>“Since 2013 the children improved their skills particularly in math whereas their skills in Danish have had a significant decrease all years. This development is seen in all municipalities but in particular in the municipalities of Qaasuitsup and Kujalleq, which also have the lowest share of educated teachers. The 7th grade test in English improved in 2014, but in 2015 the result decreased to the baseline result in 2013. The independent evaluation of the elementary school pointed out that the provisions on educational objectives should be revised, especially in the subjects regarding foreign languages and math. Therefore the independent evaluation called for specific areas of concern”</i> (Ministry of Education, Culture, Research and the Church 2016, 7).</p> <p>In 2015 the Minister of Education decided to reduce the block grant of the municipalities as the low tranche attainment was partly due to poor performance in terms of quality (the 7<sup>th</sup> grade test)- an area where the municipality has the prime responsibility. This was not well received by the municipalities (see among others newspaper story from AG September 16, 2016) and- at least the municipality consulted as part of this evaluation- claimed not to know the EU programme and this indicator beforehand (Interview October 2016).</p>
Evaluation culture	<p>In general, the EU support programme has contributed to an “evaluation culture”. In recent years a number of evaluations have been carried out in the education sector. Partly because of the EU partnership there is now more focus on monitoring of trends and analysis of policy. The EU has through the TA support financed studies, which have prompted both learning as well as operational changes (Interview with DEVCO and Greenlandic counterparts, Greenlandic interest groups, Greenland Economic Council, 2016).</p>
Wider contextual issues	<p>A recent evaluation of the elementary school system (Danish Evaluation Institute, 2015) concluded that the elementary school law is not being implemented as intended. The evaluation points to internal explanatory factors such as school leadership issues, very limited strategic and pedagogical guidance from the municipalities, teacher absenteeism, and lack of parental support and engagement, as well external societal factors. These findings are backed up by another large research project (SFI 2015) on the well-being of children aged 0-14 in Greenland, which concluded that a third of all children in this age group experiences serious difficulties (due to parents with limited economic, social and personal resources, as well as sexual and alcohol abuse in the family). According to many of the stakeholders interviewed in Greenland, this is seriously affecting the ability of the children</p>

<b>I-212</b>	<b><i>Extent to which the programme and the instrument have been effective in increasing quality of the education system</i></b>
	to gain an education.

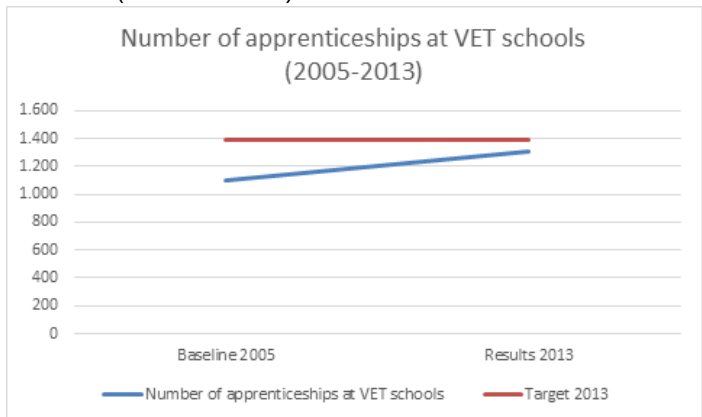

### 1.2.1.3 I-213 Extent to which the programme and the instrument have been effective in increasing efficiency of the education system

I-213	Extent to which the programme and the instrument have been effective in increasing efficiency of the education system												
Indicator Summary	<p>In terms of increased efficiency of the education system, some indicators – such as completion rate for higher education and total number of completions – have registered improvement in the current programmatic period. The number of completions for high-school and VET has already exceeded 2017 targets.</p> <p>Other indicators, however, have registered no significant change or even a slight regression. These are: transition rate from high school to further education (decreased); increased completion at all levels of post-elementary education (remained stable); increased supply of apprenticeship places (remained stable).</p> <p>Explanations given by the GoG for these trends include declining economic activity, and the shortness of the period between baseline and measurement. During the previous programmatic period, drop-out rates from formal education actually deteriorated, while drop-out rates from VET improved but did not reach 2013 targets. Enrolment in education after Piareersarfiit exceeded the set target for 2013 by 25%, while other indicators – such as total “<i>completion rate</i>”, “<i>number of apprenticeships at VET schools</i>” and “<i>job insertion</i>” – have improved but did not reach their target.</p>												
Transition rate (2 years after completion)	<p><b>Expected result:</b> Increased transition rate from high school to further education.</p> <p><b>Indicator:</b> Transition rate to education 2 years after completion (Indicator EU10)</p> <div><p>Transition rate to education 2 years after completion</p><table><thead><tr><th>Year</th><th>High-school (%)</th><th>Target 2017 (%)</th></tr></thead><tbody><tr><td>Baseline 2013</td><td>~65</td><td>70</td></tr><tr><td>Results 2014</td><td>~62</td><td>70</td></tr><tr><td>Results 2015</td><td>~52</td><td>70</td></tr></tbody></table></div> <p>The transition rate from high school to further education actually decreased. This is the explanation given in the AIR 2015:</p> <p><i>“The number graduated from high school in 2012 and 2013 was almost the same, but the total number of transitions from high school to further education has decreased by 30 students. There has been a positive development in the number of high school students since the start of the Greenland Education Programme. The number of graduations has increased with 168 %. Many of these graduates come from families with no educational background and a high school education is a huge achievement for them. The next step is to create a culture for continuing into higher education after high school. This might however take some years before an increase is seen in the indicator. As the High school reform is being implemented it is expected that the students’</i></p>	Year	High-school (%)	Target 2017 (%)	Baseline 2013	~65	70	Results 2014	~62	70	Results 2015	~52	70
Year	High-school (%)	Target 2017 (%)											
Baseline 2013	~65	70											
Results 2014	~62	70											
Results 2015	~52	70											

I-213	<b>Extent to which the programme and the instrument have been effective in increasing efficiency of the education system</b>
	<p>competence level when graduating will increase and thereby have a positive impact on the transition rate to further education. Right now the opinion of the University of Greenland is that the students enrolling in higher education is not qualified enough. At the same time the university has notified that the requirements for enrolling will be tighten up in order to increase the quality at the university. This will have a negative impact on this indicator. The ministry is in dialogue with the university about how to ensure that students are not kept out of the education system” (Ministry of Education, Culture, Research and the Church 2016, 9).</p>
Drop-out rates – formal education (2007-2013)	<p><b>Indicator:</b> Drop-out rates - formal education (Indicator 11.a)</p>  <p>During the previous programmatic period, drop-out rates from formal education have actually deteriorated and fallen short from 2013 targets (Ministry of Education, Culture, Research and the Church 2014, 3).</p>
Drop-out – Skills courses and real competence courses (2007-2013)	<p><b>Indicator:</b> Drop-out - Skills courses and real competence courses (Indicator 11.b)</p>  <p>During the previous programmatic period, drop-out rates from formal education have improved and met the 2013 target (Ministry of Education, Culture, Research and the Church 2014, 3).</p>
Enrolment in education after	<p><b>Indicator:</b> Enrolment in education after Piareersarfiit (Indicator 12.b)</p>

I-213	Extent to which the programme and the instrument have been effective in increasing efficiency of the education system														
Piareersarfiit (2007-2013)	<div>Enrolment in education after Piareersarfiit (2007-2013)</div>  <table border="1"><thead><tr><th>Year</th><th>Enrolment (%)</th><th>Target (%)</th></tr></thead><tbody><tr><td>Baseline 2005</td><td>24.0</td><td>25.0</td></tr><tr><td>Results 2013</td><td>27.5</td><td>25.0</td></tr></tbody></table>					Year	Enrolment (%)	Target (%)	Baseline 2005	24.0	25.0	Results 2013	27.5	25.0	
Year	Enrolment (%)	Target (%)													
Baseline 2005	24.0	25.0													
Results 2013	27.5	25.0													
Enrolment in education after Piareersarfiit exceeded the set target for 2013 by 25% target (Ministry of Education, Culture, Research and the Church 2014, 3).															
Number of apprenticeships	<div>Expected result: Increased supply of apprenticeship places through school apprenticeships, incentives to businesses and introductory courses at vocational education and training.</div> <div>Indicator: Number of apprenticeships (Indicator 5.1, Indicator EU6)</div> <div>Number of apprenticeships (2006-2015)</div>  <table border="1"><thead><tr><th>Baseline 2006<sup>1</sup></th><th>Baseline 2013</th><th>Results 2014</th><th>Results 2015</th><th>Target 2017</th></tr></thead><tbody><tr><td>1100</td><td>833</td><td>807</td><td>765</td><td>930</td></tr></tbody></table>					Baseline 2006 <sup>1</sup>	Baseline 2013	Results 2014	Results 2015	Target 2017	1100	833	807	765	930
Baseline 2006 <sup>1</sup>	Baseline 2013	Results 2014	Results 2015	Target 2017											
1100	833	807	765	930											
<p>The total number of apprenticeships actually diminished between 2013 and 2015.</p> <p>This is the explanation given in the AIR 2015:</p> <p><i>“The number of apprenticeships was below baseline 2013 (833) by 68 apprentices in 2015. Even though the import, which is an indicator for the activity level in the building sector, has risen in 2015, the number of apprenticeships continued to decrease. The “Study of dropout and completion at Vocational Education and Training programmes in Greenland” confirm that the decline of GDP and drop in production in construction and civil engineering in recent years have caused problems for businesses as they cannot guarantee a full-length apprenticeship due to uncertainty on future activities. This uncertainty is still present even though the activity in the sector is</i></p>															

<sup>1</sup> Note that the value for 2006 was taken from the AIR 2007 and it is unclear whether the indicator was constructed in the same way as for the current programming period (Ministry of Education, Culture, Research and the Church 2008, 36)

I-213	Extent to which the programme and the instrument have been effective in increasing efficiency of the education system						
	<p>increasing. It implies that the current apprenticeship-system needs to be revised" (Ministry of Education, Culture, Research and the Church 2016, 8). The number of apprenticeship places has fallen since 2006, and again since 2013. This is a significant stumbling block in terms of raising the attendance and completion at vocational and education training programmes (interviews with education institutions, ministries and authorities, October 2016).</p>						
Number of apprenticeships at VET schools (2007-2013)	<p><b>Indicator:</b> Number of apprenticeships at vocational education and training schools (Indicator 5.1)</p> <div><p>Number of apprenticeships at VET schools (2005-2013)</p><table><thead><tr><th>Baseline 2005</th><th>Results 2013</th><th>Target 2013</th></tr></thead><tbody><tr><td>1,098</td><td>1,302</td><td>1,390</td></tr></tbody></table></div> <p>The indicator has fallen short of the target by 82 apprenticeships (Ministry of Education, Culture, Research and the Church 2014, 3).</p>	Baseline 2005	Results 2013	Target 2013	1,098	1,302	1,390
Baseline 2005	Results 2013	Target 2013					
1,098	1,302	1,390					
Job insertion (2007-2013)	<p><b>Indicator:</b> job insertion<sup>2</sup></p> <div><p>Job insertion (2005-2013)</p><table><thead><tr><th>Baseline 2005</th><th>Results 2013</th><th>Target 2013</th></tr></thead><tbody><tr><td>399</td><td>487</td><td>515</td></tr></tbody></table></div> <p>Job insertion for 2013 was below the target by 28 (Ministry of Education, Culture, Research and the Church 2014, 3).</p>	Baseline 2005	Results 2013	Target 2013	399	487	515
Baseline 2005	Results 2013	Target 2013					
399	487	515					
Number of students per room	<p>In general, the EU asks relevant questions at bi-annual policy dialogues and prompts new thinking and reflection (Interview, Ministry of Education and Ministry of Education, October 2016). The EC has for example been questioning the efficiency of the education system. EC staff have for example</p>						

<sup>2</sup> Number of graduates in job one year after completion to total number of graduates. Graduates in further education or living abroad are deducted from the total (Ministry of Education, Culture, Research and the Church 2014, 68).

I-213	<b><i>Extent to which the programme and the instrument have been effective in increasing efficiency of the education system</i></b>
	highlighted that the dormitories were quite luxurious, which has prompted the GoG to introduce changes in the system (Interview with the Ministry of Education, October 2016, Aide Memoires 2014, 2015, 2016, Interviews with DEVCO, Interviews with Ministry of Finance).

#### 1.2.1.4 I-214 Stable macro economy

I-214	<b><i>Stable macro economy</i></b>
Indicator Summary	<p>Having a stable macro-economic framework is one of the conditions that the GoG needs to fulfil to receive EC Budget Support and, as such, it is a matter scrutinised and discussed during bi-annual meeting between the EC and the GoG.</p> <p>After an analysis of aides memoire, GoG Political Economic Reports and it can be concluded that Greenland has a relatively stable macro-economic framework at the moment.</p> <ul style="list-style-type: none"> <li>• After a period of negative growth between 2012 and 2014, GDP has started growing again.</li> <li>• Inflation is low.</li> <li>• Unemployment is subject to seasonal fluctuations and was around 10% in 2014.</li> </ul> <p>There is, however, a serious gap between the forecasted expenditure and revenue in the medium to long term.</p>
EC Budget Support conditions	<p>According to the 2014 PDSD, Greenland fulfils the necessary eligibility conditions for budget support, namely:</p> <ol style="list-style-type: none"> <li>1. <i>“The existence of a territorial development plan which has been adopted and in course of implementation</i></li> <li>2. <i>A stable macro-economic framework</i></li> <li>3. <i>A credible programme of public finance management (PFM); and</i></li> <li>4. <i>A high degree of openness and transparency in government operations”</i> (European Commission and the Government of Greenland 2014b, 6).</li> </ol> <p>Moreover, <i>“the financial co-operation with the EU has put increased focus on public finance management in Greenland. Based on the studies financed in 2008 three critical areas of public finance management were identified: tax audits, tax collection and arrears and public management. Significant progress has been experienced in all areas”</i> (European Commission and the Government of Greenland 2014b, 31).</p>
Analysis of Aide Memoires	<p>An analysis of Aide Memoires of the bi-annual meetings between the EC and the GoG show that a discussion on macroeconomic situation and forecasts (as well as on PFM) is always present and progress closely monitored (European Commission and the Government of Greenland 2014a; 2015; 2016).</p>
Baseline 2013	<p><b>GDP growth trends</b></p> <p><i>“Declining investments in oil exploration and lower shrimp quotas explain the Economic Council’s assessment, in the autumn of 2012, that growth was negative in 2012, and its forecast of low growth for 2013. There are now signs of declining economic activity in 2013 as a result of additional reductions in shrimp quotas and curtailed exploration for mineral resources. It also appears that construction activity will decline in 2013.</i></p> <p><i>Relatively low wage increases combined with rising prices for food and energy undermine real earnings and general economic activity. Overall, therefore, there are signs of negative economic growth in both 2012 and 2013”</i> (Ministry of Finance and Domestic Affairs 2013, 9).</p> <p><b>Inflation</b></p> <p><i>“The consumer price index rose by 1.6% from January 2012 to January 2013,</i></p>



I-214	<b>Stable macro economy</b>
	<p>compared to a 4.8% increase over the preceding 12 months. This low rate of inflation means that real earnings are not being undermined to the same extent as previously. The consumer price index is rising particularly due to higher housing and transportation costs, caused by rising oil prices at world level" (Ministry of Finance and Domestic Affairs 2013, 9).</p> <p><b>Unemployment</b></p> <p>"the number of registered job applicants rose sharply from 2008 to 2013, which calls for a markedly greater effort in the area of unemployment. Naalakkersuisut's actions aimed at unemployment are reviewed in section 2.5.4. The sharpest increase took place from 2009 to 2010 and 2011, whereas the rise in unemployment slowed after 2011" (Ministry of Finance and Domestic Affairs 2013, 10).</p>
Situation in 2015-2016	<p><b>GDP growth trends</b></p> <p>After 3 consecutive years of consecutive negative growth, Greenland GDP was projected to grow by 1.5% in 2015 (Ministry of Finance and Domestic Affairs 2013, 6. This is due to higher prices on fish and new tax on mackerel – and for the first time in 3 years the draft financial act is expecting a surplus in 2017.</p> <p>During the EC-GoG bi-annual meeting of March 2016 <i>"The GoG reported that economic activity decreased in 2014, but improvements have been made in 2015 and further economic growth is expected for 2016"</i> (European Commission and the Government of Greenland 2015, 3)</p> <p><b>Inflation</b></p> <p>Inflation rate was 1.4% from (July 2014 to July 2015) (Statistics Greenland 2016, 7).</p> <p><b>Unemployment</b></p> <p>Unemployment is subject to seasonal fluctuations (it is greater in winter months) and it is higher in the settlements (European Commission and the Government of Greenland 2015, 10).</p> <p>In 2014, 10.3% on average per month of permanent residents aged 18-64 (Statistics Greenland 2016, 7).</p>

#### 1.2.1.5 I-215 Credible PFM

I-215	<b>Credible PFM</b>
Indicator Summary	<p>Having a credible programme of PFM is one of the conditions that the GoG needs to fulfil to receive EC Budget Support and, as such, this is a matter scrutinised and discussed during bi-annual meetings between the EC and the GoG.</p> <p>Overall, Greenland has a credible programme of PFM, and has been implementing reforms in recent years to further strengthen it. The EC seems to have played an important role in this process by putting the topic on the agenda during the bi-annual policy dialogues on EU support to Greenland Education Sector, and by commissioning a Public Expenditure and Financial Accountability (PEFA) assessment for Greenland and monitoring progress in this area.</p>
Situation since 2014	<p>According to the GD/PDSD intervention logic, the budget support condition themselves will contribute to an improvement in the capacity of the administration of Greenland to formulate and implement national policies (see GD Evaluation Inception Report).</p> <p>According to the 2014 PDSD, Greenland fulfils the necessary eligibility conditions for budget support, namely:</p> <ol style="list-style-type: none"> <li>1. "The existence of a territorial development plan which has been adopted and in course of implementation;</li> <li>2. A stable macro-economic framework</li> </ol>

	<p>3. A credible programme of public finance management (PFM); and</p> <p>4. A high degree of openness and transparency in government operations” (European Commission and the Government of Greenland 2014b, 6).</p> <p>Moreover, <i>“the financial co-operation with the EU has put increased focus on public finance management in Greenland. Based on the studies financed in 2008 three critical areas of public finance management were identified: tax audits, tax collection and arrears and public management. Significant progress has been experienced in all areas”</i> (European Commission and the Government of Greenland 2014b, 31).</p> <p>An analysis of Aide Memoires of the bi-annual meetings between the EC and the GoG show that a discussion on PFM (as well as on Greenland macroeconomic situation and forecasts) is always present and progress closely monitored. During the meeting of March 2014, for example, following a PEFA assessment commissioned by the EC to ECORYS (Jensen, P. 2014), the EC and GoG agreed that an action plan with benchmarks for future monitoring should be developed and reporting should be based on EC Budget Support guidelines (European Commission and the Government of Greenland 2014a, 2).</p> <p>In the meeting of June 2015, the EC welcomed the PFM Action Plan approved in early 2015 which was considered relevant and credible, and including <i>“feasible and realistic targets that allow showing progress against timebound benchmarks”</i> (European Commission and the Government of Greenland 2015, 2).</p> <p>The Commission also <i>“welcomed progress registered in the implementation of the PFM Action Plan and urged to continue reform efforts in the different action axis, notably in further increasing competition on procurement in all types of tenders and progressively including State Owned Companies and Municipalities”</i> (European Commission and the Government of Greenland 2015, 2).</p> <p>DEVCO staff also indicated that this partnership seems to have a positive impact on Greenlandic administration capacity in the area of PFM (as the eligibility for sector budget support needs to be maintained) (interviews with DEVCO staff).</p>
Baseline 2013	<p><i>“Satisfactory progress in improving and reforming Public Finance Management (PFM) system, especially on issues related to the weaknesses identified in the PFM assessment report”</i> was a general condition for Budget Support tranche release also during the previous programming period (European Union and the Government of Greenland 2013, 19)</p>
Bi-annual policy dialogues on education	<p>Policy dialogue are held bi-annually in Brussels and in Nuuk. Besides education indicators and the implementation of the programme, the EC does in some ways play the “IMF role” e.g. monitoring of public debt and deficit levels and in generally monitoring of whether Greenland still lives up to the budget support eligibility criteria (interviews with DEVCO staff).</p>

#### 1.2.1.6 I-216 Openness and transparency in Government operations

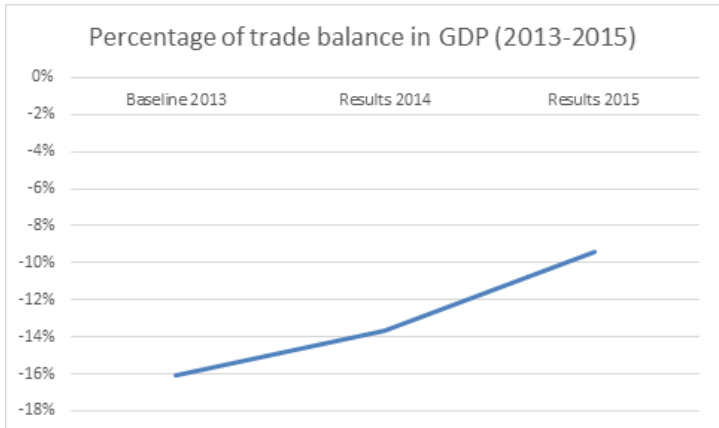
I-216	Openness and transparency in Government operations
Indicator Summary	<p>The level of openness and transparency in government operation is sufficient to fulfil Budget Support conditions. The latest Action Fiche also reports satisfactory progress in this area. There is a sense among EC staff that EU reporting requirements have contributed to better transparency on Greenland’s side.</p>
Situation in 2014	<p>Transparency and Oversight of the Budget is one of the three eligibility criteria for EC Budget Support.</p> <p>The 2014 PEFA assessment concluded that:</p>



	<ul style="list-style-type: none"> <li>• <i>“Based on the information outlined and assessments provided, it is concluded that there is satisfactory progress made by the GoG in that the entry point can be confirmed met, and there are on-going developments in selected areas to increase transparency and provide more information to the public:</i></li> <li>• <i>Key budgetary documents of the GoG adhere to international best practice regarding the executive’s budget proposal, enacted budget, and year-end report. The GoG does not undertake mid-year reporting, monthly and quarterly reporting is undertaken though not published, and there are some weaknesses in the legislative audit scrutiny process;</i></li> <li>• <i>There are on-going developments regarding the comprehensiveness of information included in the GoG’s budget documentation, public access to key fiscal information, in-year budget reports, and annual financial statements” (Jensen, 2014, 16)</i></li> </ul> <p>According to interviews with DEVCO staff, the EU reporting has contributed to better transparency (internally in the administration, to the parliament and to the public) (interviews).</p>
Current developments	<p><i>“There are on-going developments regarding the comprehensiveness of information included in budget documentation (plans about developing and using additional measures for assessing the Government of Greenland’s fiscal policies in an annual as well as multi-year perspective, and also about preparing 10-year costed sector strategies and providing forward expenditure estimates for capital investment projects), public access to key fiscal information (a new website for procurement of goods &amp; services that will include information about contract awards), in-year budget reports (considerations to collect monthly budget monitoring reports from all budgetary units), and annual financial statements (in terms of developing a new integrated business management software system that will enable the preparation of better management information).</i></p> <p><i>Key budgetary documents by the Government of Greenland adhere to international best practice as regards the executive’s budget proposal, enacted budget, and year-end report. However, the Government does not undertake mid-year reporting, monthly and quarterly reporting is undertaken though not published, there are some weaknesses in the legislative scrutiny process regarding the audit report.</i></p> <p><i>In August 2011 Transparency Greenland (TG) was formally established following which it was decided to conduct a pilot-study on the national integrity system in Greenland. The public sector is the focal sector due to its size and importance in the Greenland economy” (European Commission 2016a, 14).</i></p> <p><i>The Action Fiche concluded that “there is satisfactory progress made by the Government of Greenland in that the entry point can be confirmed met, and there are on-going developments in selected areas to increase transparency and provide more information to the public” (European Commission 2016a, 14).</i></p>

### 1.2.1.7 I-217 Percentage of trade balance in GDP

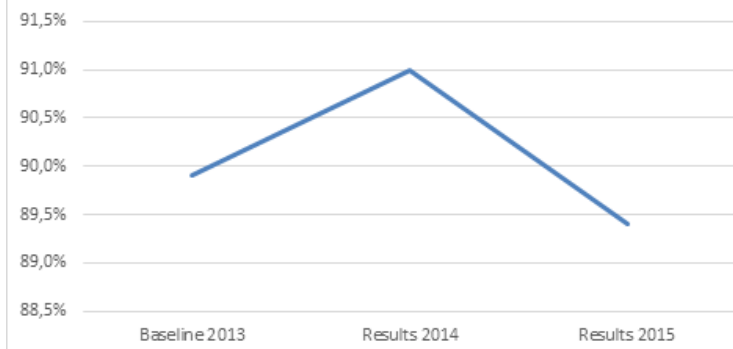
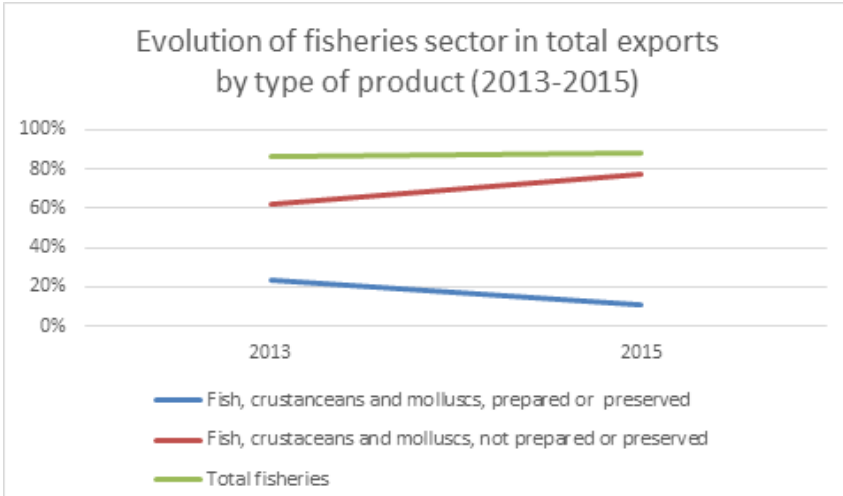
I-217	Percentage of trade balance in GDP
Indicator Summary	<p>As GDP has increased between 2013 and 2015 while the trade balance has almost shrunk by a half, this indicator has registered a positive change.</p> <p>It is probably too soon after the launch of phase 2 of the GEP, however, for this change to be attributable in part to the EU funded support to the education sector. It could be in part linked, however, to previous EU investments in the sector.</p>
Situation in	Percentage of trade balance (Indicator EU16) has decreased in GDP between

2012-2015	<p>2013 and 2015, as indicated in the graph here below.</p>  <p>Source: Ministry of Education, Culture, Research and the Church 2015 According to the Statbank of Greenland, the trade balance has decreased from: -2,186,177 in 2013 to -1,286,228 in 2015 (unit 1.000 kr.) Source: Statistics Greenland <a href="http://www.stat.gl/">http://www.stat.gl/</a> (consulted 25.08.2016)</p>
GoG contribution	<p>One of the most important criticism directed at the GoG is related to the low and falling number of apprenticeship places (Interviews with interest groups, Greenland Technical College, October 2016) as it is a real stumbling block for young people to even start a vocational education. There are however also voices, which insist that the GoG is not doing enough to create a good investment climate. The Employer Organisation is one of these voices (Interview with GE, October 2016).</p>

#### 1.2.1.8 I-218 Percentage of the fisheries sector in total exports

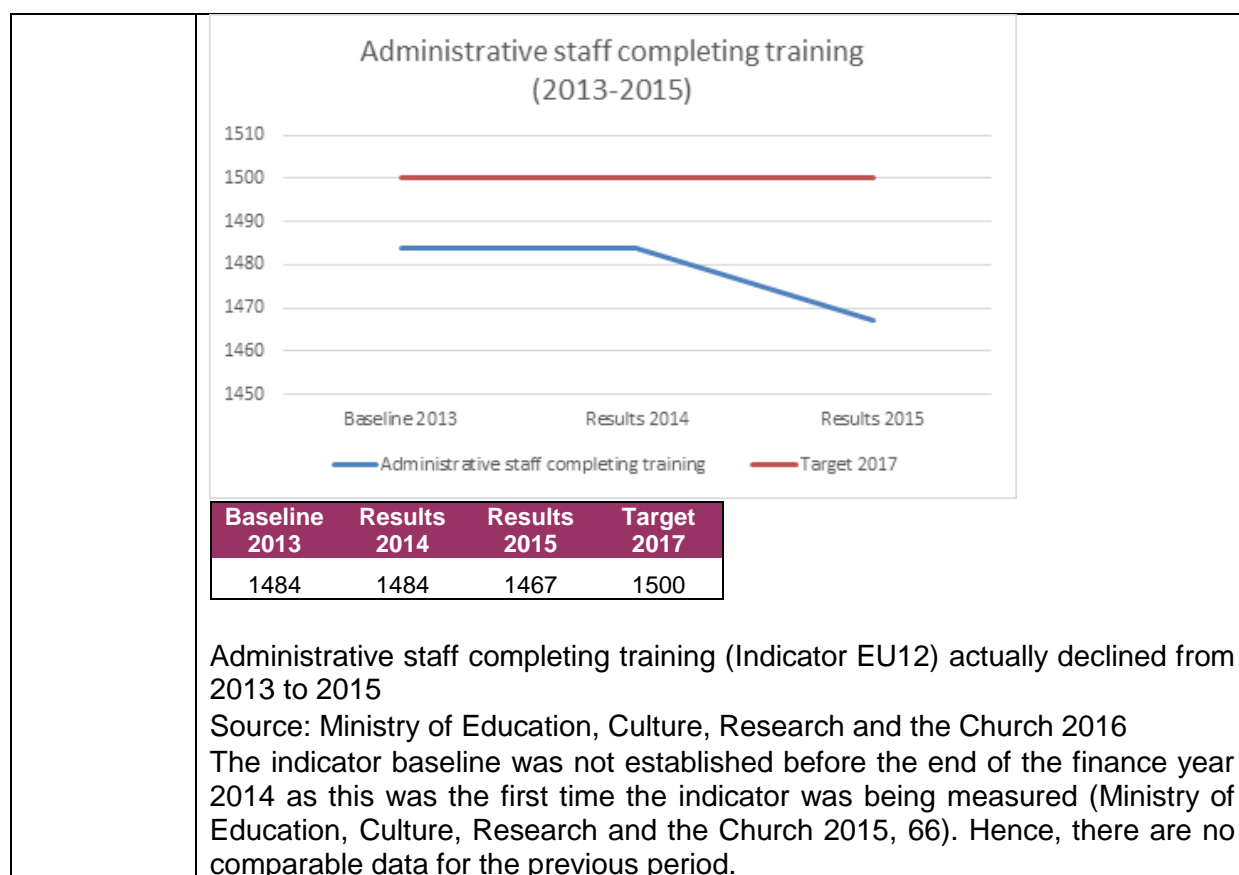
I-218	Percentage of the fisheries sector in total exports
Indicator Summary	<p>The latest information available from GoG Annual implementation reports dates back to a slight decrease in percentage of the fisheries sector in total exports between 2012 and 2013. The value for 2013 does not, however, correspond to the value we have calculated using data from the Statbank portal. Comparing data for 2013 and 2015 from the Statbank portal, we actually see an increase of the percentage of fisheries in total exports (from 85.9% in 2013 to 88.4% in 2015).</p> <p>From the statistics below, we can also see that the majority of the fish exported is unprocessed (approximately 62% of the total fish in 2013 and 87% in 2015). However, it would be too soon after the launch of phase 2 of the GEP for EU-funded support to the education sector to have a visible impact on this indicator.</p>
Baseline 2013	<p>The percentage slightly increased from 2013 to 2014 and then decreased again from 2014 to 2015<sup>3</sup>.</p>

<sup>3</sup> Data lag one year so 2012 is added as the baseline value instead of 2013 data.

	<p>Percentage of the fisheries sector in total exports (2013-2015)</p>  <p>Source: Ministry of Education, Culture, Research and the Church 2016, 40</p>												
Evolution of the fisheries sector by type of product	<p>According to the Statbank of Greenland these below are the percentages of processed and unprocessed fish as a percentage of total export in 2013 and 2015.</p> <table><tr><th></th><th>2013</th><th>2015</th></tr><tr><td><b>Fish, crustaceans and molluscs, prepared or preserved</b></td><td>23.5%</td><td>11.2%</td></tr><tr><td><b>Fish, crustaceans and molluscs, not prepared or preserved</b></td><td>62.4%</td><td>77.3%</td></tr><tr><td><b>Total fisheries</b></td><td>85.9%</td><td>88.4%</td></tr></table> <p>Source: Statistics Greenland <a href="http://www.stat.gl/">http://www.stat.gl/</a> (consulted 25.08.2016) And this graph depicts the evolution from 2013 to 2015.</p>  <p>Source: Statistics Greenland <a href="http://www.stat.gl/">http://www.stat.gl/</a> (consulted 25.08.2016)</p>		2013	2015	<b>Fish, crustaceans and molluscs, prepared or preserved</b>	23.5%	11.2%	<b>Fish, crustaceans and molluscs, not prepared or preserved</b>	62.4%	77.3%	<b>Total fisheries</b>	85.9%	88.4%
	2013	2015											
<b>Fish, crustaceans and molluscs, prepared or preserved</b>	23.5%	11.2%											
<b>Fish, crustaceans and molluscs, not prepared or preserved</b>	62.4%	77.3%											
<b>Total fisheries</b>	85.9%	88.4%											

#### 1.2.1.9 I-219 Number of administrative staff completing training

I-219	Number of administrative staff completing training
Indicator Summary	The target set for the number of administrative staff completing training is not very ambitious, as the 2017 target value is not far from the 2013 baseline. The number of staff completing training actually fell in the 2013-2015 period. No comparable data is available for the previous period to detect a longer-term trend.
Situation in 2013-2015	This below is the information reported by the GoG in their Implementation Report 2015.



#### 1.2.1.10 I-2110 Percentage of civil servants that are (long-term) residents in Greenland

I-2110	Percentage of civil servants that are (long-term) residents in Greenland
Indicator Summary	There is not enough information available to make a judgment on this indicator.
Situation in 2013-2015	<p>Long-term residents among civil servants (EU18) seems to have slightly increased from 2013 to 2015 but the difference is less than one percentage point.</p> <p>Source: Ministry of Education, Culture, Research and the Church 2016</p>

#### 1.2.1.11 I-2111 Level of preparation for policy dialogue (bi-annual BS dialogues)

I-2111	Level of preparation for policy dialogue
Indicator Summary	It seems that the Greenlandic side is very well prepared for the bi-annual BS dialogue meetings. The programme documentation is available, and the people attending are on top of the material and the discussions (interviews with DEVCO staff). The discussions are currently very technical and focus on

	<p>aspects of education programme implementation – for example, discussion of work plan and implementation reports.</p> <p>The dialogues focus almost exclusively on programme implementation, so it has not been possible to broaden out the discussions to other issues of mutual interest. The Commission tried to introduce another subject on the agenda at the latest bi-annual meeting, but the Greenlandic side objected because they say they had not had enough time to prepare and involve the right staff members (interviews with the Greenlandic counterpart).</p>
European Union and the Government of Greenland 2014, 3	<p><i>“Since 2006, the Government of Greenland and the Commission engage in a policy dialogue via two meetings per year, held normally in May/June and November/December. The Government of Denmark is invited to attend. During these meetings recent developments are presented by the Government of Greenland on the Education Sector Policy as well as the macro-economic performance of Greenland and the Government of Greenland’s public finance management. A common understanding is achieved through this dialogue on the Government of Greenland’s reform priorities and the progress needed to meet the conditions for the disbursement of the budget support”. (European Commission and the Government of Greenland 2014a; 2015; 2016).</i></p>

#### 1.2.1.12 I-2112 Inclusion of relevant actors in policy dialogue

<b>I-2112</b>	<b><i>Inclusion of relevant actors in policy dialogue</i></b>
Indicator Summary	<p>So far, the participants have primarily been DG-DEVCO and Greenland’s Ministry of Education and Finance. At the latest bi-annual dialogue meeting it was agreed that the Greenlandic municipalities should participate in future dialogue meetings (aide-memoire 2016). Greenland insists that dialogue meetings that go beyond education should take place in Greenland in order to involve as many stakeholders as possible from the Greenlandic side (aide-memoire 2016, interviews with Greenlandic ministries and Greenlandic representations in Denmark and Brussels).</p>

#### 1.2.1.13 I-2113 Institutional set-up of policy dialogue

<b>I-2113</b>	<b><i>Institutional set-up of policy dialogue</i></b>
Indicator Summary	<p>For the time being, the stakeholders responsible for this dialogue are DG DEVCO and the Ministry of Education and the Republic of Greenland on the other (interviews with DEVCO staff).</p>

#### 1.2.1.14 I-2114 Results-oriented monitoring, documentation of the process

<b>I-2114</b>	<b><i>Results-oriented monitoring, documentation of the process</i></b>
Indicator Summary	<p>There is no results-oriented monitoring (ROM) of the policy dialogue beyond education (see PDSD). The education sector policy meetings are, however, documented in the aide memoires that contains the agenda, a summary of each party’s position on the discussed subject, and the common conclusions reached. Presentations are annexes to the aide memoire. A framework for policy dialogue beyond the education sector has not been established, and neither have the ground rules for such dialogue.</p>

#### 1.2.1.15 I-2115 Adoption of a formal framework for dialogue beyond education

<b>I-2115</b>	<b><i>Adoption of a formal framework</i></b>
Indicator Summary	<p>The attempts at preparing the methodology for a formal framework have not yet borne fruit. A zero draft of a methodology has been prepared, but there is a sense from the EC side that the “WHAT” to discuss should precede the “HOW”. The idea of having a stakeholder forum as a kick-off on what and how to discuss has been highlighted (interviews with DEVCO staff).</p>

	The Greenlandic side is worried that broadening out the dialogue to more areas and issues would potentially demand increased resources. There is a feeling that the EC needs to take the initiative and spend the necessary resources, such as in the case of the dialogue around the Sector Budget Support to Education, which is perceived as a “real” dialogue (interviews with Greenlandic counterpart).
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#### 1.2.1.16 I-2116 Follow-up and continuity ensured

I-2116	<i>Follow-up and continuity ensured</i>
Indicator Summary	A review of the programme documentation indicates that issues brought up in the dialogues in the framework on the budget support dialogues are, as a general rule, followed and addressed. There is no monitoring framework or systematic follow-up of the ad hoc and sporadic policy dialogue, which take place outside the framework of the budget support dialogues (PDSD and AIRs 2014, 2015 and 2016).

### 1.2.2 JC 22: The programming process reflects the principles of aid effectiveness.

#### 1.2.2.1 I-221 The programming process reflects the principles of ownership and partnership

I-221	<i>The programming process reflects the principles of ownership and partnership</i>
Indicator Summary	The programming process reflects the principle of ownership, insofar as Greenland exercises effective leadership over its own education sector policy. The EC respects Greenland’s leadership in this sector and, through its financial support and the bi-annual policy dialogues, it contributes to strengthening Greenland’s administrative capacity in this area.
Paris Declaration	This is what the Paris Declaration says about OWNERSHIP: <b>“Partner countries exercise effective leadership over their development policies, and strategies and co-ordinate development actions.</b> <i>Partner countries commit to:</i> • Exercise leadership in developing and implementing their national development strategies through broad consultative processes. • Translate these national development strategies into prioritised results-oriented operational programmes as expressed in medium-term expenditure frameworks and annual budgets (Indicator 1). • Take the lead in co-ordinating aid at all levels in conjunction with other development resources in dialogue with donors and encouraging the participation of civil society and the private sector. <i>Donors commit to:</i> • Respect partner country leadership and help strengthen their capacity to exercise it” (OECD 2005, 3).
Analysis of the current situation	Greenland appears to exercise effective leadership over its own education sector policy – e.g. by having a strong say on to what sector(s) the EU budget support should be allocated and by drafting its own Education Strategy and Plans (Interviews with EC staff and Greenlandic counterparts). The EC respects Greenland’s leadership in this sector and through its financial support and the bi-annual policy dialogues it contributes to strengthen Greenland administrative capacity in this area as we have seen in the context of I-114.

#### 1.2.2.2 I-222 The programming process reflects the principles of co-ordination, harmonisation, alignment to national systems

I-222	<i>The programming process reflects the principles of co-ordination, harmonisation, alignment to national systems</i>
Indicator	The EU support to GEP is aligned with Greenland’s National Development



I-222	<b><i>The programming process reflects the principles of co-ordination, harmonisation, alignment to national systems</i></b>
Summary	<p>Strategy, its institutions and procedures.</p> <p>The support is completely based on Greenland's National Development Strategy, which sees education as being at the heart of all economic challenges.</p> <p>As the support comes in the form of Budget Support, the use of country systems and procedures is maximised.</p> <p>In terms of support to strengthened PFM, the EC regularly provides reliable indicative commitments of aid over a multi-year framework, and disburses aid in a timely and predictable fashion according to agreed schedules.</p> <p>The support also relies to the maximum extent possible on partner government budget and accounting mechanisms.</p>
Paris Declaration	<p>This is what the Paris Declaration says about ALIGNMENT:</p> <p><b><i>“Donors base their overall support on partner countries’ national development strategies, institutions and procedures.</i></b></p> <p><b><i>Donors align with partners’ strategies</i></b></p> <p><u><i>Donors commit to:</i></u> • Base their overall support — country strategies, policy dialogue and development co-operation programmes – on partners’ national development strategies and periodic reviews of progress in implementing these strategies<sup>3</sup> (Indicator 3). • Draw conditions, whenever possible, from a partner’s national development strategy or its annual review of progress in implementing this strategy. Other conditions would be included only when a sound justification exists and would be undertaken transparently and in close consultation with other donors and stake holders. • Link funding to a single framework of conditions and/or a manageable set of indicators derived from the national development strategy. This does not mean that all donors have identical conditions, but that each donor’s conditions should be derived from a common streamlined framework aimed at achieving lasting results” (OECD 2005, 3).</p> <p><b><i>“Donors use strengthened country systems</i></b></p> <p><i>Using a country’s own institutions and systems, where these provide assurance that aid will be used for agreed purposes, increases aid effectiveness by strengthening the partner country’s sustainable capacity to develop, implement and account for its policies to its citizens and parliament. Country systems and procedures typically include, but are not restricted to, national arrangements and procedures for public financial management, accounting, auditing, procurement, results frameworks and monitoring.</i></p> <p><i>Diagnostic reviews are an important – and growing – source of information to governments and donors on the state of country systems in partner countries. Partner countries and donors have a shared interest in being able to monitor progress over time in improving country systems. They are assisted by performance assessment frameworks, and an associated set of reform measures, that build on the information set out in diagnostic reviews and related analytical work.</i></p> <p><u><i>Partner countries and donors jointly commit to:</i></u> • Work together to establish mutually agreed frameworks that provide reliable assessments of performance, transparency and accountability of country systems (Indicator 2). • Integrate diagnostic reviews and performance assessment frameworks within country-led strategies for capacity development.</p> <p><u><i>Partner countries commit to:</i></u> • Carry out diagnostic reviews that provide reliable assessments of country systems and procedures. • On the basis of such diagnostic reviews, undertake reforms that may be necessary to ensure that national systems, institutions and procedures for managing aid and other development resources are effective, accountable and transparent. • Undertake reforms, such as public management reform, that may be necessary to launch</p>

I-222	<p><b>The programming process reflects the principles of co-ordination, harmonisation, alignment to national systems</b></p>
	<p>and fuel sustainable capacity development processes.</p> <p><u>Donors commit to:</u> • Use country systems and procedures to the maximum extent possible. Where use of country systems is not feasible, establish additional safeguards and measures in ways that strengthen rather than undermine country systems and procedures (Indicator 5). • Avoid, to the maximum extent possible, creating dedicated structures for day-to-day management and implementation of aid-financed projects and programmes (Indicator 6). • Adopt harmonised performance assessment frameworks for country systems so as to avoid presenting partner countries with an excessive number of potentially conflicting targets.</p> <p><b>Partner countries strengthen development capacity with support from donors</b> The capacity to plan, manage, implement, and account for results of policies and programmes, is critical for achieving development objectives – from analysis and dialogue through implementation, monitoring and evaluation. Capacity development is the responsibility of partner countries with donors playing a support role. It needs not only to be based on sound technical analysis, but also to be responsive to the broader social, political and economic environment, including the need to strengthen human resources.</p> <p><u>Partner countries commit to:</u> • Integrate specific capacity strengthening objectives in national development strategies and pursue their implementation through country-led capacity development strategies where needed” (OECD 2005, 4).</p> <p><u>Donors commit to:</u> • Align their analytic and financial support with partners’ capacity development objectives and strategies, make effective use of existing capacities and harmonise support for capacity development accordingly (Indicator 4).</p> <p><b>Strengthen public financial management capacity</b></p> <p><u>Partner countries commit to:</u> • Intensify efforts to mobilise domestic resources, strengthen fiscal sustainability, and create an enabling environment for public and private investments. • Publish timely, transparent and reliable reporting on budget execution. • Take leadership of the public financial management reform process.</p> <p><u>Donors commit to:</u> • Provide reliable indicative commitments of aid over a multi-year framework and disburse aid in a timely and predictable fashion according to agreed schedules (Indicator 7). • Rely to the maximum extent possible on transparent partner government budget and accounting mechanisms (Indicator 5).</p> <p><u>Partner countries and donors jointly commit to:</u> • Implement harmonised diagnostic reviews and performance assessment frameworks in public financial management. Strengthen national procurement systems</p> <p><u>Partner countries and donors jointly commit to:</u> • Use mutually agreed standards and processes to carry out diagnostics, develop sustainable reforms and monitor implementation. • Commit sufficient resources to support and sustain medium and long-term procurement reforms and capacity development. • Share feedback at the country level on recommended approaches so they can be improved over time. Partner countries commit to take leadership and implement the procurement reform process.</p> <p><u>Donors commit to:</u> • Progressively rely on partner country systems for procurement when the country has implemented mutually agreed standards and processes (Indicator 5). • Adopt harmonised approaches when national systems do not meet mutually agreed levels of performance or donors do not use them. Untie aid: getting better value for money</p> <p>Untying aid generally increases aid effectiveness by reducing transaction costs for partner countries and improving country ownership and alignment. DAC</p>

<b>I-222</b>	<b><i>The programming process reflects the principles of co-ordination, harmonisation, alignment to national systems</i></b>
	<i>Donors will continue to make progress on untying as encouraged by the 2001 DAC Recommendation on Untying Official Development Assistance to the Least Developed Countries (Indicator 8)" (OECD 2005, 5).</i>
Analysis of the current situation	<p>The support is completely based on Greenland's National Development Strategy that sees education as being at the heart of all economic challenges. As the support comes in the form of Budget Support, the use of country systems and procedures is maximised (as no parallel structure to implement the intervention is set up).</p> <p>In terms of support to strengthened PFM, the EC regularly provides reliable indicative commitments of aid over a multi-year framework but GoG has expressed concerns about the negative effects of the disbursement schedule on GoG liquidity as well as late payments (European Commission and the Government of Greenland 2015).</p> <p>The support also relies to the maximum extent possible on partner government budget and accounting mechanisms that based on I-216 appear to be transparent.</p>

### 1.2.2.3 I-223 The programming process reflects the principles of mutual accountability and results orientation

<b>I-223</b>	<b><i>The programming process reflects the principles of mutual accountability and results orientation</i></b>
Indicator Summary	EU support to Greenland's GEP is in line with the principle of mutual accountability, insofar as the EC has provided timely, transparent and comprehensive information on aid flows for both periods prior to the beginning of the period in question. On the Greenlandic side, the Ministry of Education has also provided adequate and timely reports to the Greenlandic Parliament.
Paris Declaration	<p>This is what the Paris Declaration says about MUTUAL ACCOUNTABILITY:</p> <p><i>"Donors and partners are accountable for development results</i></p> <p><i>A major priority for partner countries and donors is to enhance mutual accountability and transparency in the use of development resources. This also helps strengthen public support for national policies and development assistance.</i></p> <p><i>Partner countries commit to:</i> • Strengthen as appropriate the parliamentary role in national development strategies and/or budgets. • Reinforce participatory approaches by systematically involving a broad range of development partners when formulating and assessing progress in implementing national development strategies.</p> <p><i>Donors commit to:</i> • Provide timely, transparent and comprehensive information on aid flows so as to enable partner authorities to present comprehensive budget reports to their legislatures and citizens.</p> <p><i>Partner countries and donors commit to:</i> • Jointly assess through existing and increasingly objective country level mechanisms mutual progress in implementing agreed commitments on aid effectiveness, including the Partnership Commitments. (Indicator 12)" (OECD 2005, 8).</p>
Analysis of the current situation	The EC has provided timely, transparent and comprehensive information on aid flows for both periods prior to the beginning date of the period in question (Interviews with the Ministry of Education in Greenland).

### 1.2.2.4 I-224 Lessons learned have been applied in programming and implementation

<b>I-224</b>	<b><i>Lessons learned have been applied in programming and implementation</i></b>
Indicator	Lessons learned during the 2007-2013 financial co-operation have been

I-224	<b><i>Lessons learned have been applied in programming and implementation</i></b>
Summary	identified in the 2014 PDSD, as well as in the AIR 2014. Some of the lessons have already been applied in programming and implementation of the second phase of the programme – for example, a special a focus on increasing efficiency by reducing drop-outs.
2014 PDSD	<p>Based on the lessons learned during the financial co-operation 2007-2013, <i>“Six areas that call for particular action in the future education policy have been identified by the Government and the EU:</i></p> <ol style="list-style-type: none"> <li>1. <i>Early school leavers that do not enrol in education beyond the mandatory elementary school</i></li> <li>2. <i>Efficient use of existing resources, school buildings and apprenticeships</i></li> <li>3. <i>The construction cost of new infrastructure</i></li> <li>4. <i>The level and duration of student grants and the incentives resulting from the system</i></li> <li>5. <i>Language barriers in post-elementary education</i></li> <li>6. <i>Cost efficiency of the education, including dropout and efficient use of existing capacity</i></li> </ol> <p><i>The Government has included these areas in the formulation of the Greenland Education Programme phase 2 and has developed appropriate policy responses” (European Commission and the Government of Greenland 2014b, 30)</i></p>
AIR 2014	<p><i>“The key lessons learnt during the first phase of the Greenland Education Programme boils down to a three key points: (1) involvement of all stakeholders in all phases of the reforms is key to the successful implementation of the reforms, (2) close monitoring of leading indicators during implementation is crucial to risk management, and (3) a broader holistic approach to educational reforms is necessary to obtain a tangible impact on the general educational level of the population and to achieve the overall goal of developing a sustainable society in accordance with the fundamental values stated by the Government. The Greenland Education Programme II therefore represents a more holistic approach based on the experience gained through the first phase of the programme. Increased focus will be put on the pre-school and elementary school system and on youth educations, particularly vocational education and training” (Ministry of Education, Culture, Research and the Church 2015, 44).</i></p>

#### **1.2.2.5 I-225 Extent to which civil society, local authorities and other stakeholders have been sufficiently consulted**

I-225	<b><i>Extent to which civil society, local authorities and other stakeholders have been sufficiently consulted</i></b>
Indicator Summary	<p>One of the key lessons learned during the first phase of the GEP is that <i>“involvement of all stakeholders in all phases of the reforms is key to the successful implementation of the reforms”</i>. However, DEVCO has not interfered in the consultation processes in Greenland, as they considered it an internal Greenlandic matter (Interview with DG DEVCO, October 2016). In addition, both interest groups and the local government level stakeholders consulted in the course of this evaluation (interviews with interest groups and local government in Greenland, October 2016) regretted that they had not been sufficiently consulted, or even informed, about the programming of the GD by the GoG (interviews with interest groups and municipalities in Greenland, October 2016).</p> <p>None of the non-state stakeholders consulted in the course of this evaluation knew that the EU support programme also targeted elementary schools. They claim that they did not learn about it before the end of August 2016, when the GoG announced that the municipalities risked having a cut in their annual governmental block grant as the EU would cut the budget support because of</p>



<b>I-225</b>	<b><i>Extent to which civil society, local authorities and other stakeholders have been sufficiently consulted</i></b>
	performance targets not being met (see, among others, newspaper story from Sermitsiaq AG, September 16, 2016). <sup>4</sup>

#### 1.2.2.6 I-225 Flexibility of the support (e.g. to changed policy priorities and contexts)

<b>I-226</b>	<b><i>Flexibility of the support (e.g. to changed policy priorities and contexts)</i></b>
Indicator Summary	<p>The programming is on a seven-year basis, so there is little short-term flexibility in terms of adjusting objectives and targets on changes in policy priorities and context.</p> <p>However, the fact that the support comes in the form of Budget Support allows for a higher degree of flexibility than if the support came under a different aid modality. There is adequate flexibility on the level of targets (Interviews with the Ministry of Education in Greenland).</p>

### 1.2.3 JC 23: An M&E system is in place to monitor achievement of the expected results and adapt to changing needs

#### 1.2.3.1 I-231 Appropriate monitoring processes and indicators for measurement of performance of the GD and PDSD are in place

<b>I-231</b>	<b><i>Appropriate monitoring processes and indicators for measurement of performance of the GD and PDSD are in place</i></b>
Indicator Summary	Specific, Measurable, Attainable and action-oriented, Relevant, and Time-bound (SMART) indicators are in place for the measurement of performance of PDSD. The responsibility for monitoring and reporting on them lies with the GoG, which submits Annual Implementation Reports to the EC.
PDSD Indicators	<p>Indicators are in place for the measurement of progress against the PDSD's expected results.</p> <p>The list of indicators in Annex 4 of the 2014 PDSD (European Commission and the Government of Greenland 2014b) is based on the Greenlandic Performance Assessment Framework. These are similar, but slightly different from the indicative list of 18 indicators annexed to the 2015 Financing Agreement (European Union and the Government of Greenland 2015) and that are monitored in Annual Implementation Reports (Ministry of Education, Culture, Research and the Church 2014; 2015; 2016).</p>
PDSD Monitoring processes	<p>Means of verifications are set out next to the indicators in the table of indicators annexed to the 2014 PDSD (European Commission and the Government of Greenland 2014b, 49-51).</p> <p>The 2014 Financing Agreement explains that "<i>The main source of the performance data for the GEP is Statistics Greenland, and the Finance Act. The education statistics are provided at the end of March each year [...] The remaining data regarding education is provided by the Ministry of Education, Church, Culture and Gender Equality [...] The Ministry of Education, Church, Culture and Gender Equality is responsible for the day to day implementation of the EU assistance, which is part of its operational budget, and for reporting to the Commission</i>". The Financing Agreement also foresees the possibility that "<i>quality control of data including impact monitoring and audit might also be carried out by independent consultants recruited directly by the Commission</i>" (European Union and the Government of Greenland 2014, 6).</p> <p>The evaluation team could not locate a government M&amp;E plan for this</p>

<sup>4</sup> The GoG would like to intensify its public consultation on the GD and its programming in the future but the GoG also highlights that a lot of information is publicly available already. See contribution from the GoG to the Open Public Consultation.

<b>I-231</b>	<b><i>Appropriate monitoring processes and indicators for measurement of performance of the GD and PDSG are in place</i></b>
	programme.
Aide memoire June 2015	According to the EC, the GoG should do more to analyze the reasons of the results and hypothesis of work that could eventually inform next steps. Whenever possible, data should be disaggregated by gender, including all levels of education, job insertion and professionals in school (Source: Aide memoire June 2015).

### 1.2.3.2 I-232 Relevant strategic and operational indicators to measure results achieved by the GD are in place

<b>I-232</b>	<b><i>Relevant strategic and operational indicators to measure results achieved by the GD are in place</i></b>
Indicator Summary	Some indicators to measure results achieved by the GD are mentioned in the GD and cover expected results, such as an increased diversification of the economy and increased administrative capacity. The policy dialogue, however, has no specific indicators assigned to it.
External Evaluatio ns	A mid-term evaluation of the Greenland Decision has been commissioned and its planned completion date is Q2 /2017. It will: <ul style="list-style-type: none"> <li>• <i>“Evaluate the Programming Document for the Sustainable Development of Greenland 2014-2020 (PDSG) at mid-term, including its impact on Greenland as a whole.</i></li> <li>• <i>Report on the achievement of the objectives of the Decision and the European value added within this”</i> (European Commission 2015, 1).</li> </ul>
GD indicators and monitorin g processes	GD tentative indicators are mentioned in Art 3.1 of the GD and include: <ul style="list-style-type: none"> <li>• <i>“percentage of trade balance in GDP”</i></li> <li>• <i>“percentage of fisheries sector in total exports”</i></li> <li>• <i>“results of education statistical indicators”</i></li> <li>• <i>“number of staff completing training”</i></li> <li>• <i>“percentage of civil servants that are (long term) residents in Greenland”</i> (European Union 2014a)</li> </ul> <p>The ad hoc and sporadic policy dialogue taking place outside the budget support framework, however, has no specific indicators assigned to it and it is no monitoring system of systematic follow up.</p>



### 1.3 EQ 3 on efficiency

#### **JC 31: The budget execution and the implementation procedures and practices are conducive to efficient implementation of the action**

##### **Main findings**

- The CIR itself has not led to any efficiency gains.
- Comparing the two periods, efficiency gains are related to the reporting requirements being reduced and adapted to the Greenlandic context in these periods. Annual reports and annexes are now shorter and more meaningful.

##### **Strength of the evidence base:**

*Medium*

##### **Main sources of information:**

- Documentary review of policy documents, programming documents, Financing Agreement,
- Datawarehouse data.

#### **1.3.1 JC 31: The budget execution and the implementation procedures and practices (including the new CIR) are conducive to efficient implementation of the action comparing the previous programming period (2007-2013) with the current (2014-2020).**

##### **1.3.1.1 I-311 Budget execution in terms of time taken from commitments to payments has improved comparing the previous programme period (2007-2013) with the current (2014-2020)**

<b>I-311</b>	<b><i>Budget execution in terms of time taken from commitments to payments has improved comparing the previous programme period (2007-2013) with the current (2014-2020)</i></b>
Indicator Summary	An analysis of budget data extracted from the Datawarehouse reveals that budget execution has worsened when compared with the period 2007-2013. From 2007 until 2012 inclusive, 80% of the committed budget was disbursed during the same year that the commitment was made, but this percentage dropped to 74.15% in 2013 and to 42.86% in 2014. In 2015, there was a slight re-increase compared with the previous year, and 53.99% of the budget was disbursed during the same year as commitment. The worsening of the budget execution in 2014/15 was due to the Council putting a temporary stop to payments on external commitments, due to the financial crisis in 2014. A Financing Agreement currently has to be signed every year, which is resource demanding for both Greenland and the EC.
Indicative disbursement timetable	Financial Agreements set out indicative timetables for the disbursement of both the fixed (of 80%) and the variable tranche (of up to 20%). Usually the fixed tranche of the total is to be disbursed during Q3/Q4 of the year the Financial Agreement was signed and the variable tranche during Q/4 of the following year (European Union and the Government of Greenland 2009; 2010; 2011; 2012; 2013; 2014; 2015). The only exception was 2007, year for which no variable tranche was foreseen and the contribution was to be disbursed in its entirety during year 1 (European Union and the Government of Greenland 2010).
Actual disbursements	An analysis of budget data extracted from the Datawarehouse for the following decisions 2007 GREENLAND/2007/018-941 2008 GREENLAND/2008/019-712 2009 GREENLAND/2009/021-121 2010 GREENLAND/2010/022-191 2011 GREENLAND/2011/022-919 2012 GREENLAND/2012/023-627 2013 GREENLAND/2013/024-622

I-311	<i>Budget execution in terms of time taken from commitments to payments has improved comparing the previous programme period (2007-2013) with the current (2014-2020)</i>																														
	<div>2014 GREENLAND/2014/037-433</div> <div>2015 GREENLAND/2015/038-022</div> <div>Has revealed that budget execution has worsened compared to the period 2007-2013. While from 2007 until 2012 included the 80% of the committed budget was disbursed during the same year the commitment was made, this percentage has dropped to 74.15% in 2013 and to 42.86% in 2014. In 2015 there has been a slight re-increase vis-à-vis the previous year, and 53.99% of the budget has been disbursed during the same year as commitment.</div> <table><tr><th></th><th>% disbursed Y1</th><th>% disbursed Y2</th></tr><tr><td>2007</td><td>99.81%</td><td>0.00%</td></tr><tr><td>2008</td><td>80.00%</td><td>19.38%</td></tr><tr><td>2009</td><td>80.00%</td><td>14.76%</td></tr><tr><td>2010</td><td>80.00%</td><td>16.12%</td></tr><tr><td>2011</td><td>80.00%</td><td>13.97%</td></tr><tr><td>2012</td><td>80.00%</td><td>16.05%</td></tr><tr><td>2013</td><td>74.15%</td><td>22.68%</td></tr><tr><td>2014</td><td>42.86%</td><td>55.76%</td></tr><tr><td>2015</td><td>53.99%</td><td>26.01%</td></tr></table> <div>Source: analysis of Datawarehouse extractions</div> <div>From the table here below, it looks like in 2007 the fixed tranche of 100% was almost disbursed in its entirety as foreseen. For the period 2008-2012, the fixed tranche of 80% was disbursed as foreseen in the same year as the corresponding Financial Agreement was signed while the variable tranche of up to 20% was disbursed during the following year. For the last 3 years for which data is available, however, there has been a discrepancy between the indicative fixed tranche amount presented in the Financial Agreement and the amount actually disbursed during the same year. The discrepancies are as follows:</div> <div>EUR 21,294,615 disbursed in 2013 against EUR 22,973,712 foreseen (European Union and the Government of Greenland 2013).</div> <div>EUR 10,529,894 disbursed in 2014 against EUR 19,655,576 foreseen (European Union and the Government of Greenland 2014).</div> <div>EUR 16,574,201 disbursed in 2015 against EUR 24,558,972 foreseen (European Union and the Government of Greenland 2015).</div>		% disbursed Y1	% disbursed Y2	2007	99.81%	0.00%	2008	80.00%	19.38%	2009	80.00%	14.76%	2010	80.00%	16.12%	2011	80.00%	13.97%	2012	80.00%	16.05%	2013	74.15%	22.68%	2014	42.86%	55.76%	2015	53.99%	26.01%
	% disbursed Y1	% disbursed Y2																													
2007	99.81%	0.00%																													
2008	80.00%	19.38%																													
2009	80.00%	14.76%																													
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2013	74.15%	22.68%																													
2014	42.86%	55.76%																													
2015	53.99%	26.01%																													

### 1.3.1.2 I-312 Is the simplest implementation mechanism being used?

I-312	<i>Is the simplest implementation mechanism being used? (e.g. it is for example necessary to sign <u>annual</u> financing agreement?)</i>
Indicator Summary	A Financing Agreement currently has to be signed every year, which is resource demanding for both Greenland and the EC. However the Financial Regulations of the Commission Budget do not allow the EC to take Financing Decisions and sign an FA for financial resources not yet decided upon by the Budget Authority. The Budget Authority decides the Greenland budget allocation annually and it is thus not legally possible to sign an FA for multiple years.
PDSD	The Multi-Annual Financial Framework of the EU for the period 2014-2020 has defined an indicative amount of up to EUR 217.8 million (2014 prices) for financial co-operation with Greenland. The PSDS establishes that this amount is to be granted by means of budget support (p. 36). Out of the total

I-312	<i>Is the simplest implementation mechanism being used? (e.g. it is for example necessary to sign <u>annual</u> financing agreement?)</i>
	amount, EUR 215.9 million are foreseen to support the Greenland education sector while EUR 1.8 million is foreseen for technical assistance. The split of budget per year over the period 2014-2020 is already given in the 2014 PDSD (European Commission and the Government of Greenland 2014b).
BS Guidelines	<p>Eligibility Criteria for Approval &amp; Disbursement</p> <p><i>"Budget support programmes are subject to the following four eligibility criteria covering:</i></p> <ul style="list-style-type: none"> <li>• <i>National/sector policies and reforms ("public policies")</i></li> <li>• <i>Stable macro-economic framework</i></li> <li>• <i>Public financial management</i></li> <li>• <i>Transparency and oversight of the budget.</i></li> </ul> <p><i>These criteria need to be met both when a programme is approved, and at the time of each budget support disbursement. The assessment of the eligibility criteria generally involves:</i></p> <p>1) <i>Assessment, during identification and formulation, of the relevance and credibility of the partner country policy and strategy related to each eligibility criterion:</i></p> <ul style="list-style-type: none"> <li>• <i>Relevance: refers to extent to which key constraints and weaknesses are being addressed by the government's strategy to reach the objectives of the policy.</i></li> <li>• <i>Credibility: refers to the quality of the reform process regarding its realism, institutional arrangements, track record and political commitment to the reforms.</i></li> </ul> <p>2) <i>Assessment, during implementation, of progress made in implementing the policy and strategy and achieving the objectives:</i></p> <ul style="list-style-type: none"> <li>• <i>Satisfactory progress: it should be based on a dynamic approach, looking at past and recent policy performance benchmarked against reform commitments, but allowing for shocks and corrective measures and refining the objectives and targets if necessary. For some criteria (notably PFM), progress against initial reform milestones is particularly important; for others (macroeconomic, for example), maintaining stability-oriented policies is sufficient to confirm eligibility. The setting of targets and assessment of progress should take into account the initial starting point. In countries with already strong performance and systems the assessment should focus on maintaining the quality of the systems. The continued relevance and credibility of any strategy should be confirmed"</i> (European Commission 2012c, 33)</li> </ul>
Analysis of FAs	<p>All the Financing Agreements (FAs) under the same programmatic period look alike, except for the amount of EC Budget Support.</p> <p>The execution period is always set as follows:</p> <p><i>"The execution period of this Financing Agreement [...] shall commence on the entry into force of this Financing Agreement and end 36 months after this date. The duration of the operational implementation phase is fixed at 24 months. The duration of the closure phase is fixed at 12 months"</i> (Art. 5 in the previous period's FAs and Art. 2 in the current period's) (European Union and the Government of Greenland 2009; 2010; 2011; 2012; 2013; 2014; 2015)</p>
Budget Support criteria of disbursement	<p>As the Financing Agreement 2015 explains <i>"The budget support will be disbursed in two tranches, one fixed and one variable, based on the following criteria:</i></p> <p>a) <i>The general conditions for disbursement of all tranches are as follows: Satisfactory progress in the implementation of the Greenland Education Programme II and the continued credibility and relevance thereof; implementation of a credible stability-oriented</i></p>

I-312	<i>Is the simplest implementation mechanism being used? (e.g. it is for example necessary to sign <u>annual</u> financing agreement?)</i>
	<p><i>macroeconomic policy; satisfactory progress in the implementation of the PFM reform programme; satisfactory progress with regard to the public availability of timely, comprehensive and sound budgetary information;</i></p> <p><i>b) The specific conditions for disbursement of the variable tranche are detailed in Annex 2. The Government of Greenland and the EU services have agreed upon a set of indicators for monitoring of the Greenland Education Programme II during the period 2014-2020 (Annex 1). These indicators are a mix of input, output outcome and impact indicators. [...]</i></p> <p><i>The Government of Greenland will account for the activities and performance of the programme through an Annual Implementation Report that will be subject to assessment and approval by the European Commission. The release of the variable tranche will take place upon the formal approval by the European Commission of a payment request containing the Annual Implementation Report [...] The Annual Implementation Report will include a self-assessment by the Government of Greenland of the annual performance [...] The actual amount to be released as variable tranche will depend on results achieved with respect to targets set in the Annual Work Plan [...] and results reported in Annual Implementation Report [...] There is a fixed tranche of 80% and a variable tranche of maximum 20% of the total allocation" (European Union and the Government of Greenland 2015, 4-5), These criteria were already the same during the previous programming period (European Union and the Government of Greenland 2010)</i></p>

## 1.4 EQ 4 on Added Value

<b>JC 41: Added value compared to Danish block grant</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>The EU support programme adds value as a supplement to the Danish block grant because the conditions attached to the EU support programme have played a positive role in strengthening Greenland's PFM system and the ability of the Greenland administration to plan and implement policies.</li> </ul> <b>Strength of the evidence base:</b> <i>Strong</i>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>Documentary review of policy documents, programming documents, evaluations/studies, project references,</li> <li>Interviews.</li> </ul>
<b>JC 42: Added value as per the nature of the EU itself</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>The EU partnership is a welcome supplement to the partnership with Denmark, which is by far the most important development partner for Greenland.</li> <li>EU monitoring and reporting requirements add value, but are also perceived as relatively cumbersome.</li> </ul> <b>Strength of the evidence base:</b> <i>Medium</i>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>Documentary review of policy documents, programming documents, evaluations/studies,</li> <li>Interviews.</li> </ul>

### 1.4.1 JC 41: There is added value of the EU support compared to the Danish block grant.

#### 1.4.1.1 I-411 The conditions linked to budget support have an added value

<b>I-411</b>	<b>The conditions linked to budget support have an added value</b>
Indicator Summary	<p>The Danish block grant is tied to the sectors in which Greenland has taken over responsibility from Denmark, but it is otherwise not linked to specific pre-conditions or performance criteria. The block grant is vital for Greenland as it constituted half the annual budget. The EU support is not of the same magnitude, but nevertheless constitutes 9.3% of the annual budget for education. The EU support also adds value through its budget support conditions. As discussed under previous EQs, conditions attached to Budget Support appear to have played a positive role in strengthening Greenland's PFM system and budget openness and transparency. Moreover, the fact that 20% of the Budget Support tranches are linked to performance could represent an incentive for the GoG to achieve better results in the education sector.</p>
The Danish block grant	<p>The Act on Greenland Self-Government approved by the Danish Parliament on 12 June 2009 under the chapter for "<i>Economic relations between the Greenland self-government authorities and the Danish government</i>" stipulates that:</p> <p><i>"(1) The Government shall grant the Greenland Self-Government authorities an annual subsidy of DKK 3,439.6 million [3.4 billion], but see section 8 (1). The amount is indicated in 2009 price and wage levels.</i></p> <p><i>(2) The subsidy shall be adjusted annually in accordance with the increase in the general price and wage index of the Finance and Appropriation Act for the year concerned.</i></p> <p><i>(3) The subsidy shall be paid in advance in the form of a monthly payment of 1/12". No conditions are attached beside the fact that the money needs to be used for areas that now fall under the responsibility of Greenland, such</i></p>



I-411	<i>The conditions linked to budget support have an added value</i>
	<p>as education. (Danish Parliament. 2009. Act on Greenland Self-Government (Act no. 473). Chapter 3, Art. 5)</p>
Danish block grant	<p><i>“Greenland’s overall total budget for 2014 totals approximately EUR 900 million. Of this amount, EUR 486 million is funded by the block grant from Denmark [...] Denmark’s support of the budget accounts for 54% of the national expenditure budget”.</i> Greenland’s long-term economic objective is to be self-sustaining without the annual block grant from Denmark. (European Commission and the Government of Greenland 2014b, 23)</p>
EU Budget Support	<p>In 2015, EU support to the education sector accounted for 9.3% of the education budget. This was calculated by taking into account a contribution of EUR 30,698,715 (European Union and the Government of Greenland 2015) and Greenland’s annual budget for education for that year which was estimated in EUR 326,694,000 (Ministry of Education, Culture, Research and the Church 2016, 44).</p>
EU Budget Support conditionalities	<p>The Eligibility Criteria for Approval &amp; Disbursement of Budget Support: <i>“Budget support programmes are subject to the following four eligibility criteria covering:</i></p> <ul style="list-style-type: none"> <li>• <i>National/sector policies and reforms (“public policies”)</i></li> <li>• <i>Stable macro-economic framework</i></li> <li>• <i>Public financial management</i></li> <li>• <i>Transparency and oversight of the budget.</i></li> </ul> <p><i>These criteria need to be met both when a programme is approved, and at the time of each budget support disbursement. The assessment of the eligibility criteria generally involves:</i></p> <p>1) <i>Assessment, during identification and formulation, of the relevance and credibility of the partner country policy and strategy related to each eligibility criterion:</i></p> <ul style="list-style-type: none"> <li>• <i>Relevance: refers to extent to which key constraints and weaknesses are being addressed by the government’s strategy to reach the objectives of the policy.</i></li> <li>• <i>Credibility: refers to the quality of the reform process regarding its realism, institutional arrangements, track record and political commitment to the reforms.</i></li> </ul> <p>2) <i>Assessment, during implementation, of progress made in implementing the policy and strategy and achieving the objectives:</i></p> <ul style="list-style-type: none"> <li>• <i>Satisfactory progress: it should be based on a dynamic approach, looking at past and recent policy performance benchmarked against reform commitments, but allowing for shocks and corrective measures and refining the objectives and targets if necessary. For some criteria (notably PFM), progress against initial reform milestones is particularly important; for others (macroeconomic, for example), maintaining stability-oriented policies is sufficient to confirm eligibility. The setting of targets and assessment of progress should take into account the initial starting point. In countries with already strong performance and systems the assessment should focus on maintaining the quality of the systems. The continued relevance and credibility of any strategy should be confirmed”.</i> (EC. 2012, . 33)</li> </ul> <p>However, the administration of the EU programme is also relatively cumbersome because of monitoring and reporting requirements (one of the conditions for EU budget support) requirements. The Ministry of Education for example uses approximately one full-time equivalent (FTE) on the partnership (Interview with the Ministry of Education, October 2016).</p>



I-411	<i>The conditions linked to budget support have an added value</i>
Stable macro-economic framework	<p>Having a stable macro-economic framework is one of the conditions that the GoG needs to fulfil to receive EC Budget Support and as such, it is a matter scrutinised and discussed during bi-annual meeting between the EC and the GoG.</p> <p>After an analysis of Aide Memories, GoG Political Economic Reports and the 2014, it can be concluded that Greenland has a relatively stable macro-economic framework at the moment.</p> <ul style="list-style-type: none"> <li>• After a period of negative growth between 2012 and 2014, GDP has started growing again.</li> <li>• Inflation is low</li> <li>• Unemployment is subject to seasonal fluctuations and it was around 10% in 2014.</li> </ul> <p>There is however a serious gap between the forecasted expenditure and revenue in the medium to long term. <i>Source: I-214</i></p>
Credible programme of PFM	<p>Having a credible programme of PFM is one of the conditions that the GoG needs to fulfil to receive EC Budget Support and, as such, this is a matter scrutinised and discussed during bi-annual meeting between the EC and the GoG.</p> <p>Overall, Greenland has a credible programme of PFM and has been implementing reforms in recent years to further strengthen it. The EC seems to have played an important role in this process by putting the topic on the table during the bi-annual policy dialogues on EU support to Greenland Education Sector and by commissioning a Public Expenditure and Financial Accountability (PEFA) assessment for Greenland and monitoring progress in this area.</p> <p><i>Source: I-215</i></p>
Transparency and oversight of the budget	<p>The level of openness and transparency in government operation is satisfactory to fulfil Budget Support conditions and there is a sense among EC staff that EU reporting requirements have contributed to better transparency on Greenland's side.</p> <p><i>Source: I-215</i></p>
Variable tranches conditionalities	<p>Beside general conditionalities related to a stable macroeconomic framework, credible PFM and transparency of the budget, EU support comes with some conditionalities related to performance.</p> <p><i>"The yearly disbursements for 2014 and 2015 contain a fixed tranche of 80 % and a variable tranche of up to 20 %, conditional on the performance of the programme"</i> ((Ministry of Education, Culture, Research and the Church 2015, p. 2).</p> <p>The variable tranche is measured on the basis of a list of 18 performance indicators:</p> <ul style="list-style-type: none"> <li>• EU1 Share of children in Pre-School</li> <li>• EU2 Share of professionals</li> <li>• EU3 7th grade test</li> <li>• EU4 Transition rate to education 1 year after completion</li> <li>• EU5 Share of age group outside education system</li> <li>• EU6 Number of apprenticeships</li> <li>• EU7 Attendance</li> <li>• EU8 Number of completions</li> <li>• EU9 Completion rate</li> <li>• EU10 Transition rate to education 2 years after completion</li> <li>• EU11 Transition rate to education 2 years after drop-out</li> <li>• EU12 Administrative staff completing training</li> </ul>

<b>I-411</b>	<b><i>The conditions linked to budget support have an added value</i></b>
	<ul style="list-style-type: none"> <li>• EU13 Education as a percentage of total expenditure</li> <li>• EU14 Education level; share of 35 year olds with a qualifying education</li> <li>• EU15 Job insertion</li> <li>• EU16 Percentage of trade balance in GDP</li> <li>• EU17 Percentage of the fisheries sector in total exports</li> <li>• EU18 Long term residents among civil servants (p. 5-6)</li> </ul> <p>Many of these indicators have been discussed under effectiveness. A few of them, such as EU1 and EU8 have already registered positive results. (Ministry of Education, Culture, Research and the Church 2015)</p>

#### 1.4.1.2 I-412 The EU technical assistance programme added value

I-412	EU funding for studies led to policy shifts												
Indicator Summary	<p>Since 2007, the EC has financed a number of studies on Greenland. The two main areas of investigation have been the education sector and the country PFM system.</p> <p>In the field of education, the EC has been providing support to GoG to:</p> <ul style="list-style-type: none"><li>• improving annual planning of the education provision, monitoring and supervising the education sector, and strategic planning;</li><li>• strengthening its capacity to plan, monitor and supervise the provision of tertiary education;</li><li>• improving its education programme through a complete set of recommendations by programme focal area at the end of the first programming period, 2007-2013.</li></ul> <p>In the field of PFM, it has already been mentioned under previous EQs how studies commissioned by the EC on the subject, such as the 2013 PEFA assessment, have led to an improvement in Greenland’s PFM system.</p>												
Technical Assistance	<p>Beside Sectoral Budget Support credits have been made available under a separate budget line in the Commission budget for technical assistance and studies. These here below are the amounts for 2014 and 2015.</p> <table><tr><th>Budget 2014</th><th>Appropriations 2013</th><th>Outturn 2012</th></tr><tr><td>249,000</td><td>275,000</td><td>227,219</td></tr><tr><th>Budget 2015</th><th>Appropriations 2014</th><th>Outturn 2013</th></tr><tr><td>244,000</td><td>249,000</td><td>275,000</td></tr></table> <p>Source: European Union 2013; 2014b</p> <p><i>“Former Item 21 01 04 20</i></p> <p><i>This appropriation is intended to cover:</i></p> <ul style="list-style-type: none"><li>• <i>expenditure on technical and administrative assistance which the Commission may delegate to an implementing agency governed by Union law,</i></li><li>• <i>expenditure on technical and administrative assistance not involving public authority tasks outsourced by the Commission under ad hoc service contracts for the mutual benefit of the Commission and beneficiaries,</i></li><li>• <i>expenditure on studies, meetings of experts, information and publications directly linked to the achievement of the objective of the programme.</i></li></ul> <p>Source: European Union 2013; 2014b</p>	Budget 2014	Appropriations 2013	Outturn 2012	249,000	275,000	227,219	Budget 2015	Appropriations 2014	Outturn 2013	244,000	249,000	275,000
Budget 2014	Appropriations 2013	Outturn 2012											
249,000	275,000	227,219											
Budget 2015	Appropriations 2014	Outturn 2013											
244,000	249,000	275,000											
Studies financed through the EU financial	<p><i>“The studies financed through the EU financial support have for the years following 2007, among other focused on:</i></p> <ul style="list-style-type: none"><li>• <i>2008. An assessment of the Public Finance Management (PFM) system.</i></li><li>• <i>2009. The Mid-Term Review assessment of the EU-Greenland co-</i></li></ul>												

I-412	EU funding for studies led to policy shifts
support 2007-2013	<p>operation strategy and its programming.</p> <ul style="list-style-type: none"> <li>• 2010. Development of planning, monitoring and forecasting mechanism for Greenland education sector.</li> <li>• 2011. Study to update the definition "drop-out" and to establish a student tracking system,</li> <li>• 2012. Both an evaluation of the performance of higher (Tertiary) education in Greenland and an evaluation of performance indicators used to monitor the GEP 2006-2013.</li> <li>• 2013. A Public Expenditure and Financial Accountability (PEFA) study". (European Commission and the Government of Greenland 2014b, 31)</li> <li>• In 2014, a specific study of the dropout among the students at the vocational educations was commissioned through the EU technical assistance programme (Ministry of Education, Culture, Research and the Church 2016, 30).</li> <li>• 2014. Study to Evaluate the Performance of Higher Education in Greenland.</li> <li>• 2015. External Review of EU Support to the Education Sector in Greenland 2007-2013 (Particip 2014, GFA Consulting Group 2015).</li> </ul>
2008 assessment of PFM system	<p>In 2008, the EC commissioned an Assessment of the Public Finance Management (PFM) System in Greenland. These were the services provided:</p> <p><b><i>"Extensive Review of the economic situation and economic policy:</i></b></p> <ul style="list-style-type: none"> <li>• Assessment of the general economic situation through analysis of the main macroeconomic variables and identification of possible constraints or trends that could constitute a potential risk for the future economic stability of the territory concerned;</li> <li>• Assessment of the evolution and sustainability of the fiscal deficit;</li> <li>• Assessment of the present situation of relationships with the concerned Member State and other donors if applicable, as well as the sectoral strategies mainly in the educational sector.</li> </ul> <p><b><i>Extensive Review of Public Finance Management following PEFA methodology:</i></b></p> <ul style="list-style-type: none"> <li>• Provision of an elaborate description and analysis of the legal and institutional framework, budgetary process, budgetary procedures in place including the public tendering procedures and ongoing reforms;</li> <li>• Provision of an overview and description of the global and sectoral financial flows including a description of revenue generation (such as block grants from Denmark, own tax collection, customs duties, special levies) and system for allocation of total revenues;</li> <li>• Analysis of the monitoring, reporting and control (internal and external) mechanisms of the budgetary process and the timeframes within which these controls operate;</li> <li>• Identification of implemented or ongoing actions based on recommendations of previous audits and evaluation of performance;</li> <li>• Identification of a set of key indicators to measure budgetary effectiveness and efficiency;</li> <li>• Comprehensive assessment of the public procurement legal framework, procedures and practices (openness, effectiveness and transparency).</li> </ul> <p><b><i>Development of M&amp;E Guidelines for periodic review:</i></b></p> <ul style="list-style-type: none"> <li>• Development of a monitoring and evaluation guide for periodic review of public sector management performance including the definition of milestones and targets jointly agreed between the EC and the Greenlandic Authorities.</li> </ul>

I-412	<i>EU funding for studies led to policy shifts</i>
	<p>Following from the assessment of the PFM system and the economic situation, a justified opinion on the eligibility criteria concerning public finance management (PFM) has been provided, as well as practical recommendations for public finance management monitoring" (ECFDC SINE DATUM).</p> <p>The PEFA assessment of 2013 has then confirmed that <i>"The GoG has met all milestones/benchmarks defined with the 2008 PEFA assessment report"</i> (Jensen 2014, 15).</p>
<p>2010. Development of planning, monitoring and forecasting mechanism for Greenland education sector</p>	<p><i>"Contribute to developing and strengthening the capacity of the GoG to plan, monitor and supervise education provision, including the capacity to match the supply of education / training programmes and the needs of industry and public sector at local and central levels.</i></p> <p><i>Specific objectives</i></p> <p><i>To develop a mechanism which supports GoG in:</i></p> <ul style="list-style-type: none"> <li>• <i>the annual planning of the education provision,</i></li> <li>• <i>the monitoring and supervising the education sector, and</i></li> <li>• <i>the strategic planning through establishment of medium- to long-term forecasts which relate to demographics and labour market situation and developments".</i></li> </ul> <p>Source: <a href="http://www.astecglobal.com/projects/project-case-studies/?start=3">http://www.astecglobal.com/projects/project-case-studies/?start=3</a> (consulted 25.08.2016).</p>
<p>2013. PEFA study</p>	<p>As already mentioned before:</p> <p><i>"The results of the 2014 PEFA assessment overall shows that the GoG's PFM system is very well designed and functioning with a high quality. It is noted that the quantified total average score for Greenland (3.37) can be compared positively with the 2008 score for Norway (3.41) and that these are among the highest PEFA scores established world-wide. [...] It is emphasised that some progress in some specific areas – covered by PEFA PI-8 iii (fiscal data consolidated according to sectoral categories), PI-12 (extending the existing MTEF for the GoG's education sector to the municipalities), PI-19 (procurement), PI-23 (availability of information on resources received by service delivery units) and PI-28 (legislative scrutiny of external audit reports) – is important for the EU support targeting the education sector. Particular attention by the GoG (and DEVCO) should thus be given to PFM reforms in these areas as they can directly measure and help to improve education sector service delivery by the GoG and the municipalities"</i> (Jensen, 2014, 14-15).</p> <p>An analysis of Aide Memoires of the bi-annual meetings between the EC and the GoG show that a discussion on PFM (as well as on Greenland macroeconomic situation and forecasts) is always present and progress closely monitored. During the meeting of March 2014, for example, following a Public Expenditure and Financial Accountability (PEFA) assessment commissioned by the EC to ECORYS, the EC and GoG agreed that an action plan with benchmarks for future monitoring should be developed and reporting should be based on EC Budget Support guidelines (European Commission and the Government of Greenland 2014a, 2).</p> <p>In the meeting of June 2015, the EC welcomed the PFM Action Plan approved in early 2015, which was considered relevant and credible, and including <i>"feasible and realistic targets that allow showing progress against timebound benchmarks"</i> (European Commission and the Government of Greenland 2015, 2).</p> <p>The Commission also <i>"welcomed progress registered in the implementation of the PFM Action Plan and urged to continue reform efforts in the different action axis, notably in further increasing competition on procurement in all</i></p>

I-412	<i>EU funding for studies led to policy shifts</i>
	<i>types of tenders and progressively including State Owned Companies and Municipalities” (European Commission and the Government of Greenland 2015, 2).</i>
2014. Study to Evaluate the Performance of Higher Education in Greenland	<p>In 2014 the EC commissioned to Particip a Study to Evaluate the Performance of Higher Education in Greenland</p> <p><i>“The purpose of this study is to contribute to developing and strengthening the capacity of the Government of Greenland to plan, monitor and supervise the provision of tertiary education, including the capacity to provide more closely to the needs of potential students. A main focus has been to collect data on higher education in Greenland including quantitative and qualitative elements. Part of the present evaluation of the higher education has involved the use of existing student behaviour data and interviews at management level. It has not included surveys among staff members, students or employers of graduates, an element which would otherwise have been part of a more comprehensive evaluation. The consultants would like to thank staff at Ilisimatusarfik (University of Greenland) for data assistance.</i></p> <p><i>A main conclusion from the quantitative analysis is that there is a considerable growth in the number of students but that there is a need for even more graduates from higher education in Green-land. This is the fundamental quantitative challenge for higher education in Greenland. The consult-ant’s projections, provides a realistic scenario showing a need for at least 100 extra graduates per year to meet a projected shortfall of 2,000 graduates by 2025. This shortage of graduates covers all subject-matter areas and concerns every department at the Ilisimatusarfik and the education institutions that provide first cycle higher education. The graduates are highly employable and they earn considerably more than other groups in the labour market in Greenland. When we look at employment and salaries for graduates from Ilisimatusarfik, the picture is positive. The return on education is even greater when compared with other Nordic countries. In that regard the higher education system in Greenland already provides closely to the needs of present and future students. This does not mean that there are no challenges. The drop-out in higher education is too high. This problem has been thoroughly dealt with in another EU-financed project. It is recommended that the monitoring statistical systems are used for continued efforts to increase the completion rate. In the annual reports from the University, progress in this area should be reported in even more details” (Particip 2014, 4).</i></p>
2015. External Review of EU Support to the Education Sector in Greenland 2007-2013	<p>The Evaluation of the previous programming period came up with the following recommendations per focal area:</p> <p><i>“PFM aspects:</i></p> <ul style="list-style-type: none"> <li><i>• Promote more transparency, execute a comparative analysis with other similar educational systems to establish the specific reasons of the high level of public education spending in Greenland.</i></li> <li><i>• Improve capacity building of the staff and create EU units in each municipality to enhance the implementation of the GoG and GEP policies and reforms in the education sector.</i></li> </ul> <p><i>Focal Area (FA) 1: Preparatory Courses and Youth Educational and Training Programmes</i></p> <ul style="list-style-type: none"> <li><i>• Continue to prioritise improvement of teachers’ training skills, capacities and capabilities at all levels.</i></li> <li><i>• Research to understand challenges of dealing with Greenlandic dialects in the classroom.</i></li> <li><i>• Increase, improve rationalisation of student accommodation</i></li> <li><i>• A TA unit to be created in each municipality, and funded under GEP II.</i></li> </ul>



I-412	<b>EU funding for studies led to policy shifts</b>
	<ul style="list-style-type: none"> <li>• <i>Danish and Greenlandic bilingual education to be introduced at earliest age possible.</i></li> <li>• <i>Utilisation of the institutional capacity needs to be optimised and expanded in order to include more students in the education system;</i></li> </ul> <p><i>Focal Area (FA) 2 Competence (Skills Training) Courses, Piareersarfiit1 and Unskilled Labour in the Work Force</i></p> <ul style="list-style-type: none"> <li>• <i>Conduct dialogue between the Ministry of Industry and Mineral Resources (MINR) and the Ministry of Education (MoE).</i></li> <li>• <i>Uses the CPR-base to track Piareersarfiit graduates obtaining jobs.</i></li> <li>• <i>Implement a cost-benefit analysis for elementary schools to mitigate the need of having continuation schools (efterskoler)</i></li> </ul> <p><i>Focal Area (FA) 3 Higher Education and Strategic Sectors</i></p> <ul style="list-style-type: none"> <li>• <i>Upgrade CSE3 status in Ilullisat to pay university level salaries, and fill gap of 150 social advisors needed each year.</i></li> <li>• <i>Re-evaluate the need to have the Sisimiut faculty of the College of Social Education</i></li> </ul> <p><i>Focal Area 4 Cross-Cutting Initiatives</i></p> <ul style="list-style-type: none"> <li>• <i>Improve dialogue between MOE &amp; municipalities to ameliorate education sector efficiency &amp; performance at municipal &amp; central levels.</i></li> <li>• <i>Focus TA funding to alleviate pressure on the public finances (e.g. tax administration and collection of arrears).</i></li> </ul> <p><i>Focal Area 5 Drop-Out Rates and Completion</i></p> <ul style="list-style-type: none"> <li>• <i>Continuing improving the bilingual language competence on all education levels: bilingualism pre-school, elementary and Higher levels (e.g. Maritime Studies, Artek Engineering)</i></li> <li>• <i>Settlement schools need to be upgraded to the status of Elementary schools (e.g. remove necessity of settlement children moving to towns with the attendant psychological problems of homesickness)</i></li> <li>• <i>Upgrade quality and number of existing teacher resources in the settlements/small towns by continuing to strengthen and considerably scale up the existing on-going teacher training educational courses possibly as a direct focal area of EU support in GEP II.</i></li> <li>• <i>Improve considerably education infrastructure in the municipalities, and tackle infrastructural challenges to developing E-learning.</i></li> <li>• <i>Assist Tech College Greenland to develop, pilot improved systems for monitoring and evaluation of student drop-out and re-joining rates.</i></li> </ul> <p><i>Focal Area 6 Building and Housing</i></p> <p><i>Conduct a study to setting up an Infrastructure Plan to permit better analysis of the numbers of student rooms / apartments built under GEP I in order to establish the correct figures for the different types of buildings constructed and put into operation.</i></p> <p><i>Focal Area 7 Structural Monitoring, Development Potential and Perspectives</i></p> <ul style="list-style-type: none"> <li>• <i>Increase municipalities' technical, financial and human resources to develop high-quality educational delivery.</i></li> <li>• <i>Invest in infrastructure at lower (municipalities and settlements) as well as upper levels to permit enhance coverage of E-learning" (GFA Consulting Group 2015, 3).</i></li> </ul> <p>The quality of the evaluation reports and some of the preliminary findings of the evaluation were initially questioned during the bi-annual meeting of June 2015 by the GoG and the report was subsequently revised accordingly (European Commission and the Government of Greenland 2015).</p>



### 1.4.1.3 I-413 EU funding ensure ring-fencing of educational support

I-413	<i>EU funding ensure ring-fencing of educational support</i>
Indicator Summary	Danish support has to be spent in sectors where Greenland has taken over responsibility from Denmark, but it is not ring-fenced for any specific sector. In contrast, EU funding to Greenland is allocated to education only. The split of budget per year over the period 2014-2020 is already given in the 2014 PSDS. This is complementary to an increase since 2004 of GoG's investments in the education sector. This contributes to ensuring ring-fencing of educational support.
Danish block grant	Danish financial support is not ring-fenced for one specific sector. It is to be used in areas for which Greenland has taken over the responsibility from Denmark but otherwise it is unconditional (Danish Parliament 2009).
EU support to Greenland's education sector	<p>The GD indicates the following as areas of co-operation of the partnership: <i>“(a) education and training, tourism and culture; (b) natural resources, including raw materials; (c) energy, climate, environment and biodiversity; (d) Arctic issues; (e) the social sector, mobility of the workforce, social protection systems, food safety and food security issues; and (f) research and innovation in areas such as energy, climate change, disaster resilience, natural resources, including raw materials, and sustainable use of living resources”</i> (European Union 2014a, art 3.2).</p> <p>The 2007 and 2014 PSDS establish, however, that the (sole) sector of choice for sector Budget Support is education (European Commission and the Government of Greenland 2007; 2014b).</p> <p>The Multi-Annual Financial Framework of the EU for the period 2014-2020 has defined an indicative amount of up to EUR 217.8 million (2014 prices) for financial co-operation with Greenland. The PSDS establishes that this amount is to be granted by means of budget support (p. 36). Out of the total amount, EUR 215.9 million are foreseen to support the Greenland education sector while EUR 1.8 million is foreseen for technical assistance. The split of budget per year over the period 2014-2020 is already given in the 2014 PSDS (European Commission and the Government of Greenland 2014b).</p>
Greenland education budget	<i>“The Government has focused on education and training since 2004, which has been reflected in an increase in the budget for education and training from 14.8% of the Government budget in 2005 to 18.2% of the Government budget in 2013” “The total public expenditure for the education sector in 2015 was EUR 326.6 million which accounted for 26.8 % of total expenditure in the public sector.”</i> (European Commission and the Government of Greenland 2014b, 3).

## 1.5 EQ 5 on Coherence, Consistency, Complementarity and Synergies

<b>JC 51: Level of correspondence between the GD and the PDSD</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>The programming does, for the most part, logically contribute to the achievement of the objectives of the GD. However, the pathways are not always clearly spelled out.</li> </ul> <b>Strength of the evidence base:</b> <i>Strong</i>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>Documentary review of policy documents, programming documents,</li> <li>Interviews.</li> </ul>
<b>JC 52: Alignment between the GD/PDSD and the EU Development Co-operation Policy</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>The programming of the GD is broadly in line with the principles of EU Development co-operation with regard to the need for the partner country to have primary responsibility for their development, complementarity with what Member States are doing in partner countries, alignment and harmonisation with partner country procedures, and in terms of thematic focus on access, quality and equity aspects in education.</li> <li>The choice of education as a focal sector is in line with the new European Consensus on Development (2016).</li> </ul> <b>Strength of the evidence base:</b> <i>Strong</i>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>Documentary review of policy documents, programming documents,</li> <li>Interviews.</li> </ul>
<b>JC 53: Coherence and complementarity between the GD and other EFIs</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>Since Greenland has managed to solicit funding under other EFIs only to a very limited extent, the question related to ensuring coherence, consistency, complementarity and possibly synergies between the GD and other EFIs is of limited practical significance at the operational level.</li> </ul> <b>Strength of the evidence base:</b> <i>Strong</i>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>Documentary review of policy documents, (including other EFIs) programming documents,</li> <li>OCTA Innovation website,</li> <li>Interviews.</li> </ul>

### 1.5.1 JC 51: The GD and PDSD correspond to each other.

#### 1.5.1.1 I-511 The envisaged activities and outputs logically allow the objectives to be achieved

<b>I-511</b>	<b>The envisaged activities and outputs logically allow the objectives to be achieved</b>
Indicator Summary	<p>As set out in EQ1, the overall objective of the GD is to contribute to the sustainable diversification of Greenland's economy and to achieving a higher standard of living and quality of life for its inhabitants. According to the programming, this is expected to be achieved through EU support to the education sector and through policy dialogue on other issues of mutual interest beyond education.</p> <p>The activities and outputs foreseen in the current PDSD logically contribute, for the most part, to the achievement the objectives of the partnership stated in the GD. However, the pathways are not clearly spelled out and, in some cases, there are no activities and outputs that logically lead to the objectives at the GD level.</p>

I-511	<i>The envisaged activities and outputs logically allow the objectives to be achieved</i>
	<ul style="list-style-type: none"> <li>• The objectives of the PSDS and the activities foreseen under the GEP are in line with the first specific objective of the GD: that is, helping Greenland to tackle some of the challenges the country faces in terms of diversification of the economy and the lack of a skilled labour force. As discussed under EQ1, it is not entirely clear, however, through which casual path the activities and outputs of the PSDS are supposed to lead to an increase in the number and quality of scientists or to an improvement in the information systems in the field of ICT, which are also specific objectives of the 2014 GD.</li> <li>• The objectives of the PSDS and the activities foreseen under the GEP only partially support the second specific objective of the GD – that is, “contributing to the capacity of the administration of Greenland to formulate and implement national policies in particular in new areas of mutual interest” (European Union 2014a, art. 3.1.b) – insofar as the new areas of mutual interest do not feature in the PSDS or in the GEP.</li> <li>• The objectives of the PSDS and the activities foreseen under the GEP have no direct connection to the general principle of the partnership stated under Article 2.2, that <i>“The partnership shall [...] define the framework for policy dialogue on issues of common interest for either partner, providing the basis for broader co-operation and dialogue in areas such as (a) global issues concerning, inter alia, energy, climate change and environment, natural resources, including raw materials, maritime transport, research and innovation and (b) Arctic issues”</i>. (European Commission and the Government of Greenland 2014)</li> </ul>
Objectives of the partnership 2007-2013	<p>The objectives of the initial partnership between the EC on the one hand and Greenland and the Kingdom of Denmark on the other were initially stated as follows:</p> <p><i>a) to provide a framework for dialogue; (b) to achieve common goals by consulting on issues of common interest to ensure that the co-operation efforts have maximum effect in accordance with the priorities of both partners; (c) to provide a basis for economic, financial, scientific, educational and cultural co-operation founded on the principles of mutual responsibility and mutual support; (d) to contribute to the development of Greenland (Article 2). Article 4.a also lists education and training as one of the possible areas of co-operation (Council 2006).</i></p>
Objectives of the partnership 2014-2020	<p>The specific objectives of the 2014 GD are:</p> <p><i>“(a) to support and to co-operate with Greenland in addressing its major challenges, in particular the sustainable diversification of the economy, the need to increase the skills of its labour force, including scientists, and the need to improve its information systems in the field of Information and Communication Technology [...] (b) to contribute to the capacity of the administration of Greenland to formulate and implement national policies, in particular in new areas of mutual interest as identified in the Programming Document for the Sustainable Development”</i> (European Union 2014a, art 3.1)</p> <p>Article 2 also states that <i>“The partnership shall [...] define the framework for policy dialogue on issues of common interest for either partner, providing the basis for broader co-operation and dialogue in areas such as (a) global issues concerning, inter alia, energy, climate change and environment, natural resources, including raw materials, maritime transport, research and innovation and (b) Arctic issues”</i> (European Union 2014a).</p> <p>The formal policy dialogue has however focussed to date almost exclusively on the education sector. During the last meeting between the EC and the GoG on the EU support to Greenland education and VET sector (that took place in Greenland in March 2016) the EC reiterated that a dialogue in areas of</p>

I-511	<i>The envisaged activities and outputs logically allow the objectives to be achieved</i>
	<p>“common concern” beyond education would allow its sector support to be situated in a wider context and improve respective understanding of themes of common interest. It was suggested that a similar approach to the education sector dialogue could be used (European Commission and the Government of Greenland 2016, 2).</p> <p>However, from interviews with DEVCO, it appears that there has not been much progress towards setting up a concrete framework for dialogue on issues beyond education (interviews with DEVCO staff).</p>
Objectives of the 2007 PDSD	<p>According to the programming document 2007-2013, the partnership between Greenland and the Community aimed at broadening and strengthening relations between the two parties and contributing to Greenland’s sustainable development. One of the partnership’s objectives was <i>“to provide a basis for economic, scientific, educational and cultural co-operation founded on the principle of mutual responsibility and mutual support”</i> (European Commission and the Government of Greenland 2007, 2).</p> <p>The first phase of the Greenland Education Programme (GEP) focussed on: vocational training, the acquisition of qualification for jobs above the unskilled level and the acquisition of real competences for unskilled people (European Commission and the Government of Greenland 2007, 1-2).</p> <p>The general objective was to contribute to a higher standard of living and quality of life in Greenland through developing better education, skills and knowledge (European Commission and the Government of Greenland 2007, 15).</p> <p>Some expected results of the PDSD (relevant to fulfil the objective to increase the skills of the Greenlandic labour force) and diversify the economy were:</p> <ul style="list-style-type: none"> <li>• <i>“Adequate financing for education and training with special focus on post-primary, vocational and skill training.</i></li> <li>• <i>Increased access to vocational education and skills training for both youth and unskilled and unemployed workers.</i></li> <li>• <i>Higher number and better quality and relevance of courses available for the target groups.</i></li> <li>• <i>Target groups motivated to take up and complete education and training offered”</i> (European Commission and the Government of Greenland 2007, 15).</li> </ul> <p>Relevant activities foreseen in the PDSD were:</p> <ul style="list-style-type: none"> <li>• <i>“Organisation and development of preparatory educational courses and out-of-school remedial training.</i></li> <li>• <i>Organisation and development of courses offered to unskilled workers to increase their qualification to skilled level combined with job placement services (Piareersarfiit centres).</i></li> <li>• <i>Development of advanced-skills vocational training in strategic areas such as health social, fisheries, tourism, mineral resources.</i></li> <li>• <i>Provision of financial incentives, including grants systems.</i></li> <li>• <i>Further implementation of special measures to improve the completion rate and reduce the drop-out rate through better counselling, structural supervision, boarding school environments and sharing best practices between education and institutions.</i></li> <li>• <i>Expansion of two vocational schools and student dormitories and maintenance of educational facilities”</i> (European Commission and the Government of Greenland 2007, 16).</li> </ul>
Objectives of the 2014	The 2014 PDSD has the overall objective: <i>“to contribute to a higher standard of living and quality of life along with sustainable diversification of the economy</i>

I-511	<b><i>The envisaged activities and outputs logically allow the objectives to be achieved</i></b>
PDSD	<p><i>through improved education, skills and knowledge</i>" (European Commission and the Government of Greenland 2014, 39).</p> <p>Specific objectives are:</p> <ol style="list-style-type: none"> <li>1. <i>"Reduced inequality in education by ensuring a well-functioning pre-school and elementary school system, no matter where the children live [...]"</i></li> <li>2. <i>"Increased quality of the education system with special emphasis on pre-school and elementary school and increased share of educated personnel in the system."</i></li> <li>3. <i>"Increased efficiency in the education system through reduced drop-out between stages in the system, increased completion in the post-elementary education system and a decrease in time spent in the education system before graduation"</i> (European Commission and the Government of Greenland 2014, 39).</li> </ol> <p>The expected results focus on access to, and attendance, quality and completion of elementary education. They also focus on reducing the drop-out rate and having pupils transitioning to high school and then higher education. There is no mention however to the specific mechanism that is expected to lead to more students from Greenland graduating from natural science degrees or in the field of information systems and ICT. The only mentions to higher education are:</p> <ul style="list-style-type: none"> <li>• <i>"Increased transition rate from high school to further education"</i></li> <li>• <i>"Increased completion at all levels of post-elementary education"</i></li> <li>• <i>"Increased completion rate at higher educations"</i></li> <li>• <i>"Increased number of graduates from higher educations"</i></li> </ul> <p>as expected results (European Commission and the Government of Greenland 2014, 40-41).</p>

## 1.5.2 JC 52: There is alignment between the GD/PDSD and the EU Development Co-operation Policy

### 1.5.2.1 I-521 The implementation of the GD fulfils key principles of the EU development policy such as country ownership, aligning and harmonisation in programming and implementation

I-521	<b><i>The implementation of the GD fulfils key principles of the EU development policy such as country ownership, aligning and harmonisation in programming and implementation</i></b>
Indicator Summary	<p>Even though Greenland is not technically a developing country (its GDP per capita is higher than the EU average), the programming and implementation of the GD is broadly in line with the principles of EU development co-operation as set out in the 2006 EU Consensus on Development (European Union 2006) and, more recently, in the 2011 Agenda for Change (European Commission 2011):</p> <ul style="list-style-type: none"> <li>• The European Consensus on Development establishes that development co-operation is a shared competence between the EC and Member States, and that developing countries have the primary responsibility for their own development. In the case of the GD, it has been shown under EQ4 how the EC adds value to the support already provided by one member state (Denmark), and how Greenland appears to exercise effective leadership over its own development in the field of education.</li> <li>• The European Consensus on Development expresses the need for alignment and harmonisation with partner country procedures. As seen under EQ1, the support under the GD is entirely based on Greenland's</li> </ul>



I-521	<b><i>The implementation of the GD fulfils key principles of the EU development policy such as country ownership, aligning and harmonisation in programming and implementation</i></b>
	<p>National Development Strategy, which sees education as being at the heart of all the economic challenges the country faces.</p> <ul style="list-style-type: none"> <li>• The European Consensus on Development states: “Where circumstances permit, the use of general or sectoral budget support should increase as a means to strengthen ownership, support partner's national accountability and procedures, to finance national poverty reduction strategies (PRS).” (European Union 2006, art 26). In the case of the GD, the support comes in the form of Sector Budget Support, and so the use of country systems and procedures is maximised (as no parallel structure is set up to implement the intervention).</li> <li>• The European Consensus on Development says that “priorities in education are quality primary education and vocational training and addressing inequalities”. (European Union 2006, Article 96) The two PDSDs respect this principle, insofar as the first one (European Commission and the Government of Greenland 2007) focused on vocational training, while the current one (European Commission and the Government of Greenland 2014) focuses on the quality of primary education and on addressing inequalities.</li> <li>• The choice of supporting the education sector, and supporting improvement in access, quality, and equity in education, is fully in line with the EU Agenda for Change, which states that the EU should focus on education as one of the foundations for inclusive and sustainable growth (European Commission 2011).</li> </ul>
Proposal for a new European Consensus on Development (2016)	<p>On the 22nd of November the European Commission published a Joint communication containing the proposal for a new European Consensus on Development (European Commission 2016d).</p> <p>The document makes various references to education including:</p> <ul style="list-style-type: none"> <li>• <i>“Addressing the education and employment needs of youth will be challenging”</i> (European Commission 2016d, 5).</li> <li>• <i>“Women and girls continue to be deprived of rights, resources and voice. They are less likely than men to be in education, training or paid work”</i> (European Commission 2016d, 9).</li> <li>• <i>“The EU and its Member States will pursue an end to hunger, universal health coverage, universal access to quality education and training, adequate and sustainable social protection and decent work for all, within a healthy environment”</i> (European Commission 2016d, 10).</li> <li>• <i>“Ensuring access to quality education for all is a prerequisite for long-lasting development”</i> (European Commission 2016d, 11).</li> <li>• <i>“the EU and its Member States [...] will work with partner countries to promote progressive taxation and redistributive public expenditure policies that promote access to quality basic services for all, in particular to quality education, health services and sanitation”</i> (European Commission 2016d, 11).</li> <li>• <i>“The EU and its Member States [...] will promote the use of digital technologies in other priority areas (such as governance, agriculture, education, health and energy). They will also support digital literacy and skills to empower people, including the most vulnerable”</i> (European Commission 2016d, 16).</li> </ul> <p>While the Arctic as such is not mentioned in the communication there are various references to climate change such as:</p> <ul style="list-style-type: none"> <li>• <i>“The world still faces persistent environmental problems, in particular the challenge of climate change, which threatens development gains and</i></li> </ul>

I-521	<b>The implementation of the GD fulfils key principles of the EU development policy such as country ownership, aligning and harmonisation in programming and implementation</b>
	<p>disproportionately affect the poor [...] Water demand and water stress will increase significantly over the next decades, making it a major challenge for adaptation to climate change impacts. Oceans are under increasing pressure. Access to scarce natural resources is at risk, given depletion and unsustainable management, requiring support for a transformation towards a more circular economy, based on resource efficiency" (European Commission 2016d, 5-6).</p> <ul style="list-style-type: none"> <li>• "Environmental sustainability, including a stable climate, is indispensable to poverty eradication and sustainable development, particularly for the poorest sections of society. Human well-being and resilient societies depend on healthy ecosystems and a functioning environment. Environmental degradation, including climate change, can offset economic progress, jeopardise peace and stability and cause large-scale migration. In addition to dedicated actions, environmental consideration needs to be integrated across all sectors of development co-operation sectors, including through preventive action. A responsible private sector and the application of the 'polluter pays' principle will also be critical to success" (European Commission 2016d, 12).</li> <li>• "The 2030 Agenda requires urgent efforts by all on global public goods. The EU and its Member States will implement the 2030 Agenda and the Paris climate change agreement through co-ordinated, coherent action, to exploit synergies in full, building also on other international frameworks such as the Sendai Framework for Disaster Risk Reduction and the New Urban Agenda" (European Commission 2016d, 13).</li> <li>• "The EU and its Member States will co-ordinate development co-operation programmes with trade policy tools in support of the implementation of the provisions in trade agreements relating to trade and sustainable development. They will combine the skills and resources of the private sector with supportive trade policies and instruments, Aid for Trade and economic diplomacy, which will promote inclusive and sustainable economic growth and help third countries adopt growth models that take account of resource scarcity and climate change action" (European Commission 2016d, 14).</li> <li>• "The EU and its Member States will increase its efforts to build resilience and adaptability to change, consistent with the Sendai Framework for Disaster Risk Reduction 2015-2030 and the Paris Agreement on climate change" (European Commission 2016d, 18).</li> </ul>
European Consensus on Development (2006)	<p>"Combating global poverty is not only a moral obligation; it will also help to build a more stable, peaceful, prosperous and equitable world, reflecting the interdependency of its richer and poorer countries" (European Union 2006, art 1).</p> <p>"Development co-operation is a shared competence between the European Community (3) and the Member States. Community policy in the sphere of development co-operation shall be complementary to the policies pursued by the Member States. Developing countries have the prime responsibility for their own development. But developed countries have a responsibility too. The EU, both at its Member States and Community levels, is committed to meeting its responsibilities" (European Union 2006, art 2).</p> <p>"The Member States and the Community are equally committed to basic principles, fundamental values and the development objectives agreed at the multilateral level. Our efforts at co-ordination and harmonisation must contribute to increasing aid effectiveness" (European Union 2006, art 3).</p>

I-521	<b><i>The implementation of the GD fulfils key principles of the EU development policy such as country ownership, aligning and harmonisation in programming and implementation</i></b>
	<p><i>“The primary and overarching objective of EU development co-operation is the eradication of poverty in the context of sustainable development, including pursuit of the Millennium Development Goals (MDGs)” (European Union 2006, art 5).</i></p> <p><i>“The eight MDGs are to: eradicate extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce the mortality rate of children; improve maternal health; combat HIV/AIDS, malaria and other diseases; ensure environmental sustainability and develop a global partnership for development” (European Union 2006, art 6).</i></p> <p><i>“Development aid will continue to support poor people in all developing countries, including both low-income and middle-income countries (MICs). The EU will continue to prioritise support to the least developed and other low-income countries (LICs) to achieve more balanced global development, while recognising the value of concentrating the aid activities of each Member State in areas and regions where they have comparative advantages and can add most value to the fight against poverty” (European Union 2006, art 10).</i></p> <p><i>“Poverty relates to human capabilities such as consumption and food security, health, education, rights, the ability to be heard, human security especially for the poor, dignity and decent work. Therefore combating poverty will only be successful if equal importance is given to investing in people (first and foremost in health and education and HIV/AIDS, the protection of natural resources (like forests, water, marine resources and soil) to secure rural livelihoods, and investing in wealth creation (with emphasis on issues such as entrepreneurship, job creation, access to credits, property rights and infrastructure). The empowerment of women is the key to all development and gender equality should be a core part of all policy strategies” (European Union 2006, art 11).</i></p> <p><i>“Where circumstances permit, the use of general or sectoral budget support should increase as a means to strengthen ownership, support partner's national accountability and procedures, to finance national poverty reduction strategies (PRS) (including operating costs of health and education budgets) and to promote sound and transparent management of public finances” (European Union 2006, art 26).</i></p> <p><i>“The Community aims to contribute to 'Education for All'. Priorities in education are quality primary education and vocational training and addressing inequalities. Particular attention will be devoted to promoting girls' education and safety at school. Support will be provided to the development and implementation of nationally anchored sector plans as well as the participation in regional and global thematic initiatives on education” (European Union 2006, art 96).</i></p>
The Agenda for Change	<p>The choice to support the education sector and to support an increase in access to, quality of and equity in education is fully in line with the EU Agenda for Change. The Agenda states that: <i>“The EU should focus its support for inclusive and sustainable growth on those sectors which build the foundations for growth and help ensure that it is inclusive, notably social protection, health and education [...] The EU should take a more comprehensive approach to human development. This involves supporting a healthy and educated population, giving the workforce skills that respond to labour market needs, developing social protection, and reducing inequality of opportunity. The EU should support sector reforms that increase access to</i></p>

<b>I-521</b>	<b><i>The implementation of the GD fulfils key principles of the EU development policy such as country ownership, aligning and harmonisation in programming and implementation</i></b>
	<i>quality health and education services and strengthen local capacities to respond to global challenges. The EU should use its range of aid instruments, notably ‘sector reform contracts’ with intensified policy dialogue. [...] The EU should enhance its support for quality education to give young people the knowledge and skills to be active members of an evolving society. Through capacity-building and exchange of knowledge, the EU should support vocational training for employability and capacity to carry out and use the results of research” (European Commission 2011, 7-8).</i>
Status of Greenland	Greenland is not technically a “developing country”, its GDP pro capita is higher than the EU average but it is highly dependent from Denmark block grants (European Commission and the Government of Greenland 2007, 8).
Analysis of current situation: ownership	As seen under JC 22, Greenland appears to exercise effective leadership over its own education sector policy – e.g. by having a strong say on to what sector(s) the EU budget support should be allocated and by drafting its own Education Strategy and Programmes. The EC respects Greenland’s leadership in this sector and through its financial support and the bi-annual policy dialogue it contributes to strengthen Greenland administrative capacity in this area as we have seen in the context of I-114 (Interviews with EC staff and Greenlandic counterparts).
Analysis of current situation: alignment & harmonisation	The support is completely based on Greenland’s Education Strategy (Ministry of Education, Culture, Research and the Church 2015b) that sees education as being at the hearth of all economic challenges. As the support comes in the form of Budget Support, the use of country systems and procedures is maximised (as no parallel structure to implement the intervention is set up). In terms of support to strengthened PFM, the EC regularly provides reliable indicative commitments of aid over a multi-year framework. The support also relies to the maximum extent possible on partner government budget and accounting mechanisms that based on I-216 appear to be transparent.
Analysis of current situation vis-à-vis the Agenda for Change	The choice to support the education sector and to support an increase in access to, quality of and equity in education is fully in line with the Agenda for Change (European Commission 2011) that states that the EU should focus on education as one of the foundations for inclusive and sustainable growth (see also I-121).

### **1.5.3 JC 53: Coherence and complementarity between the GD, other EFIs as well as other EU policies is ensured**

#### **1.5.3.1 I-531 GD programming systematically refers to complementarity with other EFIs where appropriate**

<b>I-531</b>	<b><i>GD programming systematically refers to complementarity with other EFIs where appropriate</i></b>
Indicator Summary	Greenland is, in principle eligible, for other EFIs. However, in practice, the fact that Greenland has a relatively high per capita income, political stability and good rule of law means that the country qualifies only for relatively small amounts of support. In particular, Greenland is not currently eligible for EDF funding, in contrast to other OCT countries, because it has its own budget line. Possibly for this reason, no other EFIs are mentioned in the GD programming document 2007, and the ineligibility for the EDF is the only



I-531	<b>GD programming systematically refers to complementarity with other EFIs where appropriate</b>	
	mention relating to other individual EFIs in the 2014 programming document. There is a mention, however, of the CIR regulation in both the GD and the 2014 PDSD. Overall, it can be concluded that complementarity with other EFIs is not systematically referred to in GD programming.	
Greenland's eligibility for funding under other EFIs	<b>Instrument</b>	<b>Greenland's eligibility as a beneficiary</b>
	<b>Instrument for Pre-accession Assistance</b>	No (European Parliament and the Council 2014b)
	<b>European Neighbourhood Instrument</b>	No (European Parliament and the Council 2014c)
	<b>Development Co-operation Instrument</b>	Yes, under thematic programmes <i>"While thematic programmes should primarily support developing countries, some beneficiary countries as well as the overseas countries and territories (OCTs) the characteristics of which do not satisfy the requirements allowing them to be defined as Official Development Assistance ('ODA') recipients by the Development Assistance Committee of the Organisation for Economic Co-operation and Development ('OECD/DAC') but which are covered by point (b) of Article 1(1) should also be eligible for thematic programmes subject to the conditions laid down in this Regulation"</i> (European Parliament and the Council 2014d, art 24).
	<b>Partnership Instrument</b>	Yes, <i>"Without prejudice to paragraph 1, all third countries, regions and territories may be eligible for co-operation under this Regulation"</i> (European Parliament and the Council 2014e, art 2.2).
	<b>Instrument contributing to Stability and Peace</b>	Yes, but only if ever undergoing <i>"a situation of urgency, crisis or emerging crisis; (b) a situation posing a threat to democracy, law and order, the protection of human rights and fundamental freedoms, or the security and safety of individuals, in particular those exposed to gender-based violence in situations of instability; or (c) a situation threatening to escalate into armed conflict or to severely destabilise the third country or countries concerned."</i> (European Parliament and the Council 2014a, art 3.1).
	<b>European Instrument for Democracy &amp; Human Rights</b>	Yes (European Parliament and the Council 2014f)
	<b>Instrument for Nuclear Safety Co-operation</b>	Yes (Council 2013b)
	<b>European Development Fund</b>	No (European Commission and the Government of Greenland 2014)
	Source: Analysis of legal source for all EFIs	
References to EFIs in	As the 2014 PDSD explains: <i>"When Greenland withdrew from the EC in 1985, the parties concluded the agreements on fishing. The agreements</i>	



I-531	<b>GD programming systematically refers to complementarity with other EFIs where appropriate</b>
GD programming documents	<p><i>gave Greenland duty-free access to the European market for fish products and gave fishing rights to EU countries in Greenland waters in exchange for agreed remuneration. It also included Greenland as an OCT whereby Greenland products were given duty free access to the EU market. However Greenland was not given access to the EDF. During 2001 - 2006 Greenland received €42.8 million/year from the EU. A new Fisheries Partnership Agreement was recently signed between Greenland and the EU, effective from January 2007. The annual EU financial contribution will be €15.8 million, of which 25% is earmarked for support to the Greenlandic fisheries policy. The new protocol decreases the EU catch to reflect the state of the stocks and the needs of the Greenlandic fishing industry. A further €2 million is expected from EU ship owners in the form of licence fees. Greenland will also receive € 25 million from the EU for co-operation in areas other than fisheries. Greenland will therefore receive the same amount as it does under the current fisheries protocol. The Council Decision on the association of the OCT with the EEC, which governs EU-OCT relations, also emphasises co-operation and development aspects, but due to per capita income limits, Greenland only qualifies for relatively small amounts of support. No other Community support funding is forthcoming (also not under EDF) except for the compensation provided under the fisheries agreements” (European Commission and the Government of Greenland 2014, 71-72).</i></p> <p><i>“At present Green land does not benefit from EDF funding” (European Commission and the Government of Greenland 2014, 74).</i></p> <p>No EFIs are mentioned in the 2007 PDSD (European Commission and the Government of Greenland 2007).</p>
References to CIR	<p>References to the CIR regulation (European Parliament and the Council 2014g) can be found in the GD and in the 2014 PDSD:</p> <ul style="list-style-type: none"> <li>• <i>“Common rules and procedures for the implementation of the Union's instruments for financing external action, laid down in Regulation (EU) No 236/2014 of the European Parliament and of the Council (1), should apply to the implementation of this Decision, as appropriate” (European Union 2014a, art. 19).</i></li> <li>• <i>“Programming Document for the Sustainable Development of Greenland was drawn up in accordance with Council Decision 2014/137/EU of 14 March 2014 and Regulation (EU) 236/2014 of the European Parliament and the Council of the 11 March 2014 laying down the rules and procedures for the implementation of the Union's instruments for financing external action” (Commission and the Government of Greenland 2014, 1).</i></li> </ul>

### 1.5.3.2 I-533 Extent to which Greenland's association as an OCT has ensured complementarity between the GD and the EDF

I-533	<b>Extent to which Greenland's association as an OCT has ensured complementarity between the GD and the EDF</b>
Indicator Summary	<p>As seen under previous indicators, Greenland is not currently eligible for EDF funding, in contrast to other OCT countries. However, because it is an OCT and belongs to the OCT Association (OCTA), Greenland gained access to the OCTA Territorial Strategies for Innovation – a € 2 million Technical Assistance programme for the sustainable development of 21 OCTs, including Greenland. The programme has the goal of improving economic diversification and improving regional and global competitiveness through innovative solutions. In this sense, Greenland's association as an OCT has ensured complementarity between the GD and the EDF. Greenland is also involved in thematic collaboration with other OCTs in the area of climate</p>

I-533	<i>Extent to which Greenland's association as an OCT has ensured complementarity between the GD and the EDF</i>
	change adaptation for which DCI funding has been solicited. The other OCTs do however have very different geographical challenges compared to Greenland, which limits the benefits for Greenland of such collaboration (Interviews with various stakeholders in Greenland).
OCT-EU Relations	<p>OCT-EU relations have their legal basis in the Council Decision 2013/755/EU of 25 November 2013 on the association of the overseas countries and territories with the European Union (Council 2013a).</p> <p><i>“An amount A of EUR 229,5 million shall be allocated to the OCTs other than Greenland in particular to finance the initiatives referred to in the programming document”</i> (Council 2013a, art 3.1).</p>
OCTA Innovation	<p><i>“Associated to the European Union (EU), the Overseas Countries and Territories (OCTs) comprise 25 islands, which have special links with Denmark, France, the Netherlands, and the United Kingdom. Twenty-two (22) OCTs, of which 21 inhabited, are members of the Overseas Countries and Territories Association (OCTA).</i></p> <p><i>With the support of the European Union, OCTA initiated a dedicated project, “Territorial strategies for innovation” or OCTA Innovation, which provides technical and demand-driven services to the governments of the 20 inhabited OCTs.</i></p> <p><i>The project aims to enhance sustainable development through innovative solutions for economic diversification and to improve regional and global competitiveness of the OCTs.</i></p> <p><i>A team of experts (a core team based in Brussels – the OCTA Innovation Team, and a number of short-term experts) is assisting the OCT governments, both from Brussels and in the OCTs, in order to:</i></p> <p><i>Support the reinforcement of OCTs and OCTA capacities on innovation and related strategy setting, and to encourage regional and sector co-operation when appropriate.</i></p> <ul style="list-style-type: none"> <li><i>• Develop a shared approach and enhance the links between the main stakeholders on strategic objectives for supporting innovation in OCTs.</i></li> <li><i>• Create the appropriate framework and tools for supporting OCTs in the formulation and implementation of their strategies for innovation.</i></li> </ul> <p><i>To this end each OCTs’ government appointed an Innovation Manager (IM) that will be key to support innovation policies in each OCT country. IMs main functions are related to:</i></p> <ul style="list-style-type: none"> <li><i>• The assessment of the opportunities for innovation implementation in each OCT;</i></li> <li><i>• The development of a territorial innovation strategy based on the local conditions and potentials;</i></li> <li><i>• The elaboration and implementation of pilot project.</i></li> </ul> <p><i>The OCTA Innovation Team support IMs in performing their main functions through dedicated capacity building activities within the whole project life-cycle”.</i></p> <p>Source: <a href="http://octa-innovation.eu/what-is-the-octa-innovation-project/">http://octa-innovation.eu/what-is-the-octa-innovation-project/</a> (consulted 16.08.16)</p> <p>According to the tender documents of this programme, OCTA is the contracting authority but the funds are from the EU. The maximum budget was estimated in EUR 3,000,000 for the 21 OCTs including Greenland (EuropeAid 2013).</p>

### 1.5.3.3 I-534 There is coherence (conceptually and operationally) between the GD and the Sustainable Fisheries Partnership Agreement (SFPA)

<b>I-534</b>	<b><i>There is coherence and complementarity between the GD and SFPA</i></b>
Indicator summary	The SFPA (from January 2016) is another important stream of funds, channelled by the EU to help support the development of Greenland. As 90% of Greenland's exports consist of fish products, it is important that there is strong coherence and complementarity between the SFPA and the GD. The findings are that there is overall alignment in rationale and purpose of the two instruments, but there is little operational complementarity. There is no evidence of concrete synergies having been pursued during programming (PDSD) or implementation (Interviews with EC staff and counterparts in Greenland).

## 1.6 EQ 6 on Leverage

<b>JC 61: Additional funding solicited</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>Greenland has solicited only limited funds from other EU sources, and has not been able to solicit other additional funding (internationally or domestically) as a result of the GD.</li> <li>It has, however, accessed funds through its OCT Association, and there are on-going attempts to fundraise under the DCI thematic programmes and to access a loan/grant from the EIB for a mining project.</li> </ul> <b>Strength of the evidence base:</b> <i>Strong</i>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>Documentary review of policy documents, programming documents, evaluations,</li> <li>Interviews.</li> </ul>
<b>JC 62: Political and policy engagement</b>	
<b>Main findings</b> <ul style="list-style-type: none"> <li>The GD has, to a limited extent, leveraged further political and policy engagement.</li> <li>There has been no progress towards setting up a framework for dialogue (beyond education) – as called for in the GD.</li> <li>There is dialogue held in various other forums on issues of mutual interest, but it has been ad hoc and sporadic and without systematic follow up and monitoring.</li> <li>There are no concrete outcomes in terms of convergence of ideas and opinions on the thematic areas mentioned in the instrument</li> <li>There has not been sufficient interest on either side in holding regular and systematic policy dialogue</li> <li><b>Strength of the evidence base:</b> <i>Medium</i></li> </ul>	<b>Main sources of information:</b> <ul style="list-style-type: none"> <li>Documentary review of policy documents, programming documents, aides memoire,</li> <li>EuropeAid, DG Growth, DG MARE websites,</li> <li>Government of Greenland's website,</li> <li>OCTA Innovation website,</li> <li>Interviews.</li> </ul>

### 1.6.1 JC 61: Greenland has managed to solicit additional funding as a result of the GD/PDSD.

#### 1.6.1.1 I-611 Greenland has managed to solicit funding from other donors, other EU horizontal programmes and/or the private sector as a result of the GD/PDSD

<b>I-531</b>	<b>Greenland has managed to solicit funding from other donors, other EU horizontal programmes and/or the private sector as a result of the GD/PDSD</b>
Indicator Summary	<p>As seen under EQ5, while Greenland is in principle eligible for funding under other EFIs, the fact that it has a high per capita income, political stability and good rule of law means that it qualifies only for relatively small amounts of support. In particular, Greenland is not currently eligible for EDF funding, in contrast to other OCT countries. There is ongoing talk between Greenland and the EIB on Greenland getting a loan/grant for a mining project, but the project has not yet been realised.</p> <p>The GD has only to a very limited extent helped Greenland leverage additional EU funds from horizontal programmes. Moreover, there is no evidence in the documents of a positive impact of GD/PDSD on investments by other donors or the foreign private sector. Finally, there is not sufficient evidence in the documents available to establish whether GD/PDSD has</p>

<b>I-531</b>	<b><i>Greenland has managed to solicit funding from other donors, other EU horizontal programmes and/or the private sector as a result of the GD/PDSD</i></b>
	leveraged additional funds from Greenland's private sector.
Funding from other EU horizontal programmes	<p>As the 2014 PDSD explains: <i>"When Greenland withdrew from the EC in 1985, the parties concluded the agreements on fishing. The agreements gave Greenland duty-free access to the European market for fish products and gave fishing rights to EU countries in Greenland waters in exchange for agreed remuneration. It also included Greenland as an OCT whereby Greenland products were given duty free access to the EU market. However Greenland was not given access to the EDF. During 2001 - 2006 Greenland received €42.8 million/year from the EU. A new Fisheries Partnership Agreement was recently signed between Greenland and the EU, effective from January 2007. The annual EU financial contribution will be €15.8 million, of which 25% is earmarked for support to the Greenlandic fisheries policy. The new protocol decreases the EU catch to reflect the state of the stocks and the needs of the Greenlandic fishing industry. A further €2 million is expected from EU ship owners in the form of licence fees. Greenland will also receive € 25 million from the EU for co-operation in areas other than fisheries. Greenland will therefore receive the same amount as it does under the current fisheries protocol. The Council Decision on the association of the OCT with the EEC, which governs EU-OCT relations, also emphasises co-operation and development aspects, but due to per capita income limits, Greenland only qualifies for relatively small amounts of support. No other Community support funding is forthcoming (also not under EDF) except for the compensation provided under the fisheries agreements"</i> (European Commission and the Government of Greenland 2014, 71-72).</p> <p><i>"At present Greenland does not benefit from EDF funding"</i> (European Commission and the Government of Greenland 2014, 74).</p> <p>Greenland has – via annex II F of the Overseas Association Decision – access to different horizontal EU programmes, which have been used sporadically. One of the activities was the EU "Programme on Communicative Barriers (COMBAR)" project, which created tools to overcome barriers, such as geographical remoteness, in vocational education training. A second phase of the Programme is now being funded through the Leonardo da Vinci programme. Greenland is also participating in several of the Northern Periphery Programmes that receive co-financing through the Greenlandic budget. In addition, the Arctic related programmes by DG Research and Innovation fund some projects with partners from Greenland. The Danish-based Villum Foundation supports a counselling and training project for young people in the settlements who are not engaged in education or training after elementary school. The foundation supports the counselling and training effort in 12 settlements in the period 2012-2016 with a total amount of approximate EUR 2.1 Million.</p> <p>The EU has through the Seventh Framework Programme (FP7) contributed around EUR 200 million of EU funds to international research activities in the Arctic. The Institute of Natural Resources in Greenland is a co-partner in three on-going research partnerships funded by the FP7. This includes among others collaboration between EU research institutions, which involves exchange of researchers. The Institute of Natural Resources has been experiencing a significantly growing interest in Greenland and Arctic research the last 10 years. However, they also abstain from applying because of the lack of resources for cumbersome application procedures (Interview with the Institute of Natural Resources, October 2016).</p>
Funding from other	Greenland is not on the DAC list of Official Development Assistance (ODA) recipients (OECD SINE DATUM), due to its high GDP per capita. Denmark



<b>I-531</b>	<b><i>Greenland has managed to solicit funding from other donors, other EU horizontal programmes and/or the private sector as a result of the GD/PDSD</i></b>
donors	and the EC are the only “donors” active in the country.
Funding from the private sector	No evidence has been found in the documents that GD/PDSD has led to an increase in Foreign Direct Investments. Not enough evidence to establish whether GD/PDSD has leveraged funds from Greenland’s private sector.

### **1.6.2 JC 62: The GD/PDSD has strengthened further the partnership and co-operation between the EU and Greenland (political or policy engagement).**

#### **1.6.2.1 I-621 Evidence of increased political or policy collaboration between the EU and Greenland in other thematic areas (climate, trade, fisheries, arctic issues) as a result of the GD/PDSD**

<b>I-621</b>	<b><i>Evidence of increased political or policy collaboration between the EU and Greenland in other thematic areas (climate, trade, fisheries, arctic issues) as a result of the GD/PDSD</i></b>
Indicator Summary	<p>Despite the fact that the GD calls for dialogue on issues other than the education sector, there is only limited evidence to date of an increase in political or policy collaboration between the EU and Greenland in thematic areas beyond education as a result of the GD/PDSD.</p> <p>An analysis of the aides memoire of the bi-annual meetings between the EC and the GoG on EU support to Greenland education and Education and Vocational Training Sector reveals that the need to establish a framework for policy dialogue on issues of “common concern” is consistently referred to in the most recent meetings. From interviews with DEVCO, however, it appears that there has not been much progress towards setting up a concrete framework for dialogue on issues beyond education.</p> <p>Dialogue has been held on issues of mutual interest but they have been sporadic and with no systematic follow up.</p> <p>In 2015, an “EU-Greenland Workshop on Raw Materials” was held in Brussels to discuss the raw materials potential of Greenland, EU needs with regard to co-operation with Greenland on raw materials, and Greenland’s strategy for growth based on natural resources, among other issues based on the Letter of Intent on raw material signed in 2012 between the EC and the GoG has however not been systematically followed up.</p> <p>Since 2014, and partly thanks to its status as an OCT and its co-operation with the EC in the area of education, Greenland is also part of the Kimberley process, an initiative to stem the flow of “conflict diamonds”. For Greenland, this should facilitate trade of rough diamonds towards the European Union.</p> <p>Greenland and the EC do hold dialogue on issues such as sustainable energy, raw materials and Arctic issues in multilateral forums, such as OCT-EU annual forum and the Annual EU Arctic Indigenous Peoples' Dialogue meetings. Both types of gathering pre-date the 2014 GD and the current PDSD.</p>
Objectives of the partnership	Article 2 also states that <i>“The partnership shall [...] define the framework for policy dialogue on issues of common interest for either partner, providing the basis for broader co-operation and dialogue in areas such as (a) global issues concerning, inter alia, energy, climate change and environment, natural resources, including raw materials, maritime transport, research and innovation and (b) Arctic issues”</i> (European Union 2014a).

I-621	<i>Evidence of increased political or policy collaboration between the EU and Greenland in other thematic areas (climate, trade, fisheries, arctic issues) as a result of the GD/PDSD</i>
EC-GoG bi-annual meetings	<p>An analysis of the Aide Memoire of the bi annual meetings between the EC and the GoG on EU support to on the EU support to Greenland education and Education and Vocational Training Sector reveals that the need to establish a framework for policy dialogue on issues of “common concern” is consistently referred to in the latest Aide Memoires of these meetings. Here are two examples:</p> <p><i>“The parties have agreed to engage in policy dialogue at the appropriate political and technical levels in the areas for co-operation foreseen in Council Decision, other than education, such as raw materials, arctic policy and environment, when relevant and under a slot dedicated to that purpose under the regular education policy dialogue biannual meetings. It was agreed that there will be consultations between both parties to define the points (other than education) to be included in the agenda of the coming policy dialogue meetings. Depending on the issues to be discussed, efforts will be made by both parties in order to ensure the parties are represented at the meetings at appropriate level and/or are technically duly prepared to undertake such discussions. A methodology will be established before the next policy dialogue which will foresee the prior submission of papers on the issues to be discussed where consultations have to take place with the respective authorities”. (European Commission and the Government of Greenland 2015, 1-2).</i></p> <p><i>“The Greenland Decision envisages establishing a framework for dialogue between Greenland, Denmark and the Commission in areas of “common concern”, beyond the education sector. The COM pointed to such a dialogue being a recurring theme in its programmes, allowing its sector support to be situated in its wider context, and improving respective understanding of themes of common interest.</i></p> <p><i>The dialogue requires the engagement of the relevant sector services, depending upon its theme. An initial discussion pointed to the following aspects:</i></p> <p><i><u>Organisational methodology:</u> the approach adopted for education sector dialogue could be used as the basic organisational model, with agenda agreed well in advance, and the meeting based on documentation and/or presentation.</i></p> <p><i><u>Possible themes of dialogue:</u></i></p> <ul style="list-style-type: none"> <li>• <i>EU Arctic policy [...]</i></li> <li>• <i>Investment priorities for growth, and continuation of the raw material dialogue</i></li> <li>• <i>EITI (reflecting commitments on extractive industries transparency)</i></li> </ul> <p><i>The GoG underlined that the dialogue needs to take place in Greenland to allow proper stakeholder participation. [...]</i></p> <p><i>It may be possible to launch this approach during Commissioner Mimica’s visit in June 2016. A written proposal will be jointly prepared building upon the discussion that was held” (European Commission and the Government of Greenland 2016, 1-2).</i></p> <p>From interviews with DEVCO, however, it appears that there has not been much progress towards setting up a concrete framework for dialogue on issues beyond education (interviews with DEVCO staff).</p>
EU-OCT relations	<p>Legal framework:</p> <p><i>“Under Part IV of the Treaty on the Functioning of the European Union (Articles 198 to 204), “the Member States agree to associate with the Union the non-European countries and territories which have special relations with Denmark, France, the Netherlands and the United Kingdom” (Article 198). The European acquis does not apply to OCTs; instead, the detailed rules and procedures for the Association are provided for by the Council Decision 2013/755/EU on the</i></p>

I-621	<b>Evidence of increased political or policy collaboration between the EU and Greenland in other thematic areas (climate, trade, fisheries, arctic issues) as a result of the GD/PDSD</b>
	<p>Association of the OCTs with the European Union which was adopted on 25 November 2013. It aims to modernise the relationship of the EU with its OCTs, moving beyond development co-operation and focusing on a reciprocal relationship based on mutual interests".</p> <p>Source: <a href="http://ec.europa.eu/europeaid/where/octs_and_greenland/index_en.htm_en">http://ec.europa.eu/europeaid/where/octs_and_greenland/index_en.htm_en</a> (consulted 24.08.2016)</p> <p>"With the aim of enabling the OCTs to take a full part in the implementation of the EU-OCT Association, a broad-based dialogue is organised by the Commission to enable the EU, all the OCTs and the Member States to which they are linked to consult each other on the principles, detailed procedures and results of the association.</p> <p>In particular, an OCT-EU Forum for dialogue meets annually to bring together OCT authorities, representatives of the Member States and the Commission (as well as Members of the European Parliament, the European Investment Bank or representatives of outermost regions, when appropriate). The Commission chairs the OCT-EU Forum and provides its secretariat".</p> <p>Source: <a href="https://ec.europa.eu/europeaid/regions/overseas-countries-and-territories-octs/eu-oct-dialogue_en">https://ec.europa.eu/europeaid/regions/overseas-countries-and-territories-octs/eu-oct-dialogue_en</a> (consulted 24.08.2016)</p> <p>The 14th OCT-EU forum took place in Brussels on 26<sup>th</sup> February 2016.</p> <p>"Half a day discussions took place around two high level round-tables focused on two major topics of mutual interest: i) the new global agreement on climate change, reached in Paris in December 2015, and ii) the OCTs' response efforts and growth and investment opportunities in OCTs, which sits at the heart of OCTs' sustainable development [...] At the margin of the Forum, a Joint Declaration has been signed between the EU and twenty-two Overseas Countries and Territories [including Greenland] on reinforced co-operation in the field of sustainable energy".</p> <p>Source: <a href="https://ec.europa.eu/europeaid/news-and-events/14th-oct-eu-forum-26-february-2016_en">https://ec.europa.eu/europeaid/news-and-events/14th-oct-eu-forum-26-february-2016_en</a> (consulted 24.08.2016)</p>
Summit of OCT Energy Ministers and EUSEW	<p>A Summit of OCT Energy Ministers organised by the Association of the Overseas Countries and Territories of the European Union (OCTA) took place in Brussels on the 16th &amp; 17th of June 2015 in the margins of the EU Sustainable Energy Week (EUSEW).</p> <p>During the EUSEW a speech was given by Hon. Mala Høy Kúko, Greenland Minister of Nature, Environment and Justice in the context of a session on: 'Sustainable energy solutions from the poles to the tropics by the overseas countries and territories of the European Union'.</p> <p>Source: <a href="http://octa-innovation.eu/the-summit-of-oct-energy-ministers-and-the-eu-sustainable-energy-week/">http://octa-innovation.eu/the-summit-of-oct-energy-ministers-and-the-eu-sustainable-energy-week/</a> (consulted 24.08.2016)</p>
EU Greenland Workshop on Raw Materials	<p>On 19<sup>th</sup> June 2015 the "EU-Greenland Workshop on Raw Materials" was held in Brussels. From the EU-side, participants included staff of DG GROWTH, DG DEVCO and the EEAS and DG MARE. From Greenland's side, representative from the Ministry of Mineral Resources, the Department of Finance and Greenland Representation to the EU participated.</p> <p>The workshop featured presentations and discussions such as: the raw materials potential of Greenland, EU needs with regard to co-operation with Greenland on raw materials, Greenland's strategy for growth based on natural resources and doing business in Greenland.</p> <p>Source: <a href="http://ec.europa.eu/growth/tools-databases/newsroom/cf/itemdetail.cfm?item_id=8371&amp;lang=en&amp;tpa_id=1040&amp;ti">http://ec.europa.eu/growth/tools-databases/newsroom/cf/itemdetail.cfm?item_id=8371&amp;lang=en&amp;tpa_id=1040&amp;ti</a></p>

I-621	<b>Evidence of increased political or policy collaboration between the EU and Greenland in other thematic areas (climate, trade, fisheries, arctic issues) as a result of the GD/PDSD</b>
	<p><a href="#">tle=EU-Greenland-Workshop-on-Raw-Materials-%28Brussels%2C-19-June-2015%29</a> (consulted 24.08.2016)</p> <p>The basis of this dialogue can be found in the Letter of intent on raw materials signed on June 2012 between the EC and the GoG. In this letter, both sides recognised that “a dialogue between Greenland and the European Union could contribute to release the potential of the mineral resources sector as a lever for Greenland's sustainable development” and “such dialogue should cover the sustainable exploitation of mineral resources, in line with internationally agreed principles regarding market access as well as environmental and labour standards and in full respect of the respective rights of both sides to develop their own policies” (European Commission 2012, 3).</p>
Kimberly process	<p>The Kimberly “is a joint governments, industry and civil society initiative to stem the flow of conflict diamonds – rough diamonds used by rebel movements to finance wars against legitimate governments” (Kimberley Process website).</p> <p>In February 2014, the European Parliament and the Council passed a regulation to admit Greenland in the Kimberly process – a certification scheme on rough diamonds (European Parliament and the Council 2014h).</p> <p><i>“Greenland is not part of the Union territory but it is included in the list of overseas countries and territories set out in Annex II to the Treaty on the Functioning of the European Union (TFEU). In accordance with Article 198 TFEU, the purpose of the association of the overseas countries and territories with the Union is to promote the economic and social development of the overseas countries and territories and to establish close economic relations between them and the Union as a whole” (European Parliament and the Council 2014h, 1).</i></p> <p><i>“The Council decision enables Greenland to participate in the Kimberley Process Certification scheme on rough diamonds through its co-operation with the European Union. Provided that all imports and exports of rough diamonds are verified and for exports certified by Union authorities.</i></p> <p><i>Trade in rough diamonds in Greenland shall therefore be conducted in accordance with Union rules. In particular Greenland shall only export rough diamonds to other participants in the Kimberley Process Certification scheme after they have been certified by a Union authority. The imports of rough diamonds into Greenland shall also be verified by Union authorities. In order to permit the international trade of rough diamonds in Greenland, in accordance with the rules on trade within the Union, Greenland shall undertake to transpose and implement the relevant provisions of EC regulation into the national law of Greenland.</i></p> <p><i>There are 54 members of the Kimberley Process, with the EU counting as a single participant. As an OCT, Greenland is qualified for EU assistance within economic and social development, which is why Greenland has become part of the Kimberley Process through its co-operation with the EU. The membership effectively means that Greenland can only export raw diamonds to other countries participating in the Kimberley Process.</i></p> <p><i>Greenland is the first OCT to become part of the KP”</i></p> <p>Source: <a href="http://naalakkersuisut.gl/en/Naalakkersuisut/Greenland-Representation-to-the-EU/European-Union-and-Greenland/Kimberley-Process">http://naalakkersuisut.gl/en/Naalakkersuisut/Greenland-Representation-to-the-EU/European-Union-and-Greenland/Kimberley-Process</a> (consulted 26.08.2016)</p> <p>The Kimberly Process and Greenland's participation in it was presented as a success story during the EU Greenland Workshop on Raw Materials given diamond exploration potential.</p> <p>Source: <a href="http://ec.europa.eu/growth/tools-databases/newsroom/cf/itemdetail.cfm?item_id=8371&amp;lang=en">http://ec.europa.eu/growth/tools-databases/newsroom/cf/itemdetail.cfm?item_id=8371&amp;lang=en</a> (consulted</p>



<b>I-621</b>	<b><i>Evidence of increased political or policy collaboration between the EU and Greenland in other thematic areas (climate, trade, fisheries, arctic issues) as a result of the GD/PDSD</i></b>
	26.08.2016)
Arctic Stakeholder Forum	Greenland has also been invited to participate in the Arctic Stakeholder Forum, which is a consultation and dialogue mechanism examining the possibilities for co-ordinating various channels of EU investment and research funding for EU MS in the Arctic region and reaching consensus on overarching investment and research priorities. The Greenland Representation in Brussels has taken up the invitation (interviews with DG MARE and Greenland Representation in Brussels)
Annual EU Arctic Indigenous Peoples' Dialogue meeting	Another forum for dialogue between the GoG and the EC on issues other than education is the annual Arctic Indigenous Peoples Dialogue meeting. The first of these meetings took place in March 2010 and the most recent one in January 2016. Representatives from indigenous peoples, as well as other Arctic states and the Nordic Council of Ministers also take part to these meetings. Source: <a href="https://webgate.ec.europa.eu/maritimeforum/en/frontpage/95">https://webgate.ec.europa.eu/maritimeforum/en/frontpage/95</a> (consulted 24.08.2016)

**Table 1** Meeting and dialogue activity between Greenland and the EU:- as of 27 March 2017

Year	Policy dialogue on education	Tripartite	Trilateral and oct-eu forum	Working groups	Work Shops	Meetings	Other
<b>2014</b>	4-5/3, 3-6/10	19/3, 13/5, 20/6, 11/12	5-6 Decembe r 2013		Stakeholder workshop on EU-GL cooperation on raw material (DG ENTR, GROW and DEVCO)	A number of meetings held between GL rep, Ministry of fisheries, TAXUD and DG MARE on derogation for shrimp products	GL PM new year reception with DGs in GL rep
<b>2015</b>							EU Commission President Juncker, Premier Kielsen (Greenland), Prime Minister Thorning Schmidt (Denmark), signing of Joint Declaration in Brussels 19/3
<b>2015</b>	15-17/6,	14/1, 2/7, 23/9, 18/11	T: 25/2 – F:27/2	2 PWP on Environment and Climate*	EU-GL workshop on raw material – government only (DG GROW and DEVCO)	A number of meetings between GL and TAXUD, DG MARE on derogation for shrimp products	National day event in GL rep with roundtable on EU-GL relations
<b>2015</b>							Greenlandic



Year	Policy dialogue on education	Tripartite	Trilateral and oct-eu forum	Working groups	Work Shops	Meetings	Other
							Representation in Bruxelles; seminar for EU stakeholders; Greenland in the Arctic - Economic diversification and sustainable development, June
2015						Minister for Industry, Labour, Trade and Foreign Affairs (Greenland) and Head of Cabinet of EU Commissioner Mimica, Danish MFA, Brussels, June	
2016						EU Commissioner Mimica, Minister Qujaukitsoq (Greenland), Danish MFA, Brussels, February	
2016	16-18/3, 22-23/6	13/1, 28/4, 6/6, 12/10	T:24/2 – F: 26/2 + Meeting with Ccsr Mimica during forum	PWP on Financial services - PWP on Environment and Climate* - 3 WG meeting on the Arctic Stakeholder Forum	BEST workshop for OCTs,		DEVCO, EAC Q&A sessions with Business Council of Sermersq, - EIB mission to GL,
2016						EU Council President Tusk, Premier Kielsen (Greenland), Prime Minister Løkke Rasmussen (Denmark), Greenland, June.	
2017	6-8/2,	18/1, (next to be held	T: 21/2 – F:24/2 + informal			DG Manservisi meeting with	

Year	Policy dialogue on education	Tripartite	Trilateral and oct-eu forum	Working groups	Work Shops	Meetings	Other
		on 26/4)	exchange with C SSR Mimica during forum			Danish Arctic Ambassador and GL Head of Rep on Arctic and MTR - C SSR Mimica meeting with DK and GL MPs on GD and MTR -Vella cabinet meeting with DK and GL MPs on seals, fisheries and Arctic - EEAS, HoD meeting with DK and GL MPs on Arctic	
2017						EU Commissioner Vestager, Premier Kielsen, Greenland, May	
2017						EU Commissioner Mimica, Premier Kielsen, Greenland, June	
Unknown/ongoing							Dialogue on climate change, the EU Arctic Policy, EU ban on import of seal skin, Greenland development priorities and EU's possible engagement herein.
Unknown/ongoing							EU Arctic Stakeholder Forum
Unknown/ongoing							Dialogue on EU Greenland relations, implementation of the Greenland Decision, European investment in

Year	Policy dialogue on education	Tripartite	Trilateral and oct-eu forum	Working groups	Work Shops	Meetings	Other
							Greenland, access of Greenlandic shrimps to the EU market.
Unknown/ongoing						European Investment Bank, Greenlandic Government officials	
Unknown/ongoing							Dialogue on possible engagement of EIB in Greenlandic mineral resources and infrastructure projects.
Unknown/ongoing							Dialogue on EU-Greenland relations and cooperation including within education and fisheries and deliberations of possibilities for further exchanges on mineral resources.

\* Greenland is OCT co-chair of PWP on Environment and Climate – meetings in PWPs include the relevant colleagues in other DGs such as TAXUD, DG ENV and DG CLIMATE.

Informal meetings held between GL rep and Commission services on a regular basis.

And DG MARE has since 2015 held 2 Joint Committee meetings with Greenland each year, before 2015, it was 1 meeting a year.

## 2 Annex 2: Details on the methodology

The evaluation is **evidence-based** and employs a **non-experimental mixed methods approach** combining quantitative and qualitative data. A mixed approach is indicated by the fact that this evaluation is at the level of a financing instrument, not a specific action or programme of actions. The evaluation is being implemented between June 2016 and June 2017, taking place at the mid-point of the 2014-2020 MFF, with a focus on the design and implementation of the GD between 2014 and 2016 (to the extent possible until 2017).

The evaluation is **guided by Evaluation Questions** (EQs) covering EU evaluation criteria (relevance; effectiveness, impact and sustainability; efficiency; added value; coherence, consistency, complementarity and synergies; leverage). The EQs have given rise to a number of judgement criteria and associated indicators. In this context, it should be noted that one part of the GD contributes to sustainable development in Greenland by extending budget support to the country and the other part relates to policy dialogue on issues of common interest. These two distinct but related parts have had implications for the evaluation methods chosen. The first part can be evaluated using traditional indicators but evaluating the second part of the GD is more challenging and required a political analysis of the governance, actors and incentives involved in this partnership. Thus, while the evaluation is indicator-based and as a general rule, indicators are taken from the indicators provided in the GD itself, in the PDSD or from the EQ in the ToRs, additional indicators were added in exceptional cases– for example, in relation to policy dialogue where no precise indicators were provided.

For all the EQs, the main analytical tools consisted of a **rigorous analysis of relevant information** in documents, analysis of statistics and quantitative data and the **consultation of stakeholders** in Brussels, Greenland and Denmark (with EU Directorates General (DG), ministries, representations, politicians, NGOs, trade unions, and employers' associations), by phone or face-to-face, as well as a workshop in Nuuk. The main purpose of the field mission to Greenland was to complete the data collection in order to answer the evaluation questions. It served to validate or revise the preliminary findings and hypotheses formulated in the desk phase and it was an opportunity to obtain more grounded examples. The field mission to Greenland also allowed for face-to-face consultations with key stakeholders and was an opportunity to bring various stakeholder groups together for a workshop.

All information has been triangulated to the greatest extent possible. This includes to the extent possible validation of data through cross-verification from more than two sources and supplementary data collection methods – for example, from statistics, interviews, observation – to generate and test the findings.

An **Intervention Logic** (IL) was reconstructed for this evaluation (see main report). It plays a key role explaining how and why the GD and its programming was expected to bring about the results at the level of the GD and whether the GD and its programming corresponds to EU priorities more broadly. It has been used to identify the causal links and assumptions underlying the GD as an instrument and as guiding tool for testing these assumptions during the course of the evaluation. The assumptions highlighted in the IL have been systematically analysed and tested under the relevant EQ and have been used to draft conclusions and recommendations.

The following analyses have been applied in order to address the respective EQs:

EQ1 on **relevance** includes an assessment of causal paths and assumptions. An IL has been constructed which describes the context, causal links and assumptions. The assumptions related to the intervention rationale and design of the GD and the programming choices were set out and tested under the relevance EQ and under other EQs. Political analysis has subsequently been used to understand whether Greenland and the EU have sufficient interest in engaging in policy dialogue on global issues and to assess the relevance of the GD objectives and programming choices.

EQ2 on **effectiveness** assesses whether the GD/PDSD has delivered results against the instrument's objectives. This includes an assessment of causal paths and assumptions in the IL.

EQ3 on **efficiency** compares the two programming periods (2007-2013 and 2014-2020) by assessing process efficiency at the programming/implementation level, including whether the management and administrative arrangements are designed and applied in a way that does not waste time and resources.

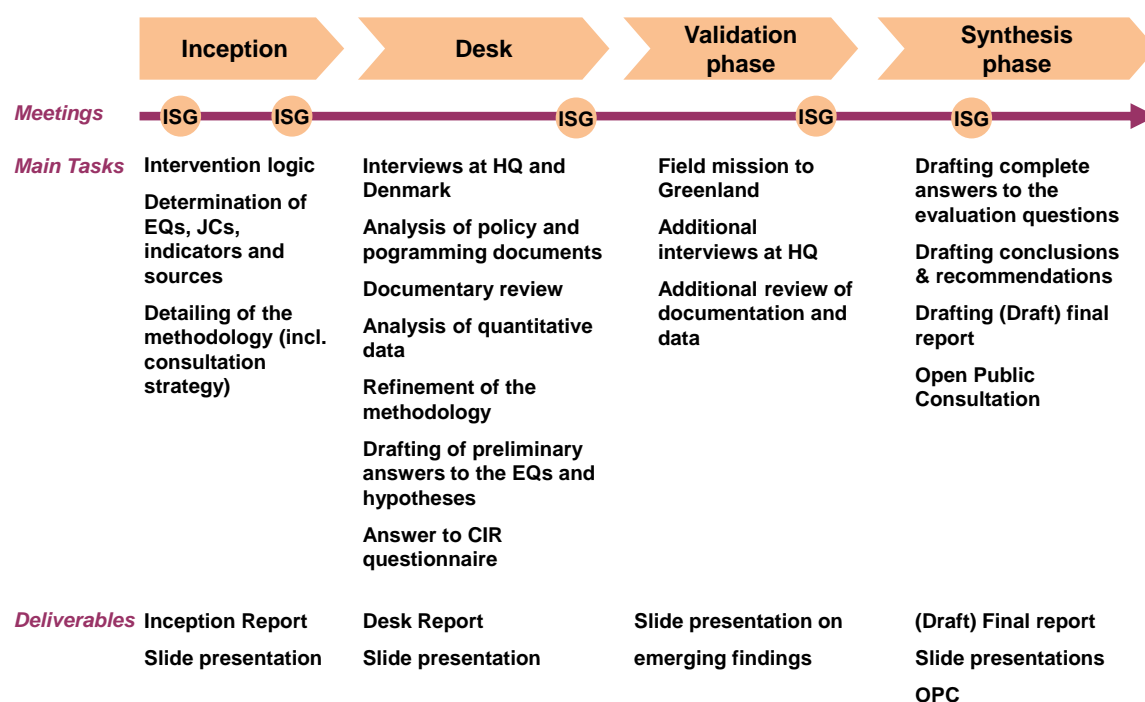
EQ4 on **value added** asks to what extent the EU programme adds value compared to interventions by Denmark. To answer this question, the EU and Danish support will be contrasted as opposed to compared. The analysis focuses on the differences in modalities of the two support mechanisms, for example by contrasting an unconditional grant from Denmark with a conditional grant from the EU.

EQ5 on the issues of **coherence, consistency, complementarity** and **synergy** is assessed at two levels: the strategic level (scope and rationale of the instrument versus other EFIs and EU external action policies) and, to the extent required, the operational level (how coherence, consistency, complementarity and synergy is ensured at programming and implementation level).

EQ6 on **leverage** is assessed using two parameters: 1) whether Greenland has leveraged new funding from other sources as a result of the GD; 2) whether the GD and its programming have leveraged further political and policy engagement. The question takes into account the assessment of the political economy analysis carried out under EQ1.

The evaluation process is summarised in the graph below.

Figure 1 Evaluation Process



The evaluation of the GD has comprised of **three phases**:

#### Desk phase:

##### Inception:

- Kick off meeting and consultation with the EU in Brussels and consultations with other stakeholders, particularly in DG DEVCO.
- Presentation of the inception report to the EU in Brussels.

##### Desk:

- Identifying and gathering information at the indicator level. Documents reviewed include EU and Greenlandic policy and strategy papers, programme documentation from the CRIS database (e.g. Annual Work Plans, Annual Implementation Report, Action Fiches), minutes and aides-memoire from policy dialogue, as well as evaluations, studies and impact assessments. In addition to the document review, a



number of interviews have been conducted by phone or in person with staff members from the EU, the Greenlandic administration and the Ministry of Foreign Affairs of Denmark to verify information, obtain leads to documents/new interviewees, and to discuss the IL.

- Refining the indicators. The EQs and the JCs have not been revised, but in some instances it has been necessary to revise or add new indicators.
- Refining the methods of analysis of the data collected, according to the preliminary finding and needs of the evaluation. Elaborating pathways of change for further testing.
- Conducting the first step of the IL analysis by verifying whether: 1) the intended activities under the programme are actually implemented; 2) the IL, as depicted in the inception report, is agreed to by consulted stakeholders. This analysis has given rise to a revision of the IL, including identification of intended pathways.
- Elaboration of a detailed validation phase work plan and a list of people to interview.

#### Validation phase:

- Interviews in Brussels with ISG members, staff in charge of BS, CIR and a selection of stakeholders from relevant thematic DGs and the Greenlandic representation in Brussels.
- Mission to Greenland (Nuuk and Sisimiut) to conduct interviews, a workshop, and to visit/observe a technical college.
- Drafting a separate CIR study according to the guidelines provided by DG DEVCO.
- Possible revision of the IL, based on the data collected and its validation, including whether the IL is plausible to key stakeholders and agreed upon by them.
- Based on the success of data collection, assessing whether there is need for further research and interviews to prepare the draft final report, and in particular the conclusions chapter.

#### Synthesis phase:

- Preparing the (draft) final evaluation report, together with conclusions and recommendations.
- Implementation of the Open Public Consultation. Results will feed into the final report.

The main purpose of the **field mission to Greenland** was to complete the data collection and to contribute to answering the EQs. It served to validate or revise the preliminary findings and hypotheses formulated in the desk report and was in particular an opportunity to obtain more “real life” examples.

The field mission was conducted as follows:

*Table 2 Field mission to Greenland*

<i>What</i>	<i>When</i>	<i>Who</i>
Mission to Greenland <ul style="list-style-type: none"> <li>• Interviews</li> <li>• Workshop</li> <li>• Observation (technical college)</li> </ul>	3-12 October 2016: 05/10-05/10: Sisimiut 05/10-12/10: Nuuk)	<b>Nuuk:</b> Interviews with Ministry of Education, Finance, Foreign Affairs, Trade/Growth/Labour market, Climate, MPs, Trade Unions, Employers' Associations, NGOs Workshop with relevant stakeholders to discuss IL <b>Sisimiut:</b> Interviews with mayors, municipality staff responsible for education Visit to KTI (Sisimiut Technical College)

Issues related to the **CIR** have been assessed in a common way across all external financing instrument evaluations. A questionnaire was developed and shared with the evaluation team, which has been answered to feed into the CIR evaluation.

### 3 Annex 3: Summary of OPC contributions

#### 3.1 Introduction

The draft evaluation report on the Greenland Decision (GD)<sup>5</sup> was posted on the website of the European Commission for an Open Public Consultation (OPC) between 7 February and 5 May 2017<sup>6</sup>. In parallel, the evaluation reports of all External Financing Instruments (EFIs) were posted on the website<sup>7</sup>. All stakeholders in partner and European Union (EU) countries were welcome to participate in this consultation: public national and local authorities, non-governmental organisations, academics, development agencies and bodies, think tanks, consultancies, private sector organisations, development banks and citizens.

The objective of the web-consultation was twofold:

- To gather feedback from the broadest possible range of stakeholders, including those in partner countries and in the EU Member States, on the emerging conclusions from the evaluations.
- To gather preliminary ideas on the future external financing instruments after the current ones have expired by 31 December 2020<sup>8</sup>.

In addition, as part of the public consultation, the Directorate-General for International Cooperation and Development (DEVCO), the European External Action Service (EEAS), the Service for Foreign Policy Instruments (FPI) and the Directorate-General for Neighbourhood and Enlargement Negotiations (NEAR) organised a technical workshop with over 180 participants from the European Parliament and EU Member States on 27-28 March 2017. The purpose of this workshop was to gather views on the draft evaluation reports of the EFIs and start reflections on the future of the instruments post-2020.

As of the 8 May 2017, a total of 16 relevant comments on the evaluation of the Greenland Decision have been made through the web-consultation and have been received in writing of which: 13 by Public Authorities, one by an Industry, business or workers' organisation and two by a Research/academia institution.

In addition, a technical workshop on the GD took place on 28 March 2017. Representatives from three Member States made individual contributions or asked for clarifications during the workshop. The bulk of the contributions came however from just one Member State. In the afternoon the GD was presented to the Overseas Countries and Territories (OCT) countries in a separate session followed by discussion.

The evaluation team expresses its gratitude to all OPC stakeholders for comments received and notes with satisfaction that the report has stimulated the debate on implementation provisions related to EFIs.

#### 3.2 Summary of OPC contributions

##### 3.2.1 Question 1: Addressing GD objectives

**Question 1:** How well do you think the Greenland Decision has addressed its objectives? The main assessment criteria for the evaluation are: relevance; effectiveness, impact and sustainability; efficiency; EU added value; coherence, consistency, complementarity and synergies; and leverage. Feel free to comment on the findings, conclusions or recommendations for any/all of the criteria.

<sup>5</sup> European Union 2014a Council Decision 2014/137/EU of 14 March 2014 on relations between the European Union on the one hand, and Greenland and the Kingdom of Denmark on the other. ISSN 1977-0677.

<sup>6</sup> [https://ec.europa.eu/europeaid/public-consultation-external-financing-instruments-european-union\\_en](https://ec.europa.eu/europeaid/public-consultation-external-financing-instruments-european-union_en)

<sup>7</sup> The Development Cooperation Instrument; the European Instrument for Democracy and Human Rights; the European Neighbourhood Instrument; the Greenland Decision; the Instrument contributing to Stability and Peace; the Instrument for Nuclear Safety Co-operation; the Instrument for Pre-accession Assistance; the Partnership Instrument for cooperation with third countries; the European Development Fund.

<sup>8</sup> [https://ec.europa.eu/europeaid/public-consultation-external-financing-instruments-european-union\\_en](https://ec.europa.eu/europeaid/public-consultation-external-financing-instruments-european-union_en)

### 3.2.1.1 Summary of contributions

In total, six relevant contributions were received through the web consultation and in writing<sup>9</sup>. In addition, relevant comments were made during the technical workshop sessions. Comments from the web-consultation were mainly positive, but they are too few to be statistically analysed.

- Industry, business or workers's organisation from non-EU Member State (website comment): 'Activities could be better' [negative]
- Public authority from EU Member State (website comment): 'Looking ahead to the goals set out in the regulations of the Greenland Decision, it appears that all objectives are pursued as intended. We agree with the assessment indicating the need for greater focus on political dialogue and on issues resulting from this, and not only on cooperation in the field of education'<sup>10</sup> [neutral].
- Public authority from EU Member State (website comment): This Member State was of the opinion that 'the Greenland Decision (GD) has proved relevant and effective in pursuing and fulfilling the general and specific objectives set out in the Decision as well as reflecting the general principles of the GD concerning facilitation of policy dialogue on global and Arctic issues'. The stakeholder considered that the draft evaluation report 'puts a decisive emphasis on the question of the creation of formal structures for policy dialogue on global issues and thereby drawing several conclusions (conclusions 3, 4, 5 and 6) that are inconsistent and unfounded. Especially conclusion 5 claiming that the very *raison d'être* of the GD is yet to be proven is problematic as it ignores the actual objectives of the GD and thereby also contradicts conclusions 1 and 2 [...] it is [...] not meaningful, nor in conformity with the stated objectives of the GD, to seek to isolate this main area of cooperation from the overall evaluation of the GD. Furthermore, the draft midterm evaluation report seems to ignore the extent to which the GD has indeed been conducive to the important policy dialogue that does in fact take place – both within and outside the framework of the programming and implementation set-up (cf. below mentioned examples)'. The same Member State 'is of the opinion that the GD has proved to be a suitable institutional set-up for maintaining and enforcing the strong ties between the EU and Greenland/Denmark since Greenland left the EU in 1985. Preserving the close and lasting links between the partners – the Union on the one hand and Greenland and Denmark on the other – while supporting the sustainable development of Greenland is the general objective of the Council Decision. Since 1985 many changes have occurred. [...] But common dedication to the sustainable development in Greenland, and the recognition of the geostrategic location of the Arctic also contribute to establishing and maintaining the relation as a genuine partnership'. It then concluded that 'it is both suitable and appropriate to maintain a dedicated external financial instrument for Greenland' in virtue of its special status and geostrategic position compared to other Overseas Country and Territories (OCTs). The Joint Communication to the European Parliament and the Council on an integrated European Union Policy for the Arctic as well as the EU Global Strategy demonstrates EU's acknowledgement of the importance of a well-functioning and prosperous Arctic and EU's strategic interest in being an actively engaged partner herein. The GD is a showcase for the EU's strong and continuous efforts in this regard. Maintaining and developing the partnership between EU and Greenland/Denmark in the current institutional setup (GD, OCT association and Fisheries Agreement) will increase in the coming years as the importance of the Arctic region to the EU is not expected to diminish as illustrated by the recent communication on an integrated policy for the Arctic. The GD thus remains highly relevant. The programming of the partnership is currently focused on one strategic sector in Greenland – namely strengthening the educational sector. As is also emphasized in

<sup>9</sup> Three other comments were made through the website but were considered as not relevant to the question

<sup>10</sup> Translation.

the draft evaluation report the education sector is an appropriate choice from a development point of view. [...] Education and training is of vital importance with regards to the objective of sustainable diversification of the Greenlandic economy. Furthermore, the fact that the sector has been chosen by the Greenlandic Government ensures strong support and ownership.' [positive about the GD, negative about the evaluation]

- Research/academia institution from EU Member State (website comment): 'The Greenland Decision has contributed to sustainable development in Greenland in education and administration. Added value is represented for the EU and Greenland on top of links with Denmark.' [positive]
- Public authority from EU Member State (additional written comment): (...). At mid-term, we can draw up the following partial results of the GEP: - a real budgetary effort has been made by the Greenland government in the education sector; Education represents 25.9% (323 M €) of public expenditure in 2016 against 14% in 2004. Specific objectives include: - a downward trend in the share of Greenland youth (16-18 years) outside the education system (61% in 2013, 59% in 2015); This number still seems far too high and the target of 40% in 2020 set by the GEP seems difficult to attain. - a rate of success in the lycée (51% in 2013, 49% in 2015, 65% in 2020). - results at the 7th Grade test that do not progress with significant gaps in Danish and English. - a vocational training policy (Phase I) which has not yet led to a diversification of the Greenlandic economy, which is still dependent on exports of seafood (90%). For example, the survey of mining companies by the Fraser Institute in 2016 indicates that only 14 per cent believe that the level of labor force training available in Greenland is conducive to investment. Suggestions for the reorientation of objectives: From a structural point of view, the difficulty of the objectives of the GEP is to try to reconcile quantitative objectives (access to education, reduction in the number of young people outside the school system, etc.) and qualitative Grade test, etc.). Only better teacher training seems likely to meet these objectives. The Danish Evaluation Institute, EVA, had highlighted, in a report published on 8 April 2016, the Deficiencies in the training proposed by the Ilinnarfissuaq, which trains 85% of the Greenlandic teachers since 1845, as well as deficiencies in its functioning. Teacher training is considered to be "inefficient and partly responsible for the weakness of the Greenlandic education system". The report stresses in particular that many Ilinnarfissuaq graduates have insufficient academic qualifications to teach in secondary school (notably in English and mathematics) and do not receive appropriate teacher training in the proper direction of a class. Due to the recent publication of this EVA report, no mention is made of this issue in the document submitted to the Member States. The annual work program 2015 of the Ministry of Education, Culture, Research and Church of Greenland specifies "only half of the teachers posts in isolated villages are filled (settlements in the original text)". This phenomenon can be explained by the shortage of qualified teachers in Greenland who mostly prefer to practice in the biggest cities of the island (Nuuk, Ilulissat, Tasilaq, Sisimiut, Qaqortoq, etc.). Although incentives are being introduced to encourage the installation and practice of qualified teachers throughout Greenland (a premium of € 80 per month and preferential accommodation rates are granted to teachers working in Isolated coastal villages), these seem insufficient to ensure equal access to education. It therefore seems appropriate to suggest that a structural reform of teacher training and a more egalitarian distribution of teachers on the territory should be placed among the priorities of the Greenland Education Program in the years to come. [negative]
- Government of Greenland (GoG) (additional written comment): 'If you look at the overall objective of the GD, which is; "The partnership aims to preserve the close and lasting links between the partners, while supporting the sustainable development of Greenland.", then the GoG certainly believes that the GD has addressed its objectives by focusing on education. The GoG most emphasise that this is the most important area to focus on in order for Greenland to achieve sustainable

development. The objective of the GD is certainly relevant for the EU's agenda and the EU priorities, especially considering the EU's hope to gain more influence in the Arctic region. The good cooperation with Greenland is very beneficial for the EU's understanding of the Arctic region and instrumental in the process to try to gain more influence in the Arctic. In paragraph (9) in Council Decision 2014/137/EU - the GD, the following is stated: "The Union needs to build comprehensive partnerships with new actors on the international scene in order to promote stable and inclusive international order, to pursue common global goals and to defend core Union interests, as well as to increase knowledge of the Union in third countries and OCTs." GoG remark: The GD is working in accordance with these objectives, as political meetings take place several times a year, besides the more formal policy dialogues under the GD. This strengthens mutual understanding. Financial standards influenced by the EU are also through the GD being transmitted over to Greenland, and thus increases stability.' [positive]

During the OPC session the discussion was mainly centred on the issues of policy dialogue and ownership and relevance to keep a dedicated instrument. The following points were raised:

- *Importance and relevance of the GD:* The Greenland Decision is considered a valuable instrument to maintain and to reinforce the strong ties between Greenland and the EU. The political aspects of the relationship have very much evolved over the years. The geo-strategic importance of Greenland was emphasised as well as the importance of maintaining a dedicated EFI for Greenland.
- *Ownership of the support:* Education and vocational training is considered of vital importance for sustainable diversification of the economy which is highly supported by the Greenland Government, which is considered as a sign of ownership.
- *Policy dialogue*
  - *Principle vs. objective:* Policy Dialogue is the general principle but not an objective. The emphasis on Policy Dialogue seems to be unfounded. The principles could be relevant, but the balancing of the principles and objectives does not seem adequate looking at the Greenland Decision. Thus, the conclusion on questioning the *raison d'être* of the instrument contradicts the first conclusion where the report states that the GD had a positive impact.
  - *Incentive based dialogue:* High level visits from the European Commission side have been taken place to Greenland. Many examples of concrete and demand driven dialogues exist. From Greenland colleagues, it is understood that they are open to further dialogue.
  - *Framework for policy dialogue:* Resources should be used efficiently, thus building up a heavy machinery to conduct policy dialogue is questioned.

Moreover, one participant made the following remarks:

- It was recognised that there had not been structured and results-oriented policy dialogue. However the Greenland Decision should not be blamed for the fact that two parties did not do an effort to have policy dialogue (beyond education). Greenland underlines that it is willing to take up intensified policy dialogue on issues such as raw materials and climate change if the EC should show a renewed and concrete interest.
- There are clear opportunities to have mutually beneficial dialogue with the EU in a number of areas such as: mineral resources, climate change, research and infrastructure. He suggested a Platform for dialogue be created under the GD. This should be a light thing not a heavy machinery and be continued only if we see that constructive ideas and cooperation emerge. He said it is difficult to know right now if such dialogue will lead to concreted results but we can only know if people start taking to each other.
- There is no need to allocate money under other priority areas to enable such dialogue, since this should be about mutual interest. It is a question of political will to



start such dialogue. People are already paid by their respective employers. They don't need additional fees to take part in such dialogue.

- Suggested this platform could be managed by other actors (e.g. EEAS) not necessarily DEVCO, but that cooperation with DEVCO on education is very fruitful and Greenland would like to continue with this. Greenland would also like to continue the current cooperation with OCTs as well.
- Suggested that as it is today the dialogue between EU and Greenland in other areas is seen as an appendix to the dialogue on education which does not help to promote dialogue on other themes.
- The partnership with the EU is highly valued as the EU is clearly perceived by Greenland as neutral partner.

### 3.2.1.2 Response of the evaluation team

On *relevance of the instrument*, the evaluation team wishes to reiterate that it is an evaluation of the *instrument* and the relevance of having a dedicated instrument for Greenland. It builds on an assessment whether the decision has lived up to its intentions. It is seen as very relevant for the EU to have a close relationship with Greenland and to use it to expand its influence in the Arctic area, but if it does not entail policy dialogue and closer relations, then the relationship may take other forms through other instruments that may be equally successful.

On *policy dialogue and balancing of the report*, the evaluation found through interviews that the Policy Dialogue was considered a very important part of the GD and what it was meant to achieve. Furthermore the evaluation was explicitly asked to assess the relevance of the GD objectives considering evolving EU priorities and to assess how the GD fits within the bigger picture of EU external action. This is an *instrument* level evaluation and not an evaluation of the EU budget support to the education sector in Greenland per se. With regard to policy dialogue, the evaluation concludes that the potential is not fully exploited. The evaluation recognises intensified dialogue (ad hoc meetings and visits), yet the evaluation did not find that the dialogues were structured, systematic, knowledge-driven and leading to tangible results.

Moreover, when looking at Art. 10, while policy dialogue is a principle, it can be interpreted (and was confirmed through interviews) as an objective based on mutual interest. On the cost of policy dialogues, a heavy machinery was not considered desirable, the more interest and incentives, the lighter it can be.

The team has carefully reviewed the current draft in light of the comments received and made several adjustments. To give some examples:

- We have deleted the conclusion 5 about the *raison d'être* of the GD as its phrasing led to misunderstandings.
- A list of indicative meetings and visits have been added to volume II (based among others on the list provided through the OPC).

### 3.2.2 Question 2: EU's influence in the Arctic region

**Question 2:** To what extent does the Greenland Decision and the partnership with Greenland contribute to the EU playing a more influential role in the Arctic region?

#### 3.2.2.1 Summary of contributions

In total, five relevant contributions were received through the web consultation<sup>11</sup>. In addition, relevant comments were made during the technical workshop by one Member State in particular and by the Greenland mission to the EU.

<sup>11</sup> Three other comments were made through the website but were considered as not relevant to the question.

Comments from the web-consultation were mixed, but they are again too few to be statistically analysed.

- *Public authority from EU Member State (website comment):* 'In our opinion, the Greenland Decision affects underline EU interest in the Arctic region but does not affect its stronger role and being perceived as a significant player in the region. Greenland enjoys EU aid in terms of education and does not seem to be interested in increasing cooperation in other areas, also in order to prevent the EU influence in the Arctic. It is not until the end of the favourable position from EU point of view.'<sup>12</sup> [negative]
- *Public authority from EU Member State (website comment):* 'Denmark has noted that the draft midterm evaluation report attaches great attention to whether the GD has facilitated "policy dialogue on global issues". In this regard Denmark would like to point out that consultations and policy dialogue do not constitute the objectives of the GD. Policy dialogue on global issues is a general principle of the partnership. Policy dialogue on global issues should therefore not be evaluated as an objective on equal footing as the general and specific objectives of the GD. Denmark strongly urges a more proper balance to be established in the final mid-term evaluation.

Although policy dialogue is not amongst the actual objectives of the GD, Denmark acknowledges that policy dialogue is of great importance to the partnership between EU and Greenland/Denmark. Therefore it is also important to note that policy dialogue does take place – both within and outside the programming and implementation set-up. Section 26 contains examples of the latter.

The claimed lack of policy dialogue on global issues is addressed in conclusions 3, 4 and 5 of the draft evaluation report. It is the view of Denmark, that this is not accurate and is in any event given an unbalanced weight in the overall report.

Contrary to the assertion put forward in the draft evaluation, we would argue that focus on the education sector – chosen by the Government of Greenland in agreement with the Commission – has indeed been conducive to a wider policy dialogue. The acknowledgement and respect of the Commission of Greenland's own priorities has enabled a Greenlandic perception of the EU as a credible, legitimate partner, also on broader issues beyond the education sector. The GD as such constitutes a framework for dialogue on broader aspects.

Denmark strongly disagrees with conclusion no. 5. We believe the assertion of conclusion 5 runs contrary to conclusion 1 and 2. The GD reflects political goals and evolving interests. Interests for fisheries rights. And interests for influence in the increasingly geopolitical and geostrategical important region of the Arctic. The GD is a showcase for the EU's strong and continuous efforts to be an engaged, committed, legitimate partner in the Arctic. The GD has therefore to a large extent proven its *raison d'être*.

If the parties consider that even further dialogue on broader issues is relevant and timely the GD as such constitute a well suited instrument in this regard. Denmark does not see a need for changing the incentive structures of the instrument. Its current characteristics as a true partnership between the EU on the one hand and Greenland/Denmark on the other contribute to facilitating true reciprocal dialogue on issues of relevance for the parties.

Contrary to the assertion put forward in the draft evaluation, we would argue that focus on the education sector – chosen by the Government of Greenland in agreement with the Commission – has been conducive to a wider policy dialogue. The acknowledgement and respect of the Commission of Greenland's own priorities has enabled a perception of the EU as a credible, legitimate partner, also on broader issues beyond the education sector. This could be assessed to be a contributing factor to Greenland/Denmark's support for a stronger role for the EU in the Arctic, including through support to EU's wish of a formal observership to the Arctic Council and support to EU's engagement in the negotiations towards an agreement to

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<sup>12</sup> Translation.

prevent unregulated high seas fisheries in the Central Arctic Ocean.

Recent years' dialogue between the EU and Greenland/Denmark on eg. Arctic issues indicate that the EU is moving towards a greater understanding of the Arctic and Greenlandic reality, including the importance of keeping the inhabitants of the region in focus.

Denmark/Greenland has continuously argued to ensure a more diverse perception of the Arctic – away from the one-sided calls for bans on human activities towards a balanced view which takes into account the needs of the Arctic inhabitants for sustainable development with due regard to the environment. The recent Joint Communication on an integrated European Union Policy for the Arctic indicates some movement towards this balanced focus. It may be argued that dialogue between EU actors and Greenland/Denmark has contributed to such possible movement in perception. And that such dialogue has been facilitated by the existence of a partnership between EU and Greenland/Denmark as specified in the GD.

Greenland is with its current institutional setup a part of the EU family. The EU has a strong interest in maintaining close and lasting ties with a stable, prosperous, democratic Greenland both for historic and cultural reasons but also from a geopolitical and geostrategic point of view.' [positive about the GD, negative about the evaluation]

- *Research/academia institution from EU Member State (website comment):* 'With this partnership the EU can have an influence in fishing rights in Greenland waters. Greenland has a more important role in the Arctic with this Greenland Decision. With more future collaboration with Greenland it may have importance in regard to climate change.' [neutral]
- *Public authority from EU MS (additional written comment):* The influence of the European Union in the Arctic region could be strengthened at two levels through the decision. On the one hand, by the adhesion of the Greenlandic indigenous population, and on the other hand, to actors outside Greenland, provided that proportionate visibility to financing is ensured. However, the visibility of European funding for education is rather low outside the sectors directly concerned (the Greenlandic and, to a lesser extent, the Danish Government). Bilateral relations are most often seen by the Greenland press and public opinion through the lens of fisheries agreements or legislation on the importation of seal products. [neutral]
- *GoG:* 'Up until a few years ago the EU has been criticized by many Arctic countries for lacking the understanding of the circumstances of the Arctic peoples and the need to balance between sustainable development and protection of the environment. Greenland is right in the middle of many of these important Arctic developments. The GoG believes due to the focus on sustainable development in the GD that the EU gets a better understanding of the importance of sustainable development for the peoples of the Arctic. Sustainable development policies founded in Europe are not necessarily applicable to the Arctic region. Smaller populations in the Arctic, economy of scale-factors, infrastructural challenges, climatic and geographic differences, educational differences, cultural differences, etc., makes it necessary to keep up dialogue, in order to develop a better understanding of living conditions in the Arctic - including for the EU to understand the Arctic better in general. Without a solid and proper understanding of the Arctic and its societies and peoples, the EU will not play a more influential role in the Arctic, because without understanding, the policies will not be qualified. If policies are not adequate and qualified this will continuously be recognized by Arctic actors. The GD is an important backdrop for the many contacts between EU actors and the GoG. The political dialogues on numerous subject areas that follow from these contacts, increase the EU's understanding of the Arctic, but it also increases an important Arctic actor's, namely Greenland's understanding of the EU. Along this line the EU has acknowledged that it is the GoG who knows most intimately how to best allocate resources to ensure sustainable development in Greenland. This shows that the EU has acknowledged that there are challenging conditions in Greenland best known by the people situated there, but it is also an important recognition of the competences of the GoG, and indirectly of legitimate

democratic governance structures in the Arctic. Good and proper understanding based on knowledge will likely have the effect that the Arctic peoples are more open toward including the EU in the work regarding the future of the Arctic.’ [positive]

### 3.2.2.2 Response of the evaluation team

As stated above, the evaluation recognises a range of ad hoc meetings and visits between Greenland and the EU, yet the evaluation did not find that the dialogues were structured, systematic, knowledge-driven and leading to tangible results. This finding is supported by the OPC contribution of Greenland.

In the broader frame of EU priorities in the Arctic (e.g. through the Global Strategy) climate change is considered a high priority. Yet, there has been no policy dialogue between DG Clima and the Greenland Ministry of Climate. On raw materials, there have been attempts, but in their foreign policy statements, GoG said if there are no funds dedicated to this area, they do not feel bound to enter into.

### 3.2.3 Question 3: Other view

**Question 3:** If you have any other views on the Greenland Decision you would like to share, they are welcome here.

#### 3.2.3.1 Summary of contributions

In total, five relevant contributions were received through the web consultation<sup>13</sup> of which one clarification, two suggestions and a list of detailed comments on the report. All the relevant comments made during the technical workshop have already been captured under Questions 1 and 2.

- *Public authority from EU Member State (website comment):* ‘Enhancing the role of the EU in the Arctic is strongly desirable. Since there is a financial instrument that will help to improve the living conditions of some, it is worth being used to expand cooperation and (financial) support at other issues, which will translate into an increase in Greenland, and further strengthening the EU’s role on the High North.’<sup>14</sup> [neutral]
- *Public authority from EU Member State (website comment):* 14 Examples of policy dialogue on broader issues that happen or are going to happen 2015-2017. [positive]
- *Public authority from non-EU Member State (website comment):* ‘The procedures for programming and implementing financial assistance to Greenland (in the form of budget support) could usefully be compared with the EDF procedures available to other OCTs in the context of discussions on assistance Financial support for the OCTs.’<sup>15</sup> [neutral]
- *Public authority from EU Member State (additional written comment):* The procedures for programming and implementing financial assistance to Greenland (in the form of budget support) could usefully be compared with the EDF procedures available to other OCTs, with a view to considering financial assistance Post 2020. [neutral]
- *One public authority* has made detailed comments on specific sections of the report.

#### 3.2.3.2 Response of the evaluation team

The team has carefully reviewed the current draft in light of the comments received. To give an example: the examples of policy dialogue provided were included (if not previously) in the ‘Meeting and dialogue activity between Greenland and the EU’ under Vol II.

The team has also incorporated most of the detailed comments made by the GoG and some of the comments of Denmark on specific sections of the report. Examples of these additions are:

<sup>13</sup> Three other comments were made through the website but were considered as not relevant to the question

<sup>14</sup> Translation.

<sup>15</sup> Translation.

- 'According to the Greenlandic Government the GD is even a prerequisite for a Fisheries Partnership Agreement between the EU and Greenland' (page 5).
- 'Greenland's GDP level is however on an artificially high level, as the Danish block grant makes the GDP higher than what it would otherwise be' (page 6).
- 'Greenland also views the GD as a way to increase the knowledge of the EU of the special circumstance of Greenland and the Arctic region.<sup>16</sup> The EU has been criticized by many Arctic countries including Greenland for lacking the understanding of the circumstances of the Arctic peoples and the need to balance between sustainable development and protection of the environment. The EU ban on seal products is an example of an issue, where Greenland believed the EU demonstrated a serious lack of understanding of the unique circumstances of the Arctic people. The GD has on the other hand contributed positively to a better understanding of the EU of the Arctic region and the challenges related to creating sustainable development in the region. However if the design and programming of the GD had been conducive to regular and systematic policy dialogue on other issues apart from education, it could have further improved the EU understanding of other circumstances of the Arctic region in relation to for example raw materials and climate. This would have been relevant to beneficiary needs in Greenland' (pages 11-12).

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<sup>16</sup> See among others the contribution of the GoG to the OPC.



## 4 Annex 4: Consultation strategy

### 4.1 Introduction

The evaluation of the GD, together with the other independent evaluations of each External Financing Instrument (EFI), that of the Common Implementing Regulation (CIR) and the Coherence Report, will be some of the sources of information to feed into the Mid Term Review Report (MTR) of the EFIs. The MTR is required by the Common Implementing Regulation (CIR) Article 17, by end December 2017.

This Consultation strategy provides an overview of the approach that has been taken for the GD evaluation to consult with its main stakeholders. It contains two elements. The first contains an outline of main institutions or groups for the GD evaluation that are considered as 'stakeholders'. The second is a stakeholder consultation strategy that the evaluation team has deployed to engage with these stakeholders during the evaluation process. It provides information on the consultation issue, the timing and the tools used to engage with them.

An important component of this consultation process has been the Open Public Consultation (OPC) which took place at the end of the synthesis phase of the evaluation. It collected feedback through a web-OPC and technical workshops in Brussels with over 180 participants from the European Parliament and EU Member States on 27-28 March 2017. The OPC allowed to acquire feedback from all relevant parties on the main evaluation findings. The summary of the OPC contributions can be found in a separate annex.

### 4.2 Stakeholder identification

An important element of any consultation strategy is to identify the stakeholder groups that should be consulted. The evaluation approach was participatory, with the intention of consulting as broadly and as deeply as possible. The stakeholders are relatively few and it was therefore possible to consult a broad selection of key people either face to face or by phone. The stakeholders to be consulted were:

- European Commission, DG DEVCO as implementing DG of the GD/PDSD to solicit relevant documents that cannot be obtained elsewhere (e.g. aide memoires) and to discuss all aspects of the design and implementation of the GD/PDSD.
- European Commission, other DGs (including from MARE, CLIMA, TAXUD, BUDGET and GROWTH) to discuss cross cutting (e.g. climate or CIR) or policy issues (beyond the education sector).
- Staff from EEAS to discuss overall policy issues (e.g. the EU Arctic Policy).

In addition, it was considered important to ensure extensive consultations with the Danish and Greenlandic side (including the Greenlandic representation in Brussels and in Denmark, Permanent Representation of Denmark to the EU, Ministry of Foreign Affairs). The mission to Greenland in the validation phase has included face-to-face consultations with most key stakeholders, such as:

- Civil servants in ministries in particular Ministry of Education and Ministry of Finance, School administrators in selected municipalities,
- NGOs (Teacher's associations),
- Final beneficiaries on programming issues especially related to the education sector support.
- Other ministries and representatives of the Parliament have been consulted on more policy related or cross cutting issues including the Department of Foreign Affairs, Ministry of Fisheries and Hunting, Ministry of Industry, Labour and Trade, Ministry of Nature, Environment and Energy and the Bureau of Minerals.
- Non-state actors (Trade Unions, NGOs) have been consulted on policy related issues (beyond the education sector).

Finally, the GD evaluation, along with the other EFI evaluations, has been subject to an Open Public Consultation before being finalised.

### 4.3 Stakeholder consultation

The table below gives an overview of the strategy used for the stakeholder consultation and on which issue the evaluation team has engaged with them.

**Table 3** Consultation strategy: Who, what, when and how?

Name	Position	Organisation	Consultation issue						Strategy	
			EQ1	EQ2	EQ3	EQ4	EQ5	EQ6	When?	How?
DG DEVCO										
Brooke, Matthew	Head of Sector OCT		X	X	X	X	X	X	Desk, validation	Semi-structured interview
Costandache, Adrian	Evaluation Officer		X	X	X	X	X	X	All phases	ISG
Dillon, Bridget	Evaluation Manager		X	X	X	X	X	X	All phases	ISG
Jager, Marjeta	Deputy Director-General, Coordination Dir C, G, H and Task Force Knowledge, Performance and Results		X	X			X	X	Validation	Semi-structured interview
Hansen, Martin Ellegaard	Policy Officer		X				X		Validation	Phone
Kaergaard, Katrine	International Relations Officer		X	X	X	X	X	X	All phases	Semi-structured interview, phone, ISG
Metdepenningen, Catherine	Head of Section		X	X			X	X	Validation, synthesis, OPC	
Schildekamp, Paul	Programme Manager		X	X	X	X	X	X	Desk, validation, synthesis	ISG, phone
Other DGs										
Bergenfelt Annne	DG CLIMA		X	X			X	X	Validation	Semi-structured interview
Clocchiatti, Alessia	DG MARE, Policy Officer, Unit A1		X	X			X	X	Validation	Semi-structured interview
Garcia Sanchez, Juan Jose	DG TAXUD, Administrator, Unit B4		X	X			X	X	Validation	ISG
Gray, Alan	DG MARE, Desk Officer, Unit B3		X	X			X	X	Validation	Semi-structured interview
Magnussen, Lars J.	DG BUDGET, Budget Administrator,				X				Validation	Semi-

Name	Position	Organisation	Consultation issue						Strategy	
			EQ1	EQ2	EQ3	EQ4	EQ5	EQ6	When?	How?
	Unit A4									structured interview
Miretti, Ugo	DG GROWTH, Policy Officer		X	X			X	X	Validation	Phone
<b>EEAS</b>										
Petersen, Terkel	Policy Officer		X	X			X	X	Validation	Phone
<b>Denmark</b>										
Bertelsen, Tanne	Embassy Secretary	Permanent Representation of Denmark to the European Union	X	X	X	X	X	X	Desk	Semi-structured interview
Burgaard, Maja	Senior Advisor, Greenland and the Arctic	Ministry of Foreign Affairs, Government of Denmark	X	X		X	X	X	Desk	Semi-structured interview OPC
Hundahl, Gitte	Minister Counsellor/Northern Europe	Ministry of Foreign Affairs, Government of Denmark	X	X		X	X	X	Desk	Semi-structured interview
Samsing, Ole	Former staff	Ministry of Foreign Affairs, Government of Denmark	X	X		X			Desk	Phone
<b>Greenland – Government actors</b>										
Andersen, Kai Holst	Deputy Minister	Department of Foreign Affairs, Government of Greenland	X	X		X	X	X	Validation	Semi-structured interview
Arleth, Karen Anne	Head of Section	Ministry of Nature, Environment and Energy, Government of Greenland	X	X		X	X	X	Validation	Semi-structured interview
Armondsen, Tina	Head of Section	Ministry of Nature, Environment and Energy, Government of	X	X		X	X	X	Validation	Semi-structured interview

Name	Position	Organisation	Consultation issue						Strategy	
			EQ1	EQ2	EQ3	EQ4	EQ5	EQ6	When?	How?
		Greenland								
Bech, Peter	Deputy Minister	Ministry of Finance, Government of Greenland	X	X	X	X	X	X	Validation	Semi-structured interview Focus Group
Bengtsen, Pernille	Special Advisor	Department of Foreign Affairs, Government of Greenland	X	X		X	X	X	Validation, synthesis	Semi-structured interview
Ehlers, Esben	Special Advisor	Ministry of Fisheries and Hunting, Government of Greenland	X	X		X	X	X	Validation	Semi-structured interview Focus Group
Frederiksen, Rikke	Secretariat Education	Parliament Greenland	X	X	X	X	X	X	Validation	Semi-structured interview
Frøslev, Michael	Special Advisor	Ministry of Finance, Government of Greenland	X	X	X	X	X	X	Validation	Semi-structured interview Focus Group
Holm, Jørgen	Deputy Minister	Bureau of Minerals, Government of Greenland	X	X		X	X	X	Validation	Semi-structured interview
Jensen, Karsten Peter	Head of Section	Ministry of Education, Government of Greenland	X	X	X	X	X	X	Desk	Phone
Karlsen, Mimi	Member of Parliament	Parliament Greenland	X	X	X	X	X	X	Validation	Semi-structured interview Focus Group
Kielsen, Ineqi	Member of Parliament	Parliament Greenland	X	X	X	X	X	X	Validation	Semi-structured interview Focus Group

Name	Position	Organisation	Consultation issue						Strategy	
			EQ1	EQ2	EQ3	EQ4	EQ5	EQ6	When?	How?
Kleist, Mininnguaq	Head of Representation	Greenland's Representation to the European Union	X	X	X	X	X	X	All phases	Semi-structured interview, Phone, OPC
Kristensen, Michael	Deputy Minister	Ministry of Education, Government of Greenland	X	X	X	X	X	X	Desk, validation, synthesis	Semi-structured interview, Phone
Lennart, Skifte Lida	Head of Representation	Greenland's Representation to Denmark	X	X	X	X	X	X	Desk	Semi-structured interview
Mortensen, Randi	Head of Section	Ministry of Education, Government of Greenland	X	X	X	X	X	X	Desk, validation, synthesis	Semi-structured interview Focus group
Motzfeldt, Vivian	Member of Parliament	Parliament Greenland	X	X	X	X	X	X	Validation	Focus group
Olsen, Peter	Member of Parliament	Parliament Greenland	X	X	X	X	X	X	Validation	Focus group
<b>Greenland - Other</b>										
Berhelsen, Jess	President	National Workers' Union Greenland (SIK)	X	X		X	X	X	Validation	Semi-structured interview
Berthelsen, Hermann	Mayor	Qeqqata Municipality	X	X		X	X	X	Validation	Semi-structured interview
Christensen, Hans-Peder	Director	National Workers' Union Greenland (SIK)	X	X		X	X	X	Validation	Semi-structured interview Focus group
Dahl, Sigrid	Clerk	Teachers' Union Greenland (IMAK)	X	X		X	X	X	Validation	Semi-structured interview
Frederiksen, Lisbeth	Secretary General	Teachers' Union	X	X		X	X	X	Validation	Semi-



Name	Position	Organisation	Consultation issue						Strategy	
			EQ1	EQ2	EQ3	EQ4	EQ5	EQ6	When?	How?
		Greenland (IMAK)								structured interview
Klausen, Karsten Lyberth	President	Greenland Business Association (GE)	X	X		X	X	X	Validation	Semi-structured interview Focus group
Løgstrup, Laust	Deputy CEO	Qeqqata Municipality	X	X		X	X	X	Validation	Semi-structured interview
Hinrichsen, Hans	General Manager	KTI / Technical College	X	X		X	X	X	Validation	Semi-structured interview
Møller, Jokum	Head	KTI / Technical College	X	X		X	X	X	Validation	Semi-structured interview
Nygaard, Klaus	Head	Greenland Institute of Natural Resources	X	X		X	X	X	Validation	Semi-structured interview
<b>Other actors</b>										
Nikolaj, Bock	Special Advisor on International Affairs	European Environment Agency	X	X				X	Validation	Phone

## 5 Annex 5: List of people met

<b>Name</b>	<b>Organisation</b>	<b>Function</b>
Andersen, Kai Holst	Department of Foreign Affairs, Government of Greenland	Deputy Minister
Arleth, Karen Anne	Ministry of Nature, Environment and Energy, Government of Greenland	Head of Section
Armondsen, Tina	Ministry of Nature, Environment and Energy, Government of Greenland	Head of Section
Bech, Peter	Ministry of Finance, Government of Greenland	Deputy Minister
Bengtsen, Pernille	Department of Foreign Affairs, Government of Greenland	Special Advisor
Nikolaj, Bock	European Environment Agency	Special Advisor on International Affairs
Berhelsen, Jess	National Workers' Union Greenland (SIK)	President
Berthelsen, Hermann	Qeqqata Municipality	Mayor
Bertelsen, Tanne	Permanent Representation of Denmark to the European Union	Embassy Secretary
Brooke, Matthew	DG DEVCO	Head of Sector OCT
Burgaard, Maja	Ministry of Foreign Affairs, Government of Denmark	Senior Advisor, Greenland and the Arctic
Christensen, Hans-Peder	National Workers' Union Greenland (SIK)	Director
Clocchiatti, Alessia	DG MARE	Policy Officer, Unit A1
Costandache, Adrian	DG DEVCO	Evaluation Officer
Dahl, Sigrid	Teachers' Union Greenland (IMAK)	Clerk
Dillon, Bridget	DG DEVCO	Evaluation Manager
Ehlers, Esben	Ministry of Fisheries and Hunting, Government of Greenland	Special Advisor
Frederiksen, Lisbeth	Teachers' Union Greenland (IMAK)	Secretary General
Frederiksen, Rikke	Parliament Greenland	Secretariat Education
Frøslev, Michael	Ministry of Finance, Government of Greenland	Special Advisor
Garcia Sanchez, Juan Jose	DG TAXUD	Administrator, Unit B4
Gray, Alan	DG MARE	Desk Officer, Unit B3
Jager, Marjeta	DG DEVCO	Deputy Director-General, Coordination Dir C, G, H and Task Force Knowledge, Performance and Results
Hansen, Martin Ellegaard	DG DEVCO	Policy Officer
Hinrichsen, Hans	KTI / Technical College	General Manager
Hjort, Karen	Teachers' Union Greenland (IMAK)	Clerk
Holm, Jørgen	Bureau of Minerals, Government of Greenland	Deputy Minister
Hundahl, Gitte	Ministry of Foreign Affairs, Government of Denmark	Minister Counsellor/Northern Europe

Jensen, Karsten Peter	Ministry of Education, Government of Greenland	Head of Section
Kaergaard, Katrine	DG DEVCO	International Relations Officer
Karlsen, Mimi	Parliament Greenland	Member of Parliament
Kielsen, Ineqi	Parliament Greenland	Member of Parliament
Kleist, Mininnguaq	Greenland's Representation to the European Union	Head
Klausen, KarstenLyberth	Greenland Business Association (GE)	President
Kristensen, Michael	Ministry of Education, Government of Greenland	Deputy Minister
Lennart, Skifte Lida	Greenland's Representation to Denmark	Head of Representation
Løgstrup, Laust	Qeqqata Municipality	Deputy CEO
Magnussen, Lars J.	DG BUDGET	Budget Administrator, Unit A4
Metdepenningen, Catherine	DG DEVCO	Head of Section
Miretti, Ugo	DG GROWTH	Policy Officer
Mortensen, Randi	Ministry of Education, Government of Greenland	Head of Section
Motzfeldt, Vivian	Parliament Greenland	Member of Parliament
Møller, Jokum	KTI / Technical College	Head
Nygaard, Klaus	Greenland Institute of Natural Resources	Head
Olsen, Peter	Parliament Greenland	Member of Parliament
Petersen, Terkel	EEAS	Policy Officer
Samsing, Ole	Ministry of Foreign Affairs, Government of Denmark	Former staff
Schildekamp, Paul	DG DEVCO	Programme Manager

## 6 Annex 6: Field mission programme

<i>Date</i>	<i>Time</i>	<i>Place</i>	<i>Contact person</i>
3/10	14:30	KTI	Jokum Møller
4/10	13:00	Qeqqata Kommunua	Laust Løgstrup (møde med borgmesteren Hermann Berthelsen)
6/10	8:30	Departementet for Uddannelse	Randi Mortensen
6/10	10:00	Råstofdepartementet	Jørgen T. Hammeken-Holm
6/10	13:00	Departementet for natur, miljø og energi	Karen Anne Arleth
6/10	14:30	Grønlands Arbejdsgiverforening	Karsten Lyberth Klausen
7/10	11:00	IMAK	Lisbeth Frederiksen
7/10	14:00	Departementet for Fiskeri, Fangst og Landbrug	Esben Ehlers
10/10	8:30	Naturinstituttet	Klaus Nygaard
10/10	10:00	SIK (faglig forbund)	Hans-Peder Barlach Christensen
10/10	14:00	EU embedsmandsgruppen fælles diskussion (workshop)	Randi Mortensen (møderummet i Uddannelse)
11/10	10:00	Finansdepartementet	Michael Frøslev
11/10	12:00	Departementet for Erhverv	Tina Amondsen
11/10	13.30	Udenrigsdepartementet	Jacob Isbosethsen
11/10	15:00	Udvalget for uddannelse	Rikke Frederiksen

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## **8 Annex 8: Terms of Reference**



**EUROPEAN COMMISSION**

Directorate-General for International Cooperation and Development

### **SPECIFIC TERMS of REFERENCE**

#### **CHAPEAU CONTRACT - ATTACHMENT 2**

### **EVALUATION**

**of**

### **THE GREENLAND DECISION**

**(GD)**

Council Decision 2014/137/EU

#### **FRAMEWORK CONTRACT COM 2015**

**EuropeAid/137211/DH/SER/Multi**

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<b>Table of contents</b>
--------------------------

1. MANDATE AND GENERAL OBJECTIVES .....	3
2. EVALUATION RATIONALE and SPECIFIC OBJECTIVES .....	3
3. BACKGROUND .....	4
4. SCOPE of the EVALUATION .....	6
5. EVALUATION CRITERIA and QUESTIONS .....	7
6. RESPONSIBILITY FOR THE MANAGEMENT OF THE EVALUATION .....	10
7. PROCESS AND DELIVERABLES .....	11
7.1. The Desk Phase .....	13
7.1.1. Inception .....	14
7.1.2. The Inception Report .....	14
7.1.3. The Desk Report .....	14
7.2. Validation phase .....	15
7.3. Draft Final Report and Dissemination phases .....	16
7.3.1. The Draft Final Report .....	16
7.3.2. The Final Report .....	17
7.4. Dissemination .....	17
8. THE EVALUATION TEAM, OFFER, SELECTION CRITERIA .....	18
8.1. Working languages .....	19
9. TIMING .....	19
10. ANNEXES .....	20



## **1. MANDATE and GENERAL OBJECTIVES**

Systematic and timely evaluation of its programmes, activities, instruments, legislation and non-spending activities is a priority<sup>1</sup> of the European Commission<sup>2</sup> in order to demonstrate accountability and to promote lesson learning to improve policy and practice<sup>3</sup>.

The generic purpose of the evaluation is:

To identify key lessons to improve current and inform future choices

To provide an overall independent assessment of the instrument.

## **2. EVALUATION RATIONALE and SPECIFIC OBJECTIVES**

2.1 The evaluation of the Greenland Decision, together with the other independent evaluations of each External Financing Instrument (EFI) and the Coherence Report, will be some of the sources of information to feed into the Mid Term Review Report (MTR) of the EFIs. The MTR is required by the Common Implementing Regulation (CIR) Article 17, by end December 2017.

In addition to generating information for the MTR Report, the Greenland evaluation will also provide information for:

- the delegated acts (where relevant) to be adopted by March 2018 in order to amend the Greenland Decision;
- the impact assessment<sup>4</sup> for the next generation of instruments. Proposal due mid-2018;
- the final evaluation of the external financing instruments 2014-2020.

The objective of the Greenland Decision evaluation is:

- to provide the relevant external relations services of the European Union and the wider public with an independent assessment of the European Union's EFIs, including complementarities/synergies between the given EFI and each of the other EFIs.
- to inform the programming and implementation of the current EFIs, as well as the next generation of the EFIs.

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<sup>1</sup> EU Financial Regulation (Art 27); Regulation (EC) No 1905/2000; Regulation (EC) No 1889/2006; Regulation (EC) No 1638/2006; Regulation (EC) no 1717/2006; Regulation (EC) No 215/2008

<sup>2</sup> SEC (2007) 213 'Responding to Strategic Needs: Reinforcing the use of evaluation'; Better Regulation package

<sup>3</sup> COM (2011)637 'Increasing the impact of EU Development Policy: an Agenda for Change'

<sup>4</sup> The impact assessment of the EFIs is a separate process led by the EU.

## 2.2 Evaluation users

The main users of this evaluation include the European Commission, the European External Action Service (EEAS), the Council of the European Union, and the European Parliament. The evaluation may also be of interest to the wider international development community, such as partner countries, EU Member States and their National Parliaments, EU expert groups, donors and international organisations, civil society organisations, and the general public interested in external assistance.

## 3. **BACKGROUND**

The multiannual financial framework (MFF) lays down the maximum annual amounts ('ceilings') which the EU may spend in different political fields ('headings') over a period of at least 5 years. The current MFF covers seven years: from 2014 to 2020.

As part of the 2014-2020 MFF, a package of External Financing Instruments (EFIs) was adopted in 2014. This package<sup>5</sup> includes the following mix:

- Development Cooperation Instrument<sup>6</sup> (DCI), 19 661,64 EUR million,
- The European Development Fund (EDF)<sup>7</sup> 30 506 EUR million
- European Instrument for Democracy and Human Rights<sup>8</sup> (EIDHR) 1 332,75 EUR million,
- European Neighbourhood Instrument<sup>9</sup> (ENI) 15 432,63 EUR million,
- Instrument contributing to Stability and Peace<sup>10</sup> (IcSP) 2 338,72 EUR million,
- Instrument for Pre-accession Assistance<sup>11</sup> (IPA II) 11 698,67 EUR million,
- Partnership Instrument for cooperation with third countries<sup>12</sup> (PI) 954,76 EUR million,
- Instrument for Nuclear Safety Cooperation<sup>13</sup> (INSC) 225,321 EUR million and
- The Greenland Decision<sup>14</sup> (GD) 217,8 EUR million.
- Common Implementing Regulation (CIR)<sup>15</sup>,

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<sup>5</sup> For more info: [http://ec.europa.eu/budget/mff/introduction/index\\_en.cfm#headings](http://ec.europa.eu/budget/mff/introduction/index_en.cfm#headings)

<sup>6</sup> Regulation (EU) No 233/2014 of the European Parliament and of the Council of 11 March 2014, OJ L77, p 44

<sup>7</sup> Internal Agreement establishing the 11th EDF, OJ L 210, 6.8.2013, p. 1. For the purpose of this evaluation, EDF has been included in the EFI package but it is outside of the EU budget.

<sup>8</sup> Regulation (EU) No 235/2014 of the European Parliament and of the Council of 11 March 2014, OJ L77, p 85

<sup>9</sup> Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014, OJ L77, p 27

<sup>10</sup> Regulation (EU) No 230/2014 of the European Parliament and of the Council of 11 March 2014, OJ L77, p 1

<sup>11</sup> Regulation (EU) No 231/2014 of the European Parliament and of the Council of 11 March 2014, OJ L77, p 11

<sup>12</sup> Regulation (EU) No 234/2014 of the European Parliament and of the Council of 11 March 2014, OJ L77, p 77

<sup>13</sup> Regulation (EU) No 237/2014 of the Council of 13 December 2013, OJ L77, p 109

<sup>14</sup> Council Decision 2014/137/EU of 14 March 2014 on relations between the European Union on the one hand, and Greenland and the Kingdom of Denmark on the other, OJ L76, p 1

<sup>15</sup> Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014, OJ L77, p 95

Together, these cover a significant part of the EU's external action policies.

**The Common Implementing Regulation**, was established for the first time in March 2014, to provide a single set of rules for the implementation of the DCI, ENI, EIDHR, IcSP, IPA II, PI instruments. Prior to this, implementing rules were included in each separate instrument.

The Common Implementing Regulation (Article 17), calls for a Mid-Term Review (MTR) Report of the six EFIs mentioned above and the CIR itself, to be submitted to the European Parliament and the Council by the end of 2017. However, as the INSC instrument and Greenland Decision also require a similar report, and the EDF requires a Performance Review it has been decided that all the ten instruments will be covered by the MTR Report.

The evaluation of the Greenland Decision is being undertaken at mid-point of its current implementation (2014-2020). It should be understood as part of a set of separate but interlinked evaluations of each EFI, which will be undertaken during 2016 and the first half of 2017.

Evaluation roadmaps for each of the EFIs were published in November 2015 and are available via the following link: [http://ec.europa.eu/smart-regulation/roadmaps/index\\_en.htm](http://ec.europa.eu/smart-regulation/roadmaps/index_en.htm)

The Roadmap for the Greenland Decision can be found at this link: [http://ec.europa.eu/smart-regulation/roadmaps/docs/2017\\_devco\\_005\\_evaluation\\_greenland\\_en.pdf](http://ec.europa.eu/smart-regulation/roadmaps/docs/2017_devco_005_evaluation_greenland_en.pdf)

This evaluation will assess the Greenland Decision, covering:

- The Programming Document for the Sustainable Development of Greenland 2014-2020 (PDSD) at mid-term, including its impact on Greenland as a whole.
- The achievement of the objectives of the Decision and the European value added within this

A mid-term review of the support programme to the education sector will also be carried out in a separate exercise

Greenland is a self-governing territory of the Kingdom of Denmark and though Denmark is responsible for defence, foreign affairs and internal security, the 2009 Self-Governance Act contains a set of rules governing foreign policy matters for Greenland. The Act of Greenland Self-Government determines the constitutional status of Greenland within the Kingdom of Denmark and inter alia defines the natural resources of Greenland as being the property of the Greenlandic people.

Greenland has importance for both geostrategic (its Arctic location gives it importance in the context of the upcoming joint communication from the Commission and the EEAS on the Arctic) and as potential source of raw materials (such as hydrocarbon, aluminium, gold, rare earth elements, rubies and uranium). In the context of natural resources a Letter of Intent on possible cooperation on raw materials was signed by the Government of Greenland and the European Commission in June 2012.

Following its withdrawal from the European Union in 1985, Greenland has been associated to the EU as one of the EU's Overseas Countries and Territories within the legal framework established by the Overseas Association Decision<sup>16</sup> of 2013, which also covers 24 other territories. It seeks to promote *"the economic and social development of the countries and territories and to establish close economic relations between them and the Union as a whole."* This provides a comprehensive framework governing the relations between the EU and the 25 OCTs, notably including a favourable trade regime for access to the EU market.

The Greenland Decision of 14 March 2014 was a Decision by the Council, defining the framework for relations between the EU, Greenland and Denmark between 2014 and 2020. It provides for enhanced dialogue in areas of mutual interest, as well as financial co-operation between the EU and Greenland, excluding the fisheries aspects covered by the Fisheries Partnership Agreement with Greenland (adopted under Regulation (EC) No 753/2007).

- The **enhanced dialogue** is based on a common recognition of the value of strong relations and its positive impact on the economic development of Greenland. Several areas are singled out areas of common interest for dialogue: energy, climate change and environment, natural resources, including raw materials, maritime transport, research and innovation, as well as Arctic issues.
- A specific line in the Multiannual Financial Framework 2014-2020 allocates EUR 217.8 million to cooperation with Greenland over this period (enshrined in the Greenland Decision). The area of co-operation selected by the Government of Greenland is the education sector, and the **Programming Document for the Sustainable Development of Greenland 2014-2020** (PDSD) identifies this as the single focal sector, using the budget support modality.

The Greenland Decision has two specific objectives (article 3 of the Greenland Decision):

- to support and to cooperate with Greenland in addressing its major challenges, in particular the sustainable diversification of the economy - the achievement of those objectives shall be measured by the percentage of trade balance in Gross Domestic Product, the percentage of the fisheries sector in total exports, and the results of education statistical indicators as well as other indicators deemed suitable
- to contribute to the capacity of the administration of Greenland to formulate and implement national policies, in particular in new areas of mutual interest as identified in the PSDS - the achievement of that objective shall be measured by indicators, such as the number of administrative staff completing training and the percentage of civil servants that are (long-term) residents in Greenland.

The PSDS 2014-2020 has three overall objectives

- Reduce inequality in education, emphasising pre- and elementary schooling

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<sup>16</sup> Council Decision 2013/755/EU on the association of the overseas countries and territories with the European Union

- Increase the quality in particular of pre- and elementary schooling
- Increasing efficiency, notably by increasing completion rates of post-elementary schooling

Evidence from the previous PDSD 2007-2013 can be used if relevant – the programme had a budget of ca 25m per annum.

**General objective** of the programme for the sustainable development of Greenland for 2007-2013 is to contribute to a higher standard of living and quality of life in Greenland through developing better education, skills and knowledge. The programme's **specific objectives** are:

- To ensure Greenland's continuous economic progress in the increasingly globalised world economy through provision of a critical mass of qualified, flexible and competitive workforce.
- To support the Government in its effort to reform the education and training sector, to be able to respond rapidly to the changing demands of the labour market.
- To focus on education and training opportunities for the most vulnerable target groups: youth, unskilled and unemployed workers.
- To retain expertise in Greenland and to recruit a larger share of the workforce locally.

Further context to the relations between the Greenland and the European Union will be provided during the briefings in Brussels. Applicants should nevertheless be aware that Greenland also has a sizeable Fisheries Partnership Agreement with the EU, which was renewed in 2015. This includes with annual payments of around EUR 17.8 million, and entails a regular detailed dialogue on the fisheries sector, but it falls outside the Greenland Decision.

In March 2015, the President of the European Commission signed a Joint Declaration with the Prime Ministers of Greenland and Denmark, reaffirming the relations with Greenland.

#### **4. SCOPE of the EVALUATION**

##### **Focus**

The Greenland evaluation will cover:

- the achievement of the objectives of the Greenland Decision and the PDSD, taking into account the evolving international context and EU priorities.
- the implementation of the principles, programming and operations of under the Decisions and PDSD.
- the complementarities or synergies to other EU funding instruments
- the interface with the implementation rules as set out in the CIR (2014)

This evaluation will not assess the Financing Agreement (lending sector budget support to the education sector) signed in order to implement the PDSD, as this will be covered by a separate mid-term evaluation.

##### **Consistency with the other EFI evaluations**

Whilst recognizing that each EFI has its own specificities, information pertaining to the collective set of EFIs is also needed for the MTR Report. To facilitate comparison and overview of the EFI evaluations it is therefore important that the set of evaluations are



broadly consistent with each other in terms of objectives, key evaluation questions, methods, evaluation process, and deliverables. Co-ordination across the evaluations, led by the Global ISG and the 'Chapeau'<sup>17</sup> EFI contract (see Annex Chapeau ToRs) is built into the evaluation process.

**Inclusion of assessment of implementing rules :** Given that the CIR contains the implementing rules relevant to the Greenland, this evaluation includes assessment of how Greenland has applied the rules.

**Data sources:** core information/data sources, including policy frameworks are included in Annex 1.

**Temporal scope:** This evaluation will cover the period January 1<sup>st</sup> 2014 to June 1<sup>st</sup> 2017. However, in order to assess the outcomes and impact of the Greenland Decision and PDSD 2014-2020, it will also be necessary to consider the previous programming period (2007 – 2013) as a significant amount of available data refers to this period.

**Geographic scope:** Greenland – one field visit is envisaged (see Validation Phase).

## 5. EVALUATION QUESTIONS

In line both with the Better Regulation guidelines on evaluations introduced by the Commission in 2015, and the requirements of the CIR, the main assessment criteria are: relevance, effectiveness, efficiency, EU added value, scope for simplification, coherence, complementarity and synergies, consistency, sustainability leverage, and impact.

Evaluation issues, and questions to be further developed at inception stage are set out below.

### **Relevance**

To what extent do the overall objectives the Greenland Decision and the PDSD correspond to:

- (i) EU priorities and beneficiary needs identified at the time the instrument was adopted (2013)?
- (ii) Current EU priorities and beneficiary needs, given recent evolving challenges and priorities in the international context (2017)?
- iii) How do the objectives of the Decision and the PDSD correspond to each other?

Information sought in this area includes:

- an assessment of the relevance compared to Agenda 2030, including the need to co-operate on implementing the SDGs.
- Broader challenges, global or local, affecting Greenland, including possible institutional changes

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<sup>17</sup> The Chapeau contract is a single contract which covers DCI, GD, CIR (drawing from all the separate EFI evaluations) and a Coherence Report and co-ordination across all the EFI evaluations

- Consideration is expected on whether a single focal sector is an appropriate approach – or whether funding should be spread across multiple sectors
- Consideration is expected on whether the education sector should remain the core focus of EU support

### **Effectiveness, impact, sustainability**

2. To what extent does the Decision and the PDSD deliver results against the instrument's objectives

Information sought in this area includes:

To what extent does the PDSD contribute towards the objectives of the Greenland Decision (enshrined in article 3), including:

- sustainable diversification of the economy
- the capacity of the administration of Greenland to formulate and implement national policies

To what extent has the Greenland Decision contributed to the European Union's priorities for smart, sustainable and inclusive growth?

Indicators are provided within the Decision to assess this, but broader indicators and assessments can equally be considered.

To what extent are the following in place and functioning –

- appropriate monitoring processes and indicators for measurement of the performance of the Decision and PDSD
- relevant strategic and operational indicators to measure results achieved by the Decision?
- Has the programming process reflected the principles of aid effectiveness (outlined in article 5), including for identification and formulation reflected ownership, partnership, coordination, harmonisation, alignment to national systems, mutual accountability and results orientation
- Have lessons been applied in programming and implementation?
- Have civil society, local authorities and other stakeholders been sufficiently consulted?
- To what extent is the Greenland Decision flexible enough to respond to changing needs? (e.g. changed policy priorities, changed contexts)

## Efficiency

3. To what extent is the Greenland Decision and its PDSD delivering efficiently – comparing both programming periods?<sup>18</sup>

Information sought in this area includes:

- Cost effectiveness of the action
- What is the ratio of administrative cost to overall budget?
- How efficient is budget execution in terms of time taken from commitments to payments?
- Have the changes made to PDSD 2014 – 2020 from the previous PDSD 2007 – 2013 brought efficiency gains ?
- Are the implementing rules – and recent changes therein – conducive to the efficient implementation of the action?
- Are there areas, such as administrative/management procedures, where the implementation of the Greenland Decision can be simplified to eliminate unnecessary burden?
- Can more flexible or more effective implementation arrangements be envisaged?
- To what extent is the Greenland Decision in line with the implementing rules of the CIR ?  
Specifically in terms of :
  - Implementation
    - f* Subject matter and principles
    - f* Adoption of action programmes, individual measures and special measures
    - f* Support measures
  - Provisions on the Financing Methods
    - f* General financing provisions
    - f* Taxes duties and charges
    - f* Specific financing provisions
    - f* Protection of the financial interests of the Union
  - Rules on nationality and origin for public procurement, grant and other award procedures
  - Climate action and biodiversity expenditure
  - Involvement of stakeholders of beneficiary countries
  - Common rules
    - f* Eligibility under the Greenland Decision
  - Monitoring and evaluation of actions
- To what extent are the following in place and functioning:

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<sup>18</sup> Evaluations will need to compare, where possible, information from the current 2014-2020 period with the previous 2007-2013 period.

- appropriate monitoring processes and indicators for measurement of the performance of the Greenland Decision
- relevant strategic and operational indicators to measure results achieved by the Greenland Decision?

### **Added value**

The Government of Denmark provides an annual block grant to Greenland; to what extent does the Greenland programme add value compared to interventions by the Kingdom of Denmark?

### **Coherence, consistency, complementarity and synergies**

5. To what extent does the Greenland Decision facilitate coherence, consistency, complementarity and synergies both internally between its own set of objectives and programmes and vis-à-vis other EFIs?

Information sought in this area includes:

- Is there internal consistency within the Greenland Decision and the PDSD?
- Is there overlap between the Greenland Decision and any other of the EU's external Finance Instruments?
- If so, are the actions complementary/coherent?
- Is there alignment between the Greenland Decision and EU development policy (while noting their differing overall objectives)?

### **Leverage**

6. To what extent and how has the Greenland Decision and the PDSD leveraged further funds and/or political or policy engagement?

- How could this aspect be enhanced to achieve its policy objectives more effectively and efficiently?
- How can programming and implementation of assistance be enhanced to improve the impact and sustainability of financial assistance?

## **6. RESPONSIBILITY FOR THE MANAGEMENT OF THE EVALUATION**

The DG DEVCO Evaluation Unit is responsible for the management and the supervision of the Greenland Decision evaluation.

The relevant EU services have established a system of Interservice Groups to ensure appropriate oversight of the various EFI evaluations (process, content, co-ordination) related to the development of the MTR Report. The system comprises a Global EFI ISG with overall oversight, and then individual instrument ISGs. Core members of individual instrument ISGs are also members of the Global EFI ISG

The principal tasks of the Global EFI ISG are to :

- brief the evaluators on the issues pertaining to the overall set of EFIs
- ensure coherence across all individual Terms of Reference
- ensure co-ordination of process across the EU stakeholders

- assist in setting a schedule/plan for co-ordination across the evaluations
- ensure a coherent approach to the work and implementation eg
  - coherent set of evaluation and impact assessment questions
  - common plan and schedule for Open Public Consultation
- provide criteria of assessment and required format for the synthesis of findings from all the evaluations.
- discuss and provide feedback on draft Coherence Report

The principal tasks of the individual instrument ISG – in this case the Greenland ISG - is to :

- brief the external evaluators and ensure they have access to all information sources and documentation on activities undertaken
- discuss draft reports produced by the external evaluators during meetings in Brussels;
- assess and provide feedback on the quality of work done by the evaluators;
- provide feedback on the findings and conclusions.

To avoid duplication and consolidate communications between meetings the ISG members communicate with the evaluation team via the Evaluation Manager.

To promote robust understanding and discussion, participation of the evaluation team at Greenland ISG meetings will be as follows: key parts of the initial briefing meeting (in Brussels) will be attended by the whole evaluation team. All other meetings with the Greenland ISG will be attended at least by the GD evaluation lead.

## **7. EVALUATION PROCESS AND DELIVERABLES**

The overall methodological guidance to be used is available on the Better Regulation website to be found here: [http://ec.europa.eu/smart-regulation/guidelines/toc\\_guide\\_en.htm](http://ec.europa.eu/smart-regulation/guidelines/toc_guide_en.htm)

The contractor may also find useful methodological guidance on the DG DEVCO website of the Evaluation Unit to be found here: [http://ec.europa.eu/europeaid/how/evaluation/methodology/index\\_en.htm](http://ec.europa.eu/europeaid/how/evaluation/methodology/index_en.htm)

### **Methodological essentials for the evaluation**

- The evaluation team should establish baselines against which change/progress will be measured. The policy frameworks relevant to the instrument should be included when establishing these baselines.
- The evaluation will be based on both quantitative and qualitative data. Where there is a lack of data, it may be necessary to devise a survey to obtain information from EU Delegations, Member States, specific beneficiaries and other stakeholder as appropriate, in line with the consultation strategy agreed upon. See also reference to co-ordination in Chapeau introduction.
- Intervention logics will be further strengthened/reconstructed and the theory of change which underpins them will be validated. (See Annex 6)



- Findings, conclusions and recommendations should be presented in the Final Report.

### Co-ordination across the evaluations

- The Chapeau contract team leader will be assigned tasks relating to co-ordination of all the EFI evaluations (see Chapeau Contract in Annex).
- To fulfil this coordination role, evaluators responsible for each of the EFI evaluations must cooperate and work closely with the Chapeau Contract team leader, and the Global ISG

### Evaluation Approach

The evaluation approach consists of three main phases, each of which encompass several stages. Deliverables in the form of reports<sup>19</sup> and slide presentations should be submitted at the end of the corresponding stages.

The table below summaries these phases:

<b><i>Evaluation phases:</i></b>	<b><i>Stages:</i></b>	<b><i>Deliverables<sup>20</sup>:</i></b>
1. <u>Desk phase</u>	<ul style="list-style-type: none"> <li>Inception: setting out the detailed design of the evaluation, including all aspects of methodology, and consultation strategy</li> </ul> <hr/> Data collection Initial analysis Hypotheses for validation	$\frac{3}{4}$ Slide presentation $\frac{3}{4}$ Inception Report, including the proposed consultation strategy <hr/> $\frac{3}{4}$ Slide presentation $\frac{3}{4}$ Desk Report
2. <u>Validation phase</u>	<ul style="list-style-type: none"> <li>Data collection</li> <li>Validation of hypotheses (including through field visits)</li> </ul>	$\frac{3}{4}$ Slide presentation $\frac{3}{4}$ Collated feedback
3. <u>Synthesis phase</u>	<ul style="list-style-type: none"> <li>Analysis</li> <li>Assessment</li> </ul>	$\frac{3}{4}$ Slide presentation $\frac{3}{4}$ Draft Final Report with executive summaries, $\frac{3}{4}$ Brief to accompany Report during Open Public Consultation and questions to

<sup>19</sup> For each Report a draft version is to be presented. For all reports, the contractor may either accept or reject through a *response sheet* the comments provided by the Evaluation manager. In case of rejection, the contractor must justify (in writing) the reasons for rejection. When the comment is accepted, a reference to the text in the report (where the relevant change has been made) has to be included in the response sheet.

<sup>20</sup> The contractors must provide, whenever requested and in any case at the end of the evaluation, the list of all documents reviewed, data collected and databases built.

<b><i>Evaluation phases:</i></b>	<b><i>Stages:</i></b>	<b><i>Deliverables<sup>20</sup>:</i></b>
		<i>guide the Open Public Consultation</i> <i>¾ Summary report of issues raised in the Open Public Consultation</i> <i>¾ Slide presentation</i> <i>¾ Final Report with executive summaries, including annex summarising consultation process</i>

All reports will be written in English and submitted according to the timetable in annex 4 to the evaluation manager. Draft Final, OPC consultation brief and summary of responses and Final Report will also be translated into Greenlandic. The reports must be written in Arial or Times New Roman minimum 11 and 12 respectively, single spacing. Inception and Desk reports will be delivered only electronically. The Draft Final report and the Final report will also be delivered in hard copies. The Executive Summaries (1 page; and 4 pages) will be delivered both electronically and in hard copy. The 4 page version of the summary will be available both integrated into the Final Report, and as a separate stand-alone document.

The electronic versions of all documents need to be delivered in both editable (Word) and non-editable format (PDF).

## **7.1 The Desk Phase**

### **7.1.1. Inception**

At the start of the evaluation process, a substantive set of **Briefing Meetings** (2-3 days) will be held in Brussels. This will be a briefing for all the four evaluative products of the Chapeau contract, but will give emphasis to the two individual instrument evaluations at this stage - the DCI and Greenland Decision. The purpose of the briefing is for the evaluation team to meet and be briefed by the Evaluation manager, relevant ISG groups, and thereafter their members individually, and to meet any other key players. It will also be used by the evaluation team for at least initial discussion of the relevant intervention logics with the relevant ISG.

### **7.1.2. The Inception Report**

Taking into account the learning from the Briefing Meeting, the contractor will deliver an **Inception Report** which will contain the following elements:

- the proposed design of the evaluation – this includes identification of
  - data and information to be collected from which sources, how and when
  - methods to be used to analyse the data, with justification
  - limitations - including an assessment of the data and whether it will provide a sound basis for responding to the evaluation questions.

- a consultation strategy – identification of the stakeholder groups and key stakeholders within each group. Identification of who will be consulted on what, when and why
- provision of a detailed work plan and schedule for the overall evaluation process,
- the background and institutional context of the Greenland Decision, and the types of partners with whom it co-operates and the types of intended beneficiaries;
- a concise description and analysis of the evolution of the Greenland Decision starting with the Council Decision on relations between the European Community on the one hand, and Greenland and the Kingdom of Denmark on the other, of 2006 (9802/06);
- further defined intervention logic (see annex 6, showing the theory of the change of the Greenland Decision);
- an inventory of the evidence base (e.g. programming documents 2007-2013 and 2014-2020 see annex 2 for further details);
- if appropriate, revised evaluation questions, and proposed judgement criteria per evaluation question and proposed quantitative and/or qualitative indicators related to each judgement criterion.

If necessary, the Inception Report will also include suggestions of modifications to the composition of the evaluation team.

The Inception Report will be discussed with the ISG prior to approval by the contracting authority. The Inception Report shall **not exceed 10 pages**. Additional material may be placed in annexes, as necessary. The Inception Report is expected to be submitted within *max* 3 weeks of the briefing session.

### 7.1.3. The Desk Report

Upon approval of the Inception Report, the contractor will prepare and present a **Desk Report** which should include at least the following elements :

- a concise first analysis and first elements of response to each evaluation question which also concisely sets out the hypotheses and assumptions to be tested in the validation phase;
- progress in the gathering of data. Any complementary data required for analysis and for data collection during the validation phase must be identified;
- a comprehensive list of the evidence that has been analysed and a list of the documentation reviewed and the justification for their choice.
- further development of any methods to be used, in light of information up-dated since the Inception Report
- a work plan for the validation phase: a list with brief descriptions of people to interview for in-depth analysis of issues. The evaluators must outline the planning for the in-country visit, its value added, and the planned interviews.

During the inception and desk phase relevant stakeholders will be consulted via/phone/email/face-to-face/video-conference discussions. The use of interviews, surveys,

design of questionnaires, and other tools should be considered and decided upon during the inception phase. In the case of a survey, these will be coordinated by the EFI Chapeau team leader in conjunction with the Global EFI ISG so that stakeholders only receive one set of questions.. However, the questions asked for each instrument do not need to be the same.

The contracting authority expects the evaluation team to build in considerable time to look through documents and to have face-to-face discussions in Brussels throughout the evaluation process, particularly during inception and desk phases.

The external evaluators will make a slide presentation and discuss the Desk Report with the ISG in a half-day meeting in Brussels. The Desk report should **not exceed 20 pages** (further material can be placed in annexes) It will be finalised after consideration of the comments received from the ISG.

The Evaluation Manager will authorise the start of the validation phase.

## 7.2 Validation phase

The validation phase enables the evaluators to check the hypotheses which they have developed during the Desk phase, through detailed interviews/discussion with key players and stakeholders.

The initial findings and recommendations, drawn together at the end of the validation phase, will be discussed with the ISG with the help of a short slide presentation.

The validation phase will involve discussions with:

- EU officials responsible for oversight of the overall Greenland Decision/Programing Document and its different programmes, and those with experience in implementation (face-to-face or by phone in Brussels and Delegations)
- Partner country stakeholders, Aid Co-ordination Ministries
- CSOs and LAs in country with experience of the Greenland Programme
- Other donors – international NGOS, bi-laterals and multi-laterals, if any

It will also entail one visit to Greenland, both to Nuuk and outside the capital.

This visit is to provide first-hand knowledge of the Decision implementation on the ground.

## 7.3 Draft Final Report and Dissemination phases

### 7.3.1. The Draft Final Report

The contractor will submit the Draft Final Report as per the report structure set out in annex 2. The Draft Final Report shall **not exceed 30 pages**. Additional relevant material may be placed in annex.

This document should deliver the results of all tasks covered by these Terms of Reference, and must be written such that readers, who are not working in this area, can easily understand.

The Draft Final Report will be discussed with the ISG in Brussels. The Report will be revised, as the evaluation team considers necessary, in light of feedback from the ISG. The evaluation

team will prepare a short brief (in English and translated into Greenlandic) to accompany the Report, for the purposes of the forthcoming Open Public Consultation (OPC)<sup>21</sup> which highlights some areas and questions where feedback would be particularly welcome. The Draft Final Report will subsequently be submitted for approval.

On approval, the Draft Final Report will be placed on the web (in English and translated into Greenlandic) by the appropriate authority in DG DEVCO, in order to feed into the 12 week OPC process, in the first quarter of 2017. (See schedule attached in annex 4). The Draft Final Reports of all the EFI evaluations will be synchronised to appear on the web.

The lead of this evaluation will be present for the group consultations on this evaluation, and other relevant EFI Draft Report consultations. These face to face consultations will be chaired by DG DEVCO, and will be targeted at Member States, key EU officials, CSOs, and representatives of Partner countries.

The group consultation costs related to the presence of the experts (travel cost, per diem etc.) must be covered by the offer. Costs for logistics (room rental, catering etc.) will be dealt with, as necessary, in a separate contract.

Following the Open Public Consultation, a summary of the contributions received regarding the Greenland consultation will be delivered by the evaluation team<sup>22</sup>. This summary shall not exceed **10 pages**, and will include responses for the evaluation. The summary should include a concise summary of contributions received, a statistical analysis of the contributions received, the evaluation team's response to each question, the evaluation team's conclusions for each section, and identification of the evidence/contributions which will be fed into the evaluation. The summary will also be translated into Greenlandic.

### 7.3.2. The Final Report

The contractor will prepare the **Final Report** taking into account the feedback from the ISG and the Open Public Consultation. The Final Report will be submitted to the ISG. The length of the Report will not exceed **30 pages**. Additional relevant material may be placed in annex. The Report will be also be translated into Greenlandic.

Executive summaries – One executive summary should be provided, not exceeding four (4) pages, and one executive summary of one (1) page only (in English and Greenlandic), should be provided. (See annex 2)

The contracting authority will publish the Final Report, the Executive Summaries, and the annexes on the Commission's central website.

Approval must be given by the Evaluation Manager before the Final Report is printed.

The offer will be based on 30 hard copies in English of the **Final Main Report** (without annexes) and 15 copies of the annexes. Also 30 hard copies of the Final Main Report in

<sup>21</sup> Mandatory 12 week OPC as per Better Regulation (2015).

<sup>22</sup> The evaluation team should note the data protection rules in the Better Regulation Guidelines (p.81)



Greenlandic. A non-editable version on a USB stick shall be added to each printed Final Main Report.

#### **7.4 Dissemination**

Dissemination activities may be requested. In case of financial implications on the total contractual amount, such requests will be formalised via a rider.

### **8 THE EVALUATION TEAM, OFFER, SELECTION CRITERIA**

The requirements of the evaluation team, offer and selection criteria are set out in the Chapeau Contract. This includes translation requirements.

#### **8.1. Working Languages – contributions to consultations**

The evaluation team should have an excellent command of **English** language, both spoken and report writing.

All local documents in Greenland will be available in **Danish**, so Danish is an essential requirement.

Contributions to any internal consultations/surveys are expected to be received in English, Danish and Greenlandic. The Commission will provide no translation of these contributions.

Contributions to the Open Public Consultation (OPC) are expected to be received mainly in English, Danish and Greenlandic. No translation will be provided by the Commission for responses received in English, Danish and Greenlandic. Contributions received in any other languages will be translated by the European Commission into English.

### **9. TIMING**

The evaluation is due to start latest early June 2016. The expected duration is June 2016 to early June 2017 (13 months). As part of the technical offer, the framework contractor must adhere to the timetable in annex 4, and provide their proposed, more detailed schedule within that timetable in terms of "week 1" etc. The contracting authority underlines that the contractor should ensure that the evaluation team is available to meet the demands of this schedule.

Whilst attendance at the briefing sessions in Brussels at the start of contract is expected, including the drafting of a short inception report, the bulk of the subsequent work on the Greenland Decision is expected to be carried out between September and December 2016. Open Public Consultation Feb – April 2017, Final Report Delivery June 1<sup>st</sup> 2017

Indicatively, a senior expert can expect to spend up to 8 days travel overall on Mission to Greenland.

### **10. ANNEXES**

The contracting authority reserves the right to modify the annexes without prior notice.

<b>ANNEXES</b>
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ANNEX 1: INDICATIVE DOCUMENTATION TO BE CONSULTED FOR THE PURPOSE OF THE EVALUATION BY THE SELECTED CONTRACTOR, INCLUDING DCI POLICY FRAMEWORK – some limited additions may still be added

The Greenland Decision<sup>23</sup>

Programming Document for the Sustainable Development of Greenland 2014-2020

COMMISSION STAFF WORKING PAPER IMPACT ASSESSMENT Accompanying the document COUNCIL DECISION on relations between the European Union on the one hand, and Greenland and the Kingdom of Denmark on the other SEC(2011) 1484 final

The "aide-mémoire" of the Greenland policy dialogue meeting of 2014, 2015 and 2016;  
Payment dossiers for budget Support disbursements (not a public document) – 2013, 2014, 2015

Financing Agreement "Support to the Education Sector in Greenland" 2014 and 2016

Ex post evaluation of the 2007-2013 education support programme in Greenland;

Annual implementation Report 2014 on the EU support to the education sector

2015 Joint Declaration by the European Union on the one hand, and the Government of Greenland and the Government of Denmark, on the other, on relations between the European Union and Greenland, [https://ec.europa.eu/europeaid/sites/devco/files/signed-joint-declaration-eu-greenland-denmark\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/signed-joint-declaration-eu-greenland-denmark_en.pdf)

Study published on EU Needs with regard to cooperation with Greenland in the area of raw materials - [http://ec.europa.eu/growth/tools-databases/newsroom/cf/itemdetail.cfm?item\\_id=8395](http://ec.europa.eu/growth/tools-databases/newsroom/cf/itemdetail.cfm?item_id=8395)

Letter of Intent of 13 June 2012 on raw materials;

Overseas Association Decision (COUNCIL DECISION 2013/755/EU)

COMMISSION STAFF WORKING DOCUMENT IMPACT ASSESSMENT Accompanying the document COUNCIL DECISION on the association of the overseas countries and territories with the European Union ("Overseas Association Decision") <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52012SC0194>

The OCT Sustainable Energy Roadmap (see 16-17 June 2015 OCT Energy Summit);

Fisheries Partnership Agreement with Greenland - [http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:22012A1023\(01\)](http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:22012A1023(01)) adopted under Regulation (EC) No 753/2007

Evaluation of the Fisheries Partnership Agreement with Greenland [http://ec.europa.eu/fisheries/documentation/studies/greenland/doc/report-greenland-2014\\_en.pdf](http://ec.europa.eu/fisheries/documentation/studies/greenland/doc/report-greenland-2014_en.pdf)

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<sup>23</sup> Council Decision 2014/137/EU of 14 March 2014 on relations between the European Union on the one hand, and Greenland and the Kingdom of Denmark on the other, OJ L76, p 1

## **General documentation**

EU Results Framework - COMMISSION STAFF WORKING DOCUMENT Launching the EU International Cooperation and Development Results Framework SWD(2015) 80 final

Treaty of the European Union (Title V)

Treaty on the Functioning of the European Union (Part Four)

Millennium Development Goals

Agenda 2030

Declaration on Aid Effectiveness (Paris, 2005), Accra Agenda for Action (2008), and their follow-up declaration (Busan, 2011)

Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Addis Ababa Action Agenda)

COP 21

Commission Communication 13 October 2011: Increasing the impact of EU Development policy: An Agenda for Change

Council Conclusions, 25 June 2013 - "The Overarching Post 2015 Agenda"

Commission Communication 2 June 2014 - "A Decent Life for All: From Vision to Collective Action".

Council Conclusions, 16 December 2014 - "On a transformative post-2015 agenda".

Commission Communication, 5 February 2015 - "A Global Partnership for Poverty Eradication and Sustainable Development after 2015"

EU budget support Communication from 2011

EU support for Sustainable change in Transition Societies, Communication 2012

## ANNEX 2: OVERALL STRUCTURE OF THE FINAL REPORT

The overall layout of the **Final report** is:

- Executive summary (1);
- Context of the evaluation
- Evaluation questions
- Approach and methods used
- Responses to questions (findings);
- Conclusions (2)

Length: the final main report may not exceed 30 (thirty) pages, excluding annexes. Each annex must be referenced in the main text. Additional information regarding the context, the activities and the comprehensive aspects of the methodology, including the analysis, must be put in the annexes.

The evaluation matrix must be included in the annexes. It must summarise the important responses at indicator/ judgement criteria level. Each response must be clearly linked to the supporting evidence. The matrix must also include an assessment of the quality of evidence for each significant finding.

### (1) Executive summaries

The 1 (one) page executive summary of the evaluation report is extra to the 30 page limit for the main report. It should cover the objective of the evaluation, key findings and key conclusions.

The 4 (four) page executive summary of the evaluation report is extra to the 30 page limit for the main report. It should be structured as follows:

- a) 1 paragraph explaining the objectives and the challenges of the evaluation;
- b) 1 paragraph explaining the context in which the evaluation takes place;
- c) 1 paragraph referring to the methodology followed, spelling out the main tools used
- d) The key findings and general conclusions
- e) A limited number of main conclusions should be listed and classified in order of importance

The chapter on conclusions should be drafted taking the following issues into consideration:

### (2) Conclusions and Recommendations

- The conclusions should be grouped in "clusters" of similar issues which reflect the requirements of the CIR (e.g. added value, scope for simplification).
- The chapter on conclusions must also identify lessons to be drawn -, both positive and negative.
- Recommendations should address the weaknesses identified and reported.
- Recommendations should be clear, well structured, operational and realistic in the sense of providing clear, feasible and relevant input for decision making.

### **Annexes (non-exhaustive)**

- Methodological approach;
- Evaluation matrix;
- Case studies;
- List of documents consulted;
- List of institutions met and persons interviewed;
- Results of any focus groups, expert panel etc.;
- All data bases constructed for the purpose of the evaluation
- Summary of Open Public Consultation.
- Summary of overall consultation process<sup>24</sup>

### **EDITING**

- The Final Report must have been copy edited and proof read such that it is:
  - consistent, concise and clear;
  - well balanced between argument, tables and graphs;
  - free of typos and language errors;
  - include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;
  - contain an Executive summary (or summaries in several language versions when required).
  - be typed in single spacing and printed double sided, in A4 format.
- The presentation must be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout).
- Reports must be glued or stapled; plastic spirals are not acceptable.
- The contractor is responsible for the quality of translations and ensuring that they correctly reflect with the original text.

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<sup>24</sup> This annex should be in line with the requirement of annex 2 of tool 47 of the toolbox ([http://ec.europa.eu/smart-regulation/guidelines/tool\\_47\\_en.htm](http://ec.europa.eu/smart-regulation/guidelines/tool_47_en.htm)) and the Better Regulation Guidelines on Consultation, of no more than 10 pages.

## ANNEX 3 :QUALITY ASSESSMENT GRID (TBC revised grid under construction)

	Unaccept able	Poor	acceptable	Good	Very good	Excellent
<b>1. Meeting needs:</b> Does the evaluation adequately address the information needs of the commissioning body and fit the terms of reference?						
<b>2. Relevant scope:</b> Is the rationale of the policy examined and its set of outputs, results and outcomes/impacts examined fully, including both intended and unexpected policy interactions and consequences?						
<b>3. Defensible design:</b> Is the evaluation design appropriate and adequate to ensure that the full set of findings, along with methodological limitations, is made accessible for answering the main						
<b>4. Reliable data:</b> To what extent are the primary and secondary data selected adequate? Are they sufficiently reliable for their intended use?						
<b>5. Sound data analysis:</b> Is quantitative information appropriately and systematically analysed according to the state of the art so that evaluation questions are answered in a valid way?						
<b>6. Credible findings:</b> Do findings follow logically from and						



are they justified by, the data analysis and interpretations based on carefully described assumptions and						
<b>7. Validity of the conclusions:</b> Does the report provide clear conclusions? Are conclusions based on credible results?						
<b>8. Usefulness of the recommendations:</b> Are recommendations fair, unbiased by personal or shareholders' views, and sufficiently detailed to be operationally applicable ?						
<b>9.. Clearly reported:</b> Does the report clearly describe the policy being evaluated, including its context and purpose, together with the procedures and findings of the evaluation, so that information provided can easily be						
<b>Taking into account the contextual constraints on the evaluation, the overall quality rating of the report is considered.</b>						

## ANNEX 4 : INDICATIVE TIMING

<i>Evaluation Phases and Stages</i>	<i>Notes and Reports</i>	<i>Dates</i>	<i>Meetings/Communications</i>
Desk Phase			
Inception stage		May 2016	Briefing session in Brussels
	Inception Report	June 2016 (max three weeks after briefing session)	GD ISG meeting
Desk Review	Desk Report	September/October 2016	GD ISG meeting
Validation Phase		October/November 2016	Mission to Greenland
	Presentation of Findings	November 2016	ISG meeting
Synthesis Phase			
	Draft Final Report	December 2016	ISG meeting
	Presentation		Open Public Consultation (12 weeks as of February 1 <sup>st</sup> 2017)
	Submission Final Report	1 <sup>st</sup> June 2017	
	Submission printed version	24 <sup>th</sup> June 2017	

## **ANNEX 5 INTERVENTION LOGIC**

### **NEEDS**

- Need for structural and sectoral reforms, with the ultimate goal of diversifying the Greenlandic economy;
- Issue of mutual interest, such as climate change and environment, maritime transport, raw materials, need to be addressed by policy makers.

### **CHANGES SOUGHT**

- Preserve the close and lasting links between the Greenland and the EU
- Support Greenland in addressing its major challenges, in particular the sustainable diversification of the economy, the need to increase the skills of its labour force, including scientists, and the need to improve the Greenlandic information systems in the field of Information and Communication Technologies
- Contribute to the capacity of the Greenlandic administration to formulate and implement national policies, in particular in new areas of mutual interest

#### *Assumptions*

*EU organisational structures are in place to respond to needs*

### **INPUTS**

- Financial assistance to the education sector policy
- Enhanced dialogue in areas of common concern

#### *Assumptions:*

*Focus of education sector policy is appropriate*

*Administrative capacity available in education sector*

*Areas of mutual concern agreed for dialogue*

*Dialogue mechanism effective and a continuity is built up*

### **OUTPUTS**

- Improvements in education indicators relating to quality, efficiency and inequality of access
- Dialogue on issues of mutual concern is held regularly
- Increased number of administrative personnel completing trainings;
- Higher number of public officials training in European Public Administration.

#### *Assumptions*

*Education sector improvement strengthens the quality of the labour supply*

*Dialogue is effective in motivating follow-up*

*Effective monitoring system in place*

### **RESULT/IMPACT**

- The economy and the society is placed on a sustainable development path (the economy is diversified and the skills of the labour force are enforced);
- The competitiveness and the diversity of the economy are increased, its vulnerability is reduced, the structural development weaknesses are addressed;

- Better educated and more flexible labour force, with the required skills for a diversified economy;
- Increased ability of the Greenlandic administration to formulate and implement national policies, including in new areas and global issues;
- Better trade balance with a decreased share of the traditional sector in the total exports of the Country and an increased share of the natural resources, including raw materials in the total exports;

#### **EXOGENOUS FACTORS/RISKS**

- Economic/political instability;
- Natural disasters;
- Logistical challenges of delivering services to geographically scattered locations;