



Evaluation Unit (EVAL)

- **Project Title:** Youth Employment Partnership in Serbia
- **TC/SYMBOL:** SRB/07/01/M/ITA
- **Type of Evaluation:** Final independent
- **Country(ies):** Republic of Serbia
- **Project End Date:** 31 December 2010
- **Evaluation Manager:** Irina Sinelina
- **Administrative Unit:** ILO Office for Central and Eastern Europe
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- **Date Evaluation Completed:** 9 December 2010
- **Key Words:** youth employment; employment policy; active labour market policies



**INTERNATIONAL LABOUR ORGANIZATION (ILO)
MULTI-BILATERAL PROGRAMME OF TECHNICAL COOPERATION**

Evaluation Report

Project Number: **SRB/07/01/ITA**

Project Title: **Youth Employment Partnership in Serbia (YEPS)**

Project Site: **Belgrade and other locations in the Republic of Serbia**

Project language: **English and Serbian**

Executing agency: **International Labour Organization**

Government counterpart: **Ministry of Economy and Regional Development**

Starting Date: **September 2007**

End Date: **December, 2010 (revised)**

Total Budget: **US\$ 1,200,000 (Government of Italy contribution)**
US\$ 50,000 (ILO contribution, preparatory assistance)
US\$ 450,000 (Government of Serbia contribution)

Evaluation Date: **November 2010**

ILO Department: **Employment Programme, ILO Budapest**

Donor: **Government of Italy**

Youth Employment Partnership in Serbia (YEPS) Project

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Acronyms

ALMPs	Active Labour Market Policies
CTA	Chief Technical Advisor
DWC	Decent Work Country Programme
EU	European Union
ILO	International Labour Office
IPA	European Union Instrument of Pre-Accession
MoE	Ministry of Education
MoERD	Ministry of Economy and Regional Development
MoERD	Ministry of Economy and Regional Development
MoYS	Ministry of Youth and Sport
MoLSP	Ministry of Labour and Social Policy
NES	National Employment service of Serbia
NAP	National Action Plan on Youth Employment
UNDP	United Nations Development Programme
VET	Vocational education and Training
YEF	Youth Employment Fund
YEPS	Youth Employment Partnership in Serbia

Foreword

This final evaluation report of the International Labour Office's Project *Youth Employment Partnership in Serbia* is the result of a joint effort of the independent evaluation team - Mr. Frank Kavanagh, Ms Galjina Ognjanov and Mr. Francesco Petrera, the Project's implementation partners and the ILO staff.

The draft of the evaluation report was discussed with the Project's partners during a Tripartite Workshop organized in Belgrade on 25th November 2010. This discussion involved representatives of the Ministry of Economy and Regional Development, the National Employment Service, the social partners, the donor and the ILO. The main findings, lessons learnt and recommendations contained in this report include the inputs provided during the above mentioned workshop.

Youth Employment Partnership in Serbia (YEPS)

Abstract

Summary of the Project purposes, logic and structure

Against the backdrop of economic crisis and concomitant high levels of youth unemployment, particularly those who are disadvantaged and with low educational levels, the main thrust of the ILO project strategy revolved around two major components that combined the strengthening of the capacity of institutions to implement youth employment policies and programmes with demonstration programmes directed at the creation of more and better jobs for young people. The **institutional development component** was geared at increasing the effectiveness of labour market institutions, including the social partners, in addressing the youth employment challenge, whereas the **direct support component** provided assistance for the development of targeted employment programmes for disadvantaged youth, especially those facing discrimination, poverty and social exclusion. Such work is reflected in Priority 2 of the Decent Work Country Programme for Serbia (2008-2010), namely “Improving the formulation and implementation of employment policy as well as of measures targeting disadvantaged youth”.

A number of preparatory assistance activities were carried out by the ILO with own funding prior to the actual project inception. These activities included: i) the analysis of the youth labour market of Serbia, including a performance assessment of policies and institutions for youth employment (which served as baseline for the development of the youth employment policy and the national action plan); 2) the assessment of the employment promotion laws of a number of countries in the region to inform the drafting of the new employment promotion law of Serbia; 3) the translation of a number of employment-related publications of the ILO in the Serbian language.

Purpose, scope, clients and method of the Evaluation

The purpose of this evaluation is to assess the performance of the Project in a comprehensive, systematic and objective manner in terms of relevance, effectiveness, efficiency and impact. The evaluation is designed to assess the relevance of Project objectives and approach as well as identify the extent to which: i) the project has achieved its planned objectives, ii) its strategy has proved efficient and effective, and iii) the long-term impact the Project is likely to have. The evaluation has been prepared for the benefit of policy makers, managers and practitioners of labour market and other institutions that partnered with the Project at central and local levels, as well as the social partners and the donor. In addition the clients of the evaluation include Project management, the ILO Subregional Office for Central and Eastern Europe, the ILO Regional Office for Europe, the Youth Employment Programme, and, ultimately, the Technical Cooperation Committee of the ILO's Governing Body.

A pragmatic approach has been adopted to the evaluation based on both qualitative and quantitative methods. This entailed a comprehensive analysis of various sources of information including desk review of survey data and project files, including the project document, technical and policy papers produced by the project; work plans; progress reports and minutes of Steering Committees' meetings. We then undertook interviews and meetings with Ministry of Economy and Regional development (MoERD) Employment Department; National Employment service of Serbia

(NES)Management; Employment Programmes and Adult Training Divisions; Management and staff of the NES branch offices in Bor, Pozarevac, Novi Pazar, Kraljevo and Subotica, case managers as well as pilot programmes beneficiaries including visits to employment locations/companies/firms; Ministry of Youth and Sport, Youth Department; Confederation of Autonomous Trade Unions of Serbia (CATUS);Trade Union Confederation Nezavistnost; Serbian Association of Employers; Other partner agencies and institutions; Serbian Foundation for an Open Society.

Main Findings and Conclusions

The evaluation team are unanimous in their conclusion that this project has had a lasting, positive and systemic impact on policy making and operational activities in both MoERD and the NES respectively. It has also forged valuable links between those two bodies and the social partners and other donor organisations. In that regard the project is viewed as an outstanding success and worthy of study as a best practice model of cooperation and project implementation.

The initiatives present original, but also complex, features, specifically as far as the development of coordinated action among different stakeholders with divergent organizational structures, expertise and resources is concerned. As many informants have pointed out during the interviews, the establishment of a modern adult vocational training system aligned to emerging and new labour market needs is desirable and the project has underlined this lacuna in labour market provision.

The direct provision component was innovative and entirely suitable for an environment where the VET system needs reform and where no updated framework of qualifications along EU lines, exists. The certification of competency-based training in the context of in-company work environments requires a high level of input and support from the NES and employers.

Selected highlights

- Labour market information systems have been strengthened and a bridge has been established between the NES and the National Statistics Office, to their mutual benefit. The structure of the LFS has also been improved through the learning gained during the project.
- Monitoring and evaluation skills of NES have been developed and reinforced through the training provided during the project.
- The whole concept of transferable skills has been introduced as a way to mediate clients towards new occupations. Allied to this is the development of the competency-based learning and job-analysis approach which allows for better matching of clients to jobs and to more focused and targeted on-the-job training
- New approaches to skills surveys and forecasting have been instrumental in transforming the amount of LMI available to policy makers, both at National and Regional levels.
- The project was completely relevant to the policy formulation functions of the MoERD and inter-alia facilitated the setting up of the Youth Employment Fund and closely assisted the development of the National Action Plan for Youth.
- The project has highlighted the issue of youth unemployment and has prepared the MoERD and NES in their approach to programming for youth when IPA funds come on -stream.
- Sustainable cooperation with other donors has been achieved and this has been particularly praised by MoERD
- Expectations were high at the inception of the project and according to all interviewees met during the evaluation, resistance to new ideas engendered by the project was low because all players were introduced to the different subject matters slowly and involvement at all levels was encouraged by the CTA. Cooperation among all the stakeholders was high and maintained as such throughout the project.
- The National Employment Strategy for 2011-2020 is being formulated at present and is benefiting directly from the influence of the ideas and innovations introduced during the course of the project.
- Innovations such as the child care and mobility grants available under the OJT component are highly appreciated by the MoERD and worthy of mainstreaming subject to the removal of legal obstacles
- Targeting of disadvantaged groups was a valuable additional tool for the NES and the project allowed this to happen in a demonstration project which allowed the NES staff to test the modalities of such targeting approaches to case management in a non-pressurised way during the project.
- Employers felt to be fully involved in the project both at national and individual firm levels.

All partners in the project indicate that the project was remarkably singular in its ability to engender substantial learning at policy and technical levels and has provided an increased awareness of targeting the disadvantaged in a way that produces results and has reinforced the core ILO perspectives on decent work, gender equality and poverty. To quote a representative of the MoERD, this project was superior to any delivered within MoERD in the last number of years and has delivered those superior results with a relatively modest budget.

There is no doubt that the substantial capacity developed will continue to be used in all future project and policy formulation. The demonstration project component has provided many lessons and while it won't be immediately replicated as the ALMPs for 2011 are already programmed, the lessons learned are already influencing the formulation of a new approach to LTU and an existing Youth and migration project in Serbia.

Selected Recommendations

1. The NES service delivery system should be reinforced through the functional reorganisation of staff structures particularly in front-line services, by the introduction of profiling and case management approaches to service delivery and by the improvement of active labour market programmes design, monitoring and evaluation. The monitoring approach tested by the project to measure the performance of active labour market programmes targeting disadvantaged youth offers decision-makers a tool to appraise the labour market returns of investing public funds to fight social exclusion of the most vulnerable groups. The MoERD should continue these endeavours and commit human and financial resources to periodically verify the labour market outcomes of ALMPs.
2. The involvement of social partners can bring focus on issues that are not always on the government's agenda. To this end, it seems worthwhile that ILO continues to provide assistance to further strengthen the capacity of employers' and workers' organizations to shape the employment and labour market policy agendas.
3. The development of a follow on-project to develop labour market focused adult training would greatly improve the toolkit available to the NES to deliver VET supported interventions in an economic way such as the innovative competency based training allied to on-the-job components.
4. There is a strong case for more and better investment in NES staff development. The complex architecture of vocational education and training and of ALMPs requires sustained efforts to achieve human resource development objectives. This requires that the staff of different institutions as well as other stakeholders are enabled to manage the system in a new way. Institutional actors need to be motivated and committed to the achievement of policy objectives, and they need to be supported to reinforce their competences to manage complex and integrated ALMP systems.
5. To improve the placement impact of on-the-job training consideration should be given to obliging employers to recruit a minimum of 50% of participants in OJT and be supported with the allocation of more funds to training (extension of period of training, increasing the

subvention to employers as an incentive), subject to the existence of appropriate labour demand.

6. There is a strong case to ensure that the front-line NES Mediators/Advisers be the prime managers of innovative active labour market interventions such as the OJT. This implies that the staff-client ratio in the NES be reduced to allow more time for counselling individual clients and to allow Mediators to get out and meet employers. A recent review of the NES posits some solutions to this issue such as developing a flatter staff structure in the NES to improve the staff-client ratio so that more resources are available to inter-alia, case-manage disadvantaged youth.
7. It is strongly suggested that in future, a mechanism is put in place for technical cooperation projects (both in Serbia and other Countries) implementing ALMPs to remain open after the official project end date in order to support Member States in the assessment of longitudinal net impact effects.
8. Finally, it is recommended that the best-practice demonstration direct provision component and lessons learned should be strongly considered by other countries/regions which are engaged in programmes designed to address the needs of disadvantaged youth.

Selected important lessons learned

1. The provision of quality technical assistance to youth employment policy and programme development poses a number of daunting challenges. Firstly, it requires a full understanding of the economic growth dynamics and functioning of the specific labour market. Secondly, it needs to be underpinned by comprehensive knowledge on the operations of complex organisations (public administration in general, ministries and department in charge of labour and employment and Public Employment Services). Thirdly, it requires the detailed exploration of past and current public policies in very diverse areas (education, fiscal, enterprise development, social protection, poverty reduction and so on). Such work often requires that technical cooperation projects go beyond the specific outputs and activities designed in the project document to actually achieve the stated objectives. However, project resource constraints (time, expertise and funds) may limit the scope of the assistance provided.
2. Strategies that combine institutional capacity strengthening with demonstration programmes directed at the creation of more and better opportunities for youth would seem to be more effective in responding to the needs of disadvantaged youth. This is because Labour market institutions often require support to deliver innovative targeting of and provision for the disadvantaged youth cohort.
3. The strategy to source co-financing and in-kind contribution to leverage the funds available to the project is an approach that could be mainstreamed in most technical cooperation projects. It also serves as a capacity building tool for national partners in fund raising and management of project design, monitoring and evaluation.
4. Policies aimed at improving youth employment prospects should be wide in scope, while programmes need to be targeted to those who are most at risk of labour market exclusion. A

correct diagnosis of the causes of unemployment among young people (mismatch between labour supply and demand, sluggish labour demand, low job search intensity or wage reservation mechanisms) is of the essence for the design and targeting of effective interventions.

5. The existence of an employment strategy is a necessary, but not sufficient condition to bring focus and coherence to labour market policies and programmes. Coordination among different ministries remains the most difficult area to be tackled – especially so during a labour market crisis – with coordination among line ministries fragmented and with too few initiatives taken in concert. Although some progress in this regard has been made during the development process of the Action Plan on Youth Employment, more assistance will be required reinforce this practice.

1. Introduction

The International Labour Organisation (ILO) implemented the Youth Employment Partnership Project in Serbia (YEPS) during the period September 2007-December 2009 and with the approval of the Steering Committee, extended the project period on a no-cost basis, to December 2010. Financed by the Government of Italy with a contribution of US\$1.2 million, the Project had an initial duration of twenty months.

The government counterpart at the time of project formulation was the Employment Department of the Ministry of Labour and Social Policy. The new ministerial framework established after the election of 2007 moved the competence on employment to the Ministry of Economy and Regional Development (MoERD), which became the Project counterpart since its inception in September 2007. The progress of the Project was assessed regularly by the Project Steering Committee, which met twice a year throughout the Project duration.

The ILO commissioned this independent evaluation of the Youth Employment Partnership Project in Serbia (YEPS) in October-November 2010. A team¹ of three jointly undertook the evaluation.

2. Description of the project

The Youth Employment Partnership Project in Serbia (SRB/07/01/ITA), financed by the Italian Ministry of Foreign Affairs and implemented by the Employment Department of the Ministry of Economy and Regional Development (MoERD), started its activities in September 2007. The Project has been managed in the period January 2008-December 2009 by an international Chief Technical Adviser (CTA), supervised by the Employment Specialist of the ILO Sub-regional office for Central and Eastern Europe.

Years of economic downturn, rising unemployment and insecurity have exacerbated vulnerability of many segments of the Serbian population, especially of young people. Notwithstanding the positive growth path experienced by Serbia since 2001, the economy continued to face a low employment intensity, with young labour market entrants particularly affected. Against this backdrop, the main thrust of the ILO project strategy revolved around two major components that combined the strengthening of the capacity of institutions to implement youth employment policies and programmes with demonstration programmes directed at the creation of more and better jobs for young people. The institutional development component was geared at increasing the effectiveness of labour market institutions, including the social partners, in addressing the youth employment challenge, whereas the direct support component provided assistance for the development of targeted employment programmes for disadvantaged youth, especially those facing discrimination, poverty and social exclusion. Such work is reflected in Priority 2 of the Decent Work Country Programme for Serbia (2008-2010), namely “Improving the formulation and implementation of employment policy as well as of measures targeting disadvantaged youth”.

¹ Mr Frank Kavanagh, appointed by the ILO; Ms Galjina Ognjanov, appointed by the Ministry of Economy and Regional Development Serbia; Mr. Domenico Petrera, appointed by the Italian Ministry of Foreign Affairs

A number of preparatory assistance activities were carried out by the ILO with own funding prior to the actual project inception. These activities included: i) the analysis of the youth labour market of Serbia, including a performance assessment of policies and institutions for youth employment (which served as baseline for the development of the youth employment policy and the national action plan); 2) the assessment of the employment promotion laws of a number of countries in the region to inform the drafting of the new employment promotion law of Serbia; 3) the translation of a number of employment-related publications of the ILO in the Serbian language.

3. Purpose, scope and clients of evaluation

The purpose of this evaluation is to assess the performance of the Project in a comprehensive, systematic and objective manner in terms of relevance, effectiveness, efficiency and impact. The evaluation is designed to assess the relevance of Project objectives and approach as well as identify the extent to which: i) the project has achieved its planned objectives, ii) its strategy has proved efficient and effective, and iii) the long-term impact the Project is likely to have.

The evaluation is designed to analyse strategies and implementation modalities in order to provide recommendations to be integrated into the planning process of ILO's technical assistance in the Region. Particular emphasis is placed on the review of Project sustainability and impact, as well as on possible innovative technical cooperation features in employment and training. The evaluation also assesses the achievements and effectiveness of pilot programmes at district level; their possible replication and their relevance to the institution building and policy development processes. Finally, the evaluation reviews the relevance of the:

- Initiatives aimed at mainstreaming gender in technical cooperation;
- Involvement of the social partners;
- ILO's integrated approach and methodology for the development of youth employment policy and national action plans;
- ILO's employment-oriented approach to skills development (introduction of competency-based labour market training, delivery of individualized employment services and design of integrated youth employment programmes);
- Technical assistance to the reform of the public employment service (NES) and to the introduction of comprehensive, multi-service active labour market programmes (ALMPs);
- Partnerships and alliances established by the Project.

The final clients of the evaluation report are:

1. Policy makers, managers and practitioners of labour market and other institutions that partnered with the Project at central and local levels, as well as the social partners and the donor;

2. Project management, the ILO DWT/CO for Central and Eastern Europe, the ILO Regional Office for Europe, the Youth Employment Programme, and, ultimately, the Technical Cooperation Committee of the ILO's Governing Body.

4. Methodology

A pragmatic approach has been adopted to the evaluation based on both qualitative and quantitative methods. The following data sources and data collection methods were used by the evaluation team:

- a) A comprehensive analysis of various sources of information including desk review of survey data and project files, including the project document, technical and policy papers produced by the project; work plans; progress reports and minutes of Steering Committees' meetings;
- b) Interviews and meetings with Ministry of Economy and Regional development (MoERD) Employment Department; National Employment service of Serbia (NES) Management; Employment Programmes and Adult Training Divisions; Management and staff of the NES branch offices in Bor, Pozarevac, Novi Pazar, Kraljevo and Subotica, case managers as well as pilot programmes beneficiaries including visits to employment locations/companies/firms; Ministry of Youth and Sport, Youth Department; Confederation of Autonomous Trade Unions of Serbia (CATUS); Trade Union Confederation Nezavistnost; Serbian Association of Employers; Other partner agencies and institutions; Serbian Foundation for an Open Society.

5. Review of implementation

The project rationale was based on the ILO's experience on youth employment assistance to member States, and consisted of two major components that combined the strengthening of the capacity of institutions to implement youth employment policies and programmes, with demonstration programmes directed at the creation of more and better jobs for young people.

Capacity building of labour market institutions (Objective 1)

Capacity building activities on youth employment policy development were preceded by an appraisal of the performance of labour market institutions and their capacity to deliver on employment objectives. The assessment revealed a number of outstanding issues that were addressed by the ILO through the coordinated action of the YEPS Project and other technical assistance packages (Decent Work Country Programme, Regular Budget Supplementary Allocation for Serbia and Youth Employment and Migration joint programme). Specifically, the Project carried out two staff development programmes – one for key experts of the MoERD and the National Employment Service (NES) and one for employers' and workers' organizations. The training workshops centred on: i) key youth labour market indicators and policies affecting youth employment; ii) design and funding of targeted youth employment policies and programmes, and iii) monitoring and evaluation approaches.

For the last section of the training workshop programme (monitoring and evaluation approaches) the three groups (government, employers and workers' organizations) were brought together to discuss and agree upon the final design of the youth employment programmes to be piloted under the aegis of the project. This resulted in the drafting of a set of guidelines on the administration of youth employment programmes that served also as training and coaching material during the capacity building activities organized for staff of the local employment offices implementing targeted youth employment programmes.

Another strand of the work of the Project focused on assistance to the social partners in mobilizing action on youth employment. This was facilitated through a set of dedicated activities with the Serbian Employers' Association (SEA) and the trade unions *Nezavisnost* and CATUS. Under the aegis of the Project, the Serbian trade unions finalised training and awareness raising materials on the promotion of young people's rights at work (*Facilitator's guide and toolkit to promote young people's rights@work*). This material was distributed through the network of the employment services, trade unions and employers' organizations as well as in education institutions. The Guide and accompanying awareness-raising brochure were also used to organise training and information sessions targeting different groups of young people (students, workers, unemployed and inactive youth).

The Serbian Association of Employers (SAE) developed a range of services and materials targeting young, potential entrepreneurs in setting up their business, (information and advisory services on taxation, regulations, liabilities and access to networking opportunities). Such work resulted in the publication of a booklet (*How to start a business in Serbia*) and the design of an internet page linked to the employers' organization web site, which also hosts an internet forum connecting young people and SAE experts.

The implementation of capacity building activities was accompanied by the development of context-related tools, guidelines and other training material.

Direct Support Component (Objective 2)

The design of employment programmes targeting disadvantaged youth followed the development of the youth employment policy and action plan (YNAP). In that way, the programmes piloted at district level were an integral part of the implementation of the YNAP.

To support Serbian labour market institutions in the provision of a comprehensive package of services targeting both labour demand and supply, the Project co-financed with the MoERD a youth employment and training fund (YEF). The project's contribution to the YEF (US\$ 450,000, equivalent to SRD 29.9 million) was enriched by US\$ 570,000 funded by the Foundation for an Open Society, Serbia and by co-funding from the Government of Serbia.

The key features of the youth employment programmes revolved around the groups and geographical areas to be targeted and the type of programmes offered. The target group encompassed young men and women 15 to 29 years old, with priority given to young individuals who: i) had a low level of education; ii) were long-term unemployed, and iii) were "hard-to-place" due to their personal and household characteristics (e.g. at risk of social exclusion). The programmes

were piloted in districts with a high share of young people with a low level of education among unemployed youth (Bor, Pozarevac, Novi Pazar, Kraljevo and Subotica branch offices of the NES).

Employment services and programmes were sequenced to individual needs and envisaged the possibility for an individual to be exposed to multiple interventions according to the specific disadvantages faced in accessing the labour market. The type of programme offered included: i) on-the-job training, ii) employment subsidies; iii) self-employment promotion programmes and iv) institution-based training.

The work on the design and implementation of integrated youth employment programmes was accompanied by: i) an intensive and articulated programme to strengthen the institutional and administrative capacity of the NES; ii) the development of a performance monitoring system (to be mainstreamed in all NES branch offices by end of the Project); and iii) the development of a training manual for the design monitoring and evaluation of active labour market programmes targeting young people.

5.1 Project Outputs, Indicators and results achieved to date

Attached as **Annex 2** is a complete breakdown of the project outputs, indicators and achievements. As outlined above, **Objective 1** set out to develop and strengthen the capacity of labour market institutions to in-turn develop and implement the youth employment policy and to design, monitor and evaluate targeted measures for youth employment. All the planned outputs have been achieved and are reported to be complete with the exception of the monitoring and evaluation cycle of the National Action Plan on Youth Employment² (2009-11). This has not been achieved because given the time frame of the Project and the National Action Plan, it was not possible to conduct a rigorous evaluation of a plan that is still on-going into 2011.

As also outlined above, **Objective 2** set out to develop an integrated package of active labour market programmes aimed at enhancing the employability and improving employment prospects of young people. Most of the planned output has been achieved. However the ambition to have 2500 young people participate in the project has not been achieved (currently circa 600 have taken part in the programmes). This is explained by the project CTA as resulting from the high cost of training provision in Serbia, the high non-wage costs and the fact that the self-employment programme implemented by the NES comprised a non-refundable grant of €1,300 per person. Such grant, provided to individuals on a competitive basis, has proven to be effective in increasing the survival rate of start-up enterprises and the employment fall-out of these programmes, but at a higher cost per individual participant. A parallel active labour market programme targeting young people with a higher educational attainment (First Chance Programme) – which is generous in terms of duration and compensation levels – is much more attractive for enterprise compared to the programmes

² The Plan centres around five key objectives: strengthening the governance of the youth labour market; improving the employability of young people, fostering employment-intensive private sector development, promoting decent work prospect for young people, and promoting labour market inclusion of young people's through targeted measures.

designed for low skilled youth. This created a sort of “competition” among programmes for the (limited) number of vacancies available – especially during the peaking of the job crisis in 2010. This contraction of labour demand also negatively affected the implementation of the youth employment programmes that were designed on a “work first” approach.

The ambition to have at least 60% of participants in decent employment has not been achieved. This is partly because all the completion data is not yet available, as each target branch office was left discretion to decide the starting date for programmes implementation. Whereas end-beneficiaries and providers began to be selected in September 2009, the *Calls for Application* was published by branch offices between October and November 2009. The performance monitoring of the active programmes was conducted in October 2010. Given the timeframe of the project, the performance of only one programme (on-the-job training) could be monitored. The findings of the performance monitoring on a very small sample of those taking part in on-the-job training up to October 2010 indicates a placement rate of 23%. But it is too early to take this as a final outcome figure. This is discussed further on in this evaluation.

Overall an impressive body of work and achievements both institutional and operational has been delivered by the project using innovative and collaborative approaches, as evidenced by Annex 2 attached, which sets out the complete breakdown of the project outputs, indicators and achievements.

6. Presentation of findings

The findings presented in this section of the evaluation report are listed under the headings: i) relevance and strategic fit; ii) validity of design; iii) project progress and effectiveness; iv) efficiency of resource use; v) effectiveness of management arrangements; vi) impact orientation and sustainability. As mentioned above, Annex 2 provides in addition, a summary of the achievement of the targets in accordance with the indicators that were established at the inception of the project.

6.1 Relevance and Strategic fit

Economic restructuring in Serbia including privatisation of State industries coupled with the global economic environment has increased the rate of unemployment and in particular youth unemployment. Despite efforts made, the needs of young people with low levels of education and little or no work experience have been particularly badly served. The project set out to address this issue by targeting this cohort through institutional development and specific ALMPs. As set out in the project document a number of preparatory activities financed by the ILO reinforced the identification of needs.

The project came at a time when MOLSA and subsequently MoERD, were grappling with the need to develop a policy to meet the specific needs of young unemployed. The project facilitated this development of youth employment policy leading to the development and constitution of the National Youth Employment Action Plan. A direct result of the project was also the creation of the Youth Employment Fund. This latter allowed other donors such as the Serbian Foundation for an open society (SOROS) to channel funds and “created a connection for SOROS to the NES and MoERD”. This successful strategic approach was also attributed to the very effective and persuasive ILO Chief Technical adviser.

In the view of Ministry officials, the project was of fundamental importance and totally relevant to policy formulation, staff and institutional development and created a robust demonstration ALMP model. In particular the competency based approach to on-the-job training and assessment is being considered as a model to be used with other older LTU in the new programming cycle.

A particular feature of the project was its ability to engage with stakeholders such as the trade unions who reported to the evaluators that this project allowed them more access to programme design and decision-making through steering committee meetings and other channels, much more than any other project that they had experienced to date. During meetings that the evaluators had with the participant institutions and partners, a constant theme was the strategic importance of the project to their personal and institutional development through the various training sessions, workshops and literature/materials produced. The identification with and ownership of the project by all the players interviewed by the evaluators was singular and exceptional. A large part of this was attributed to the collaborative approach adopted and adapted to the needs of MoERD and NES, the quality of the consultants engaged by the ILO, the ILO approaches to youth employment and gender equality, the dynamism, dedication and availability of the CTA; and the flexibility in approach to the ALMPs delivery to project participants.

6.2 Validity of Design

The project had two distinct design phases. The first combined the development of Youth Employment Policy with capacity building of labour market institutions; the second focused on the design, monitoring and evaluation of employment programmes targeting disadvantaged youth. The project spent a greater amount of its ILO managed financial resources on the first phase and did not commence the second phase until later on in the project. This latter strategy meant that youth participants started the bulk of training in 2009 and 2010 (still on-going).

This phasing was valid in that a lacuna in both policy development and institutional capacity identified early on allowed for the strengthening process to be put in place before any direct support was provided to young unemployed. This approach allowed for the development of a well-founded and robust Youth Employment Action Plan and the underpinning of the new Youth Employment Fund. The confidence that this produced in both the MoERD and NES was matched in equal measure by the resultant confidence in the fund displayed by other donors (e.g. Soros) to the extent that more donor financial resources flowed into the Fund, thus leveraging the total fund amount to the benefit of unemployed youth. This was confirmed by a number of informants during the evaluation process.

The extensive range of work of an institutional nature is set out in [section 5](#) above.

The planned institutional and policy development outcomes for the first phase were ambitious but realistic and have been achieved to the great credit of the Steering Committee, MoERD, NES staff and the ILO team. The planned outcomes for the second phase have proven to be more difficult to achieve from a quantitative perspective but not from a qualitative perspective. Indeed it is the concentration on quality that has in a sense, had the greatest impact on the quantitative targets. A number of stakeholders were involved in the design, implementation, monitoring and evaluation of ALMPs.

Apart from the needs analysis primarily relating to the overall labour market situation and the strategic goals of the Government of Serbia conducted prior to project inception, other more specific situation analyses were also conducted. For example, the capacities of the NES were assessed using a functional review of NES carried out by CARDS 2006. Additionally, another document used for the same purpose was the *Assessment of the NES capacities for the Implementation of Severance to Job Project* initiated by UNDP in 2006. However, no other assessment of NES capacities was carried out specifically for the needs of the YEPS project. Moreover, the Project also did not organise a more specific analysis that would enlighten not only the needs of employers and young unemployed, but also provide in-depth information related to the cost and quality of educational services in Serbia. Were those analyses a part of an inception report (not carried out due to time constraints and pressure to draft the NEAP for youth as soon as possible) the targets set at the beginning of the project could have been adjusted to become more realistic and achievable.

More than a year after the Project officially started it became obvious that this target could not have been achieved. This was explicitly stated in *Progress report July – December 2009* where *the cost of trainings which happened to be much higher than anticipated* was cited as the main reason for the inability to meet the set target. However in addition, the Report listed several other important facts

affecting the possibility to reach the quantitative targets. These included high non-wage labour costs, higher costs related to more effective self-employment grants, the on-going active labour market programmes targeting young people with a higher educational attainment which are more competitive and therefore could be favoured by the local employers.

It was originally planned that 2,500 of the target group clients would participate in the innovative package of programmes and that 60% of participants would achieve a job placement. To date approximately 600 participants have either completed or are in the process of completing their participation in programmes which are in the main, either on-the job training or self-employment supports. Based on an initial sample of 160 participants, 30 of these matched the evaluation criteria established under the project to test the indicators of achievement. The administrative data gave a placement into jobs rate of 13% but a survey approach increased this to C.23%. However the numbers are too small to make any firm evaluation of outcomes.

Based on evidence from relevant labour market literature it should have been clear that ALMPs directed at disadvantaged youth may have an insignificant impact on placements. Rather such on-the-job training interventions should be combined with early interventions, i.e. preventing young people becoming disadvantaged on their labour market (Martin 1998, ref. by Arandarenko and Krstic, 2008). Therefore, the YEPS could have also focused on promoting the need for introducing preventive policy through the education system for young people.

The qualitative aspects were most successful and this relates to the design of the on-the-job training component which relied on an innovative competency based approach. This required that the NES mediators involved be trained in the concepts of competency-based training. Target occupations on offer from employers were then analysed to create a complete competency profile for that particular occupation (in all 26 profiles were created during the course of the project). The prospective employer was then asked to define the required competencies from the particular employer's perspective. An agreed training plan was established taking into account the particular characteristics/needs of the candidate. A training coach or mentor was appointed by the employer to ensure that the selected candidate was given the correct and complete training. An assessor was then appointed to assess the training outputs at the end of the training period.

This model is obviously demanding from the point of view of the employer and NES mediator, with also the additional costs and demands associated with the mandatory assessment of each trainee. However the qualitative outcomes for individual participants have proven to be substantial. During the evaluation mission a number of participants were interviewed and all regarded the actual certificate of achievement received at the end of the training period, to be highly valuable and important for their future work prospects. This is an extremely important outcome in an environment where a modern national qualification framework has yet to be established and accreditation for prior learning is not yet available. While the immediate placement and progression outcomes are disappointing so far, the positive impact on the outlook of participants who in many cases have been long-term unemployed, must not be underestimated in the view of the evaluation team, based on first hand contact with participants and taking into account the views of NES Mediators and Directors administering the programme of on-the-job training.

Indicators of achievement have been well constructed and outcomes can be tracked efficiently with the help of the new unified information system available in the NES. A draft performance report prepared by the project CTA indicates that “over half (56 per cent) of programme entrants are in the age group 25 to 29 years of age; young adults 20 to 24 represent 31.9 per cent of the total, whereas teenagers are only 12.1 per cent of total entrants. Nearly 75 per cent are long term unemployed, with nearly 46 per cent having been unemployed for two years or more prior to programme entry. Only 12.1 per cent of entrants had been unemployed for less than 9 months. Over 74 per cent of young entrants had no work experience prior to programme participation”.

On-the-Job training (OJT) entrants by sex, age-group, length of unemployment spell and prior work experience (percentage)

	Total	Men	Women
Age group			
15-19	12.1	7.3	4.7
20-24	31.9	17.7	14.2
25-29	56.0	29.3	26.7
Unemployment spell			
Less than 9 months	12.1	7.8	4.3
9 to 12 months	13.4	8.6	4.7
12 to 24 months	28.9	19.4	9.5
> 24 months	45.7	18.5	27.2
Prior Work Experience			
Without experience	74.6	35.8	38.8
With experience	25.4	18.5	6.9

Source: NES Unified Information System, October 2010

The draft report goes on to explain that the table above shows that targeting based on unemployment spell and work experience worked for both sexes. Men were more likely to be long-term unemployed compared to women (69.8 per cent for men and 59.4 per cent for women). More women than men had no work experience prior to programme entry (65.8 per cent of men and 84.9 per cent of women had no work experience at programme entry).

The distribution of programme entrant by branch offices is illustrated in the Table below. Požarevac and Novi Pazar managed to maintain a balance between men and women, whereas in Subotica and Bor the number of men largely exceeds that of women. In Kraljevo, women are 2.4 times the number of men. This is largely due to the economic sectors the partner enterprises operate in, where female-dominated jobs prevail. The age structure of OJT entrants is similar across branch offices, with most entrants being in the age-group 25 to 29 years of age. This is partly the result of branch offices giving priority to long term unemployed youth. It is questionable whether this age cohort should be regarded as being in the Youth category. Rather it seems more appropriate to be allocated to the prime-age jobseeker category. Only Požarevac presents a more balanced age structure, with a good share of teenagers and young adults enrolled in OJT programmes (17.6 and 23.5 per cent, respectively).

Programme entrants in target branch offices, by sex, age-group, unemployment spell and prior work experience (percentage)

	Total	Bor	Kraljevo	N. Pazar	Požareva c	Subotic a
Sex						
Men	54.3	66.7	28.8	47.5	50.0	82.0
Women	45.6	33.3	71.2	52.5	50.0	18.0
Age-group						
15-19	12.1	6.1	13.5	11.5	17.6	8.0
20-24	31.9	24.2	30.8	41.0	23.5	34.0
25-29	56.0	69.7	55.8	47.5	58.8	58.0
Unemployment spell						
> 9 months	12.1	12.1	3.8	8.2	23.5	18.0
9-12 months	13.4	12.1	9.6	4.9	17.6	26.0
12-24 months	28.9	30.3	26.9	18.0	38.2	38.0
> 24 months	45.7	51.5	59.6	68.9	20.6	18.0
Prior work experience						
Without	74.6	72.7	84.6	93.4	82.4	40.0
With	25.4	33.3	15.4	6.6	17.6	60.0

Source: NES Information System, October 2010

As regards unemployment spell, in Bor, Kraljevo and Novi Pazar most of programme entrants fall in the category of the very long-term unemployed (2 years and longer). The branch offices of Požarevac and Subotica, on the other hand, involved also good shares of young people with shorter unemployment spell. With regard to experience, all offices – except Subotica – selected primarily young people with no prior experience. In agreement with the ILO project, the Subotica branch office decided to extend the availability of programmes also to youth workers dismissed as a result of the economic crisis that hit Serbia in 2009. This fact explains the predominance of young entrants with shorter unemployment spells in the district. Overall dropout accounted for 12.5 per cent of total entrants (5.6 per cent for men and 6.9 per cent for women). Approximately 34 per cent of young dropouts had a valid (justified) reason for leaving the programme, while roughly 66 per cent dropped-out for reasons considered unjustified (unrealistic expectations about the training programme and the job, household duties conflicting with the pace of the training and so on).³

In its design, the Project was gender sensitive since the relevant labour market indicators were tracked both for male and female population and particular emphasis was put on the fact that female youth (even if better educated) are even more disadvantaged (due to family obligations) than their male counterparts. Therefore, in all relevant project documentation including training materials and a number of publications translated or especially produced for this particular project the gender sensitiveness was always strongly emphasized (e.g. In Search for More and Better Jobs in

³ The branch offices reported that a good share of young people abandoned the training programme once the agricultural season started, giving priority to their household needs.

Serbia, 2009; Guidelines to Administer Active Labour Market Programmes Targeting Disadvantaged Youth, 2009, Young at Work, 2009). Moreover, the project results were monitored for equal opportunities of both female and male beneficiaries.

6.3 Progress and effectiveness

Considering that the greater proportion of ILO managed funds were applied to the first objective of the project, progress and effectiveness can only be regarded as excellent. The institutional development and capacity building as well as the development of the NAP and publication of important guides and best practice documents were performed and delivered in a universally acclaimed fashion and this was reinforced by all interviewees during the evaluation. The second objective absorbed less of the ILO managed fund (450.000 Euro) but also has achieved very good qualitative outcomes, as set out above. The fact that this second component started later on in the project is to be commended in the view of the evaluators. It is clear that it was better to prepare the ground by developing the correct policy approach and also to develop the capacities of local and national staff so that the competency-based approach to OJT was fully understood and the model constructed in the most effective way. The Mediators and Directors interviewed by the evaluation team all appreciated the opportunity to “hasten slowly” so that they got it right in terms of candidate and employer selection and the design of the individualised competency based training programmes. The mediation approach also required that each entrant to the programme would undergo initial intensive 3-4 weekly case-management guidance interviews so that all possible intervention options were explored with each entrant prior to entry into the programme. This was a new approach and required a large commitment of resources by the NES. This produced other spin-offs in that those working in the informal economy were “flushed out” during this initial phase.

As outlined above, the target of 2,500 participants was unachievable. Therefore, this target was adjusted to the funds available (ILO funds) in due course of project implementation and the new targets were set at 193 (minimum) and 467 (maximum) Actual achievements are provided in the table below.

Beneficiaries of ILO funds, by type of programme and sex

Programme	Total	Men	Women
Institution-based training	9	4	5
On-the-job training	232	124	108
Work-trial contracts	2	1	1
Employment subsidy	4	4	0
Work-training contracts	0	0	0
Total	247	133	114

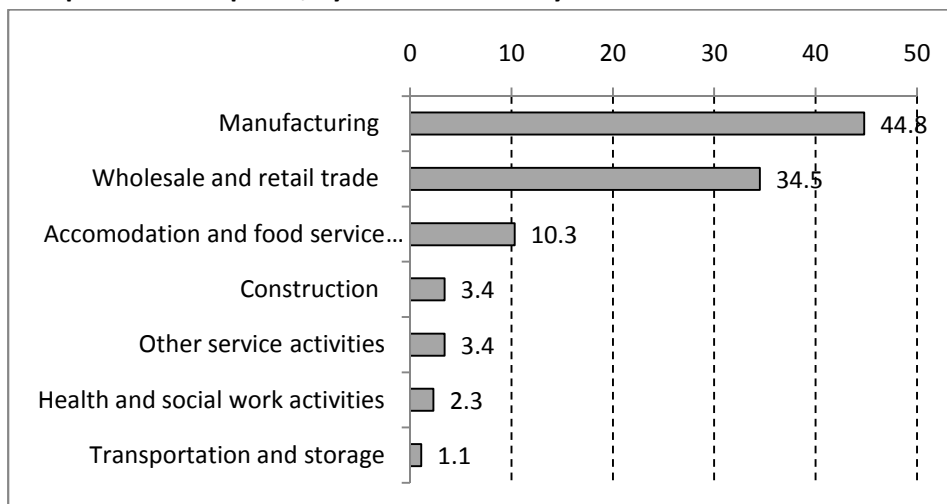
Source: NES IT system; October 2010, ref. Project documentation: Youth Employment Fund

This data clearly shows that among all listed programs on-the-job training recruited most of the project beneficiaries (94% of all treated beneficiaries). Compared to it, institution-based training as yet another form of provision of education to young unemployed was almost insignificant. The

explanation for this can however be explained by the specific design of the two programmes. On-job-training was certainly the mostly favoured programme due to the fact that unlike any other types of YEPS programmes, it did not oblige employers to employ the programme beneficiaries. Regarding the gender balance it is evident that the target of 50% of female beneficiaries was almost achieved (since female beneficiaries accounted for 46.15% of total project beneficiaries)

The effectiveness of the OJT programme is still in the process of evaluation. But it is worthwhile noting that most partner enterprises (44.8 per cent) in the OJT programme operate in the (light) manufacturing sector. The second largest economic activity sector represented is wholesale and retail trade (34.5 percent), followed by accommodation and food services (10.3 per cent). Although the OJT programme was successful in involving manufacturing enterprises, the high share of wholesale and retail trade and accommodation and food activities which are more likely to offer seasonal and temporary employment is a matter of some concern for the overall sustainability of employment created by the OJT programme. This however can only be evaluated in the medium term.

OJT partner enterprises, by economic activity sector



Source: NES Information System, October 2010

The cost effectiveness of the OJT element of the Project can be defined in monetary terms by looking at the total disbursements recorded by the NES financial department under the code of the OJT programme for beneficiaries and partner enterprises in the reference period 1st October 2009 - 31 August 2010 i.e. (RSD 22,318,560), plus administration costs. The administration costs are calculated as the total NES costs (excluding unemployment benefit and active labour market programmes) in the reference period, divided by the average stock of unemployed registered in the same period (see table below). The resulting average cost/unemployed/month (RSD 356.16) is then multiplied by the total number of treatment/months carried out in the reference period for the OJT programme (630 training months of which 279 for men and 351 for women plus 230 months for the counselling and job search period preceding the entry into programmes).

See the table below for the working of this formula.

This computation shows that the average cost per OJT programme entrant⁴ is equal to RSD 87,394.54 (approximately US\$ 1,100), whereas the average cost per participant is RSD 174,116.82 (approximately US\$ 2,191). If the cost of the external assessment of competencies acquired is added this was covered by a separate budget line of the ILO project the cost per participant becomes RSD 181,710 (roughly US\$ 2,368). As most of the commitments necessary to cover the costs of entrants has already been raised by the NES, and the costs for the competency-based assessment has been computed under the ILO budget, the final average cost/participants is likely to be in the range of RSD 95,000 per person (USD 1,238).⁵ The process of computing costs for the OJT programme is shown below.

Overall OJT cost in the reference period (RSD)

1 Total disbursement OJT (01.10.2009- 31.08.2010)	2 Average admin. cost unemployed/month(RSD) *	3 Total OJT entrants and dropouts	4 Total treatment months **	5 Overall OJT cost *** =1+ (2*4)
22,318,560.00	356.16	259	889	22,635,186.24

Source: NES Information System, October 2010

(*) The average number of unemployed registered in the reference period was 747,393 persons. The total NES administration cost in the same period was RSD 2,928,085,206.60 (equal to 3,917.73 RSD per person for 11 months).

(**) Treatment months is the sum of training months (calculated for each of the 230 individuals on the basis of the start and end data of the OJT programme) plus one month more for each entrant and dropout (29 persons) for counselling.

(***) Average cost per entrant is derived by dividing the amount of column 5 by total number of entrants and dropouts (259), e.g. RSD 87,394.54 per entrant. The same process is used to derive average cost per participant.

The cost effectiveness from a macro governmental perspective, cannot at this stage be accurately measured until we have the opportunity to complete a longitudinal calculation (Say over two years) of programme costs as against future tax revenue contributed by candidates placed in employment after participation in the programme added to any social welfare benefits payments saved as a result of the placements. However costs compare favourably when compared with the parallel “first chance” programme targeted at more qualified young people which reportedly carries an element of “dead-weight” in the programme design and targeting⁶. The cost per participant is calculated to be

⁴ “Entrants” includes programme starters but not completed. Participants have completed the programme.

⁵ The OJT programme envisages a private law contract between the NES and the unemployed, and the NES and the partner enterprises. When the contracts are signed, the total financial commitment necessary is raised out of the dedicated ILO subaccount. When this occurs the ILO is notified for the organization of the external competency-based assessment.

⁶ Active labour market programmes targeting disadvantaged youth: *Results of performance monitoring*-ILO October 2010

US\$ 1891 albeit for a longer programme period per participant. Placement outcomes based on survey data for the “first chance” are averaging 37%, based on survey data (some of which is in the informal economy).

Examples of project effectiveness consistently reported to the evaluation team included the view that the project was in fact one of the best one delivered in Serbia in the last 6 years (e.g. as stated by management of the Employment Department of MoERD). All the social partners interviewed reported a high degree of “ownership” of the project and they all were extremely positive about the type of institutional development delivered and gained. For example the Trade Union representatives felt that they now had a good grasp of ALMP monitoring concepts and the value of indicators and how to measure performance against indicators. Another striking example of a positive result was the strengthening of the youth network of the trade unions and the publication of trade union material targeted at the youth constituency. The statistical branch of the NES felt that the type of training received by them has helped them in identifying what they want from future technical assistance and has allowed them to critically review technical assistance provided to them under other sources of funding. They feel that this would not have been possible without the skills gained by them through the project training programmes, including that delivered in the ILO training facility in Torino.

The project also ensured the embedding of core ILO principles of labour market interventions and project design, particularly with regard to gender equality and decent work principles and best practise in ALMP design and monitoring. ILO labour standards were in the view of the evaluators, fundamental to the project design and delivery.

6.4 Efficiency of resource use

All resources (capital, human, expertise, consultancy) have apparently been applied strategically to achieve significant outcomes. Supports have been cost-effectively delivered. As stated, there is an issue with regard to the cost of training which turned out to be higher than expected and it appears that it would have been extremely difficult to deliver the training at a cheaper rate. The phasing of the project has proven to be the right approach in that institutional capacity was developed and reinforced before direct provision resources were applied.

6.5 Efficiency of Management Arrangements

Project management and governance was efficient and effective both through the Steering Committee and the backstopping from the ILO and in particular through the very effective ILO CTA based in MoERD, in Belgrade. National partners’ support was forthcoming and was encouraged by the very effective ILO support staff in Belgrade. A Steering Committee was established to discuss needs and priorities and to guide implementation. It acted as very effective an advisory and overview body and was composed of the Employment Department, Ministry of Economy and Regional Development; National Employment Service; Ministry of Education; Ministry of Youth; Employers’ organization; Trade unions; a representative of the donor agency and the ILO representative. The evaluation team met all these players with the exception of the Ministry of

Education representatives who were unavailable at the time of the evaluation visit. All members interviewed rated highly the work of and their ownership of the Steering Committee and felt that they had a genuine policy and management role in the project through their membership of the Committee. Communications channels were thus kept open and functioned very well.

Monitoring and evaluation systems were a key element of the initial institutional training and the use of relevant indicators coupled with the increased knowledge of monitoring systems proved to be a very successful outcome of the project. This is reflected in the wealth and quality of the statistical evidence available and the high quality of the individual assessment process in the OJT component of the project. Good collaboration with other in-country projects was in evidence during the evaluation interviews with key actors both in the MoERD/NES and in the wider environment.

6.6 Impact and sustainability

As mentioned throughout this evaluation report there have been wide and sustained impacts emanating from the activities undertaken by the project. The most obvious impacts are evident in MoERD, the NES, and the Social Partners and significant learning has occurred. Many of these developments have already been described already in this report. Some of the highlights are as follows:

- Labour market information systems have been strengthened and a bridge has been established between the NES and the National Statistics Office, to their mutual benefit. The structure of the LFS has also been improved through the learning gained during the project.
- Monitoring and evaluation skills have been developed and reinforced through the training provided during the project.
- The whole concept of transferable skills has been introduced as a way to mediate clients towards new occupations. Allied to this is the development of the competency-based learning and job-analysis approach which allows for better matching of clients to jobs and to more focused and targeted on-the-job training
- New approaches to skills surveys and forecasting have been instrumental in transforming the amount of LMI available to policy makers, both at National and Regional levels.
- The project was completely relevant to the policy formulation functions of the MoERD and inter-alia facilitated the setting up of the Youth Employment Fund and closely assisted the development of the National Action Plan for Youth.
- The project has highlighted the issue of youth unemployment and has prepared the MoERD and NES in their approach to programming for youth when IPA funds come on-stream.
- Sustainable cooperation with other donors has been achieved and this has been particularly praised by MoERD.
- Expectations were high at the inception of the project and according to all interviewees met during the evaluation, resistance to new ideas engendered by the project was low because all players were introduced to the different subject matters slowly and

involvement at all levels was encouraged by the CTA. Cooperation among all the stakeholders was high and maintained as such throughout the project.

- The National Employment Strategy for 2011-2020 is being formulated at present and is benefiting directly from the influence of the ideas and innovations introduced during the course of the project.
- Innovations such as the child care and mobility grants available under the OJT component are highly appreciated by the MoERD and worthy of mainstreaming subject to the removal of legal and financial obstacles.
- Modalities for targeting of disadvantaged groups are valuable additional tools for the NES and the project allowed this to happen in a demonstration project which allowed the NES staff to test the modalities of such targeting approaches to case management in a non-pressurised way during the project.
- Employers felt to be fully involved in the project both at national and at individual firm levels.

All partners in the project indicate that the project was remarkably singular in its ability to engender substantial learning at policy and technical levels and has provided an increased awareness of targeting the disadvantaged in a way that produces results and has reinforced the core ILO perspectives on decent work, gender equality and poverty. To quote Management/staff of the Employment Department, this project was superior to any delivered within MoERD in the last number of years and has delivered those superior results with a relatively modest budget.

There is no doubt that the substantial capacity developed will continue to be used in all future project and policy formulation. The demonstration project component has provided many lessons and while it won't be immediately replicated as the ALMPs for 2011 are already programmed, the lessons learned are already influencing the formulation of a new approach to LTU and an existing Youth and migration project in Serbia.

7. Conclusions

The evaluation team are unanimous in their conclusion that this project has had a lasting, positive and systemic impact on policy making and operational activities in both MoERD and the NES respectively. It has also forged valuable links between those two bodies and the social partners and other donor organisations. In that regard the project is viewed as an outstanding success and worthy of study as a best practice model of cooperation and project implementation.

The direct provision component was innovative and entirely suitable for an environment where the VET system needs reform and where no updated framework of qualifications along EU lines, exists. The certification of competency-based training in the context of in-company work environments required a high level of input and support from the NES and employers. The model has already been used experimentally by the ILO in other Western Balkan countries but with the additional back-up from dedicated adult training centres. It is worthwhile considering if the approach in Serbia could be mainstreamed with such an additional support if and when such adult training provision is available at a reasonable cost. It seems to be asking a lot of the NES to mainstream the current intensive approach considering the burdens already being managed, due to the unfavourable client-staff ratio,

unless this is rectified. However the principle and practice of the competency-based approach was very successfully trialled and the outcomes for individual participants have been reported to the evaluators as being very valuable, particularly the awarding of the certificate, subsequent to the assessment of each individual participant.

The interviews with the project partners clearly show the success of the participatory approach adopted by the project, with a high satisfaction level among participants. The partners' full involvement and cooperation guarantees sustainability. The outputs achieved confirm the validity of the project idea to provide, through technical assistance, a platform where the different stakeholders dealing with youth employment challenges could cooperate and pool resources and expertise to respond to the most urgent needs and deliver on the objectives established by the Action Plan on Youth Employment. The initiatives present original, but also complex, features, particularly in the development of coordinated action among different stakeholders with divergent organisational structures, expertise and resources. As many informants have pointed out during the interviews, the establishment of a modern adult vocational training system aligned to emerging and new labour market needs is desirable, and the project has underlined this lacuna in labour market provision.

8. Recommendations

1. The MoERD and the NES will soon be faced with the challenge to deliver on the objectives of the new employment and social inclusion policy framework aligned to the EU *acquis communautaire*. During the evaluation it was apparent that the NES service delivery system should be reinforced by the functional reorganisation and staff structures particularly in front-line services, by the introduction of profiling and case management approaches to service delivery and by the improvement of active labour market programmes design, monitoring and evaluation. The monitoring approach tested by the project to measure the performance of active labour market programmes targeting disadvantaged youth offers decision-makers a tool to appraise the labour market returns of investing public funds to fight social exclusion of the most vulnerable groups. The MoERD should continue these endeavours and commit human and financial resources to regularly verify the labour market outcomes of ALMPs.
2. The involvement of social partners can bring focus on issues (e.g. informal economy, decent working conditions, youth discouragement and inactivity, the promotion of socially responsible enterprises) that are not always in the government's agenda. To this end, it seems worthwhile that the ILO continues to provide assistance to further strengthen the capacity of employers' and workers' organizations to shape the employment and labour market policy agenda.
3. The development of a follow on-project to develop labour market focused adult training would greatly improve the toolkit available to the NES to deliver VET supported interventions in an economic way such as the innovative competency-based training allied to on-the-job components. Vocational training delivery in Europe is being decentralised, aiming to achieve better integration with social inclusion and active labour market policies.

To reach this objective, vocational training institutions and providers both present and future (including the Workers University network) should continue to develop synergies with active labour market and local development policies, as well as with those services (career guidance, mediation, vocational and life-skills training) geared to ease labour market transition and improve human resource development

4. There is a strong case for more and better investment in NES staff development. The complex architecture of vocational education and training and of ALMPs requires sustained efforts to achieve human resource development objectives. This requires that the staff of different institutions as well as other stakeholders, are enabled to manage the system in a new way. Institutional actors need to be motivated and committed to the achievement of policy objectives, and they need to be supported to reinforce their competences to manage complex and integrated ALMP systems.
5. The project allowed local management to make decisions as to how the ALMPs would be delivered at local level both in terms of mix of programmes and allocation of resources. This was key to the success of the project. The extension of this model of decentralised management of ALMPs should be encouraged within the NES.
6. With regard to the ambitious targets for the OJT component, quantitative targets for ALMPs should be established based on relevant costs and needs analysis and experience from other similar projects. It is crucial that ALMPs outcome indicators are carefully designed for all technical cooperation projects within the NES.
7. Further longitudinal measurement of the performance of the OJT participants should be conducted compared with that of a control group extracted from the NES register. This will give a more complete and rounded measurement of the programme success rate.
8. Following on from recommendation 7 above, it is strongly suggested that in future, a mechanism is put in place for technical cooperation projects (both in Serbia and other Countries) implementing ALMPs to remain open after the official project end date in order to support Member States in the assessment of longitudinal net impact effects.
9. There is a need for the Government of Serbia to take urgent action to tackle the informal economy. This is particularly important to ensure an optimal return on investment in ALMPs.
10. The need for introducing a drop-out preventive policy for young people through the education system should be foregrounded in public policy.
11. To improve the placement impact of on-the-job training consideration should be given to obliging employers to recruit a minimum of 50% of participants in OJT and be supported with the allocation of more funds to extend the of period of training and increase the subvention to employers as an incentive, subject of course to a general increase in labour demand.

12. Different programmes should be developed for different age cohorts 15-19, 20-24 and 25-29 since they demonstrated different characteristics, with the oldest age cohort being the easiest to treat and place. Indeed it is arguable that the oldest age group should not be target beneficiaries of programmes designed for youth.
13. The project visibility could be enhanced and promotional material tailored to better suit the needs of disadvantaged beneficiaries who may have literacy deficits.
14. A portfolio of interventions was planned in the direct provision component but not all were used or were used minimally, such as Institutional-based training. Future interventions for this particular client group should take this into account and build an imperative to provide such a full portfolio of programmes and interventions both in the project planning and implementation phases.
15. There is a strong case to ensure that the front-line NES Mediators/Advisers be the prime managers of innovative active labour market interventions such as the OJT. It became clear to the evaluators during our interviews that the NES staff entrusted with the delivery of OJT were primarily specialised training/employment programmes staff. It would seem appropriate to emphasise that front-line Mediators are the best placed to select and case-manage disadvantaged clients and to understand the needs of employers. This is in line with international PES experience. This implies that the staff-client ratio in the NES be reduced to allow more time for counselling individual clients and to allow Mediators to get out and meet employers. A recent review of the NES posits some solutions to this issue such as developing a flatter staff structure in the NES to improve the staff-client ratio so that more resources are available to inter-alia, case-manage disadvantaged youth.
16. Finally, it is recommended that the best-practice demonstration direct provision component and lessons learned should be strongly considered by other countries/regions which are engaged in programmes designed to address the needs of disadvantaged youth.

9. Lessons learned

1. As set out in the project progress reports, the ILO's work on youth employment programmes with targeted branch offices is contributing to the decentralisation of employment services' functions, the mainstreaming of the management by objectives approach, the logical sequencing of services for jobseekers and the tailoring of employment interventions to the needs of individuals entering or re-entering the labour market. Alongside this, the technical assistance provided to the Employment Department of the Ministry of Economy on the design of evidence-based employment and youth employment policies is contributing to the strengthening of the labour market governance system. The results of the technical assistance provided by the Project is reflected in the 2010 National Employment Action Plan (NEAP), the new Employment Strategy 2011-2020 currently being drafted by the Ministry of Economy and Regional Development, and in the draft Human Resource Operational Plan to be financed by the EU Instrument of Pre-Accession (IPA). The resources required to achieve

the youth employment policy targets set by the Government in these planning documents are extensive and require the solidarity and resource support of the ILO, EU and other Donor organisations.

2. The provision of quality technical assistance to youth employment policy and programme development poses a number of daunting challenges. Firstly, it requires a full understanding of the economic growth dynamics and functioning of the specific labour market. Secondly, it needs to be underpinned by comprehensive knowledge on the operations of complex organisations (public administration in general, ministries and department in charge of labour and employment and Public Employment Services). Thirdly, it requires the detailed exploration of past and current public policies in very diverse areas (education, fiscal, enterprise development, social protection, poverty reduction and so on). Such work often requires that technical cooperation projects go beyond the specific outputs and activities designed in the project document to actually achieve the stated objectives. However, project resource constraints (time, expertise and funds) may limit the scope of the assistance provided. For example, in this project a good deal of work was done on improving the collection and analysis of labour market data, but the financial resources for such work had to be enhanced by tapping different and additional sources as described in this evaluation. Without such additional leveraged funds, such work would not have been possible. It is largely due to the endeavours of the CTA that this extra funding became available to the project.
3. Strategies that combine institutional capacity strengthening with demonstration programmes directed at the creation of more and better opportunities for youth would seem to be more effective in responding to the needs of disadvantaged youth. This is because Labour market institutions often require support to deliver innovative targeting of and provision for the disadvantaged youth cohort.
4. Technical cooperation can provide a framework for piloting innovative approaches, methodologies and tools that can be up-scaled and replicated in other contexts through ILO regular programmes. The fact that the Project used the Regular Budget Supplementary Allocation instrument of the ILO as an additional and joint resource to implement activities, is considered to be instrumental in the success of the Project. This included capacity building on the collection and analysis of labour market data; assistance to improve the functions of Local Employment Councils; advisory services for the functional re-organisation of the Employment Department.
5. The strategy to source co-financing and in-kind contribution to leverage the funds available to the project is an approach that could be mainstreamed in most technical cooperation projects. Despite the considerable time investment that such practice entails, it does pay off in terms of quantity and quality of outputs, stakeholders' and beneficiaries' satisfaction as well as response capacity of the project to emerging needs. It also serves as a capacity building tool for national partners in fund raising and management of project design, monitoring and evaluation.

6. The participatory approach and constant involvement of the project stakeholders, partner institutions and other organisations directly associated with the project and the subsequent extensive dialogue established amongst them by the project, yielded results in terms of visibility, leverage and impact. In addition, the use of coaching techniques as part of capacity building activities has proven particularly effective when piloting alternative employment service and programme delivery systems.
7. Policies aimed at improving youth employment prospects should be wide in scope, while programmes need to be targeted to those who are most at risk of labour market exclusion. In the past, fewer resources have been devoted to implement programmes to redress the multiple layers of disadvantage that affect many young people, such as low educational and training levels, rural residence and ethnic group. A correct diagnosis of the causes of unemployment among young people (mismatch between labour supply and demand, sluggish labour demand, low job search intensity or wage reservation mechanisms) is essential to the design and targeting of effective interventions.
8. The experience of the ILO Project in Serbia has shown that well designed and targeted ALMPs attract the interest of enterprises even in a situation of contracting labour demand. On the other hand, the low rate of application to programmes has demonstrated that the many young people registered as unemployed are in fact working in the informal economy. The availability of programmes targeting low-skilled youth is allowing the NES to “treat” those who really need support in entering into the labour market, to identify informal workers and offer services geared to their formalisation, and finally, to delete from the register those young people that refuse available opportunities.
9. The existence of an employment strategy is a necessary, but not sufficient condition to bring focus and coherence to labour market policies and programmes. Coordination among different ministries remains the most difficult area to be tackled – especially so during a labour market crisis – with coordination among line ministries fragmented and with too few initiatives taken in concert. Although some progress in this regard has been made during the development process of the Action Plan on Youth Employment, more assistance will be required to reinforce this practice.



INTERNATIONAL LABOUR ORGANIZATION
MULTI-BILATERAL PROGRAMME OF TECHNICAL COOPERATION

TERMS OF REFERENCE
FINAL INDEPENDENT EVALUATION

Project Youth Employment Partnership in Serbia (YEPS)

International Labour Office
Sub-regional Office for Central and Eastern Europe, Budapest

1. Introduction and rationale for the evaluation

The International Labour Office (ILO) has implemented the Project *Youth Employment Partnership in Serbia* (YEPS) during the period September 2007-December 2010. Financed by the Government of Italy with a contribution of US\$1.2 million, the Project had an initial duration of twenty months. In December 2009, the Project Steering Committee granted the Project a no-cost extension until December 2010.

The government counterpart at the time of project formulation was the Employment Department of the Ministry of Labour and Social Policy. The new ministerial framework established after the election of 2007 moved the competence on employment to the Ministry of Economy and Regional Development, which became the Project counterpart since its inception in September 2007. The progress of the Project was assessed regularly by the Project Steering Committee, which met twice a year throughout the Project duration.

The rationale of the evaluation is specified in section G of the project document, which envisaged that the programme would be subject to an independent evaluation. Against this backdrop, and in compliance with ILO evaluation policy,⁷ the Employment Programme of the Sub-regional Office for Central and Eastern Europe (SRO Budapest) is commissioning an independent evaluation of the Project *Youth Employment Partnership in Serbia* (YEPS) according to the terms of the reference specified henceforth.

2. Description of the project

The project *Youth Employment Partnership in Serbia* (SRB/07/01/ITA), financed by the Italian Ministry of Foreign Affairs and implemented by the Employment Department of the Ministry of Economy and Regional Development (MERD), started its activities in September 2007. The Project has been managed in the period January 2008-December 2009 by an international Chief Technical Adviser (CTA), supervised by the Employment Specialist of the ILO Sub-regional office for Central and Eastern Europe.

Years of economic downturn, raising unemployment and insecurity had exacerbated vulnerability of many segments of the Serbian population, especially of young people. Notwithstanding the positive growth path experienced by Serbia since 2001 the economy continued facing a low employment intensity, which young labour market entrants particularly affected. Against this backdrop, the main thrust of the ILO project strategy revolved around two major components that combined the strengthening of the capacity of institutions to implement youth employment policies and programmes with demonstration programmes directed at the creation of more and better jobs for young people. The institutional development component was geared at increasing the effectiveness of labour market institutions, including the social partners, in addressing the youth employment challenge, whereas the direct support component provided assistance for the development of targeted employment programmes for disadvantaged youth, especially those facing discrimination, poverty and social exclusion. Such work is reflected in Priority 2 of the Decent

⁷ The ILO adheres to the principles of evaluation in the UN System: usefulness, impartiality, independence, quality, competence and transparency and consultation. ILO Evaluation Unit, *ILO Guidelines to result-based evaluation: Principles, rationale, planning and managing for evaluations*, ILO Geneva, January 2010.

Work Country Programme for Serbia (2008-2010), namely *“Improving the formulation and implementation of employment policy as well as of measures targeting disadvantaged youth”*.

A number of preparatory assistance activities were carried out by the ILO with own funding prior to actual project inception. These activities encompassed: i) the analysis of the youth labour market of Serbia, including a performance assessment of policies and institutions for youth employment (which served as baseline for the development of the youth employment policy and national action plan); 2) the assessment of the employment promotion laws of a number of countries in the region to inform the drafting of the new employment promotion law of Serbia; 3) the translation of a number of employment-related publications of the ILO in the Serbian language (see Annex 3).

The following sections outline the main components, strategy and results of the Project.

2.1. Youth employment policy development

The Project assisted from early 2008 to September 2009 an inter-ministerial working group of experts in the development of the youth employment policy and National Action Plan (NAP).⁸ The capacity building programme comprised four main components: i) a series of thematic seminars on the situation of the youth labour market in Serbia; ii) a training workshop held at the International Training Centre of the ILO on youth employment policy development; iii) a number of follow-up workshops on monitoring and evaluation; and iv) policy endorsement.

The Action Plan revolves around five key objectives: 1) improving the employability of young people; 2) fostering employment-intensive private sector development; 3) promoting decent work prospect for young people; 4) promoting labour market inclusion of young people's through targeted measures; and 5) strengthening the governance of the youth labour market at both central and local level.

The youth employment policy and action plan were adopted by the Government of Serbia in September 2009 (Official Gazette, LXV, No 78, 23 September 2009) and it was officially launched during the national conference *Youth Employment in Serbia: a national challenge* organized jointly by the Project and the MERD in October 2009.⁹

2.1.1. Capacity building of labour market institutions

Capacity building activities on youth employment policy development were preceded by an appraisal of the performance of labour market institutions and their capacity to deliver on employment objectives. The assessment revealed a number of outstanding issues that were addressed by the ILO through coordinated action of the YEPS Project and other technical assistance packages (Decent Work Country Programme, Regular Budget Supplementary Allocation for Serbia

⁸ The working group included representatives of the Ministry of Economy and Regional Development, Ministry of Labour and Social Policy, Ministry of Education, Ministry of Youth and Sports, Ministry of Agriculture, European Integration Office, Poverty Reduction Strategy, National Employment Service of Serbia, Republic Statistical Office, Independent Trade Unions of Serbia (Nezavisnost), Confederation of Autonomous Trade Unions of Serbia (CATUS), and Union of Employers of Serbia (UPS).

⁹ The Action Plan on Youth Employment was approved by the Government of Serbia's Conclusion 05 Number 11-5709/2009 of 17 September 2009

and Youth Employment and Migration joint programme). Specifically, the Project carried out two staff development programmes – one for key experts of the MERD and the National Employment Service (NES) and one for employers’ and workers’ organizations. The training workshops centred on: i) key youth labour market indicators and policies affecting youth employment; ii) design and funding of targeted youth employment policies and programmes, and iii) monitoring and evaluation approaches.

For the last leg of the programme (monitor and evaluation approaches) the three groups (government, employers and workers’ organizations) were brought together to discuss and agree upon the final design of the youth employment programmes to be piloted under the aegis of the project. This resulted in the drafting of a set of guidelines on the administration of youth employment programmes that served also as training and coaching material during the capacity building activities organized for staff of the local employment offices implementing targeted youth employment programmes.

Another strand of the work of the Project focused on assistance to the social partners in mobilizing action on youth employment. Such work unfolded through a set of dedicated activities with the Serbian Employers’ Association (SEA) and the trade unions *Nezavisnost* and CATUS. Under the aegis of the Project, the Serbian trade unions finalized training and awareness raising materials on the promotion of young people’s rights at work (*Facilitator’s guide and toolkit to promote young people’s rights@work*). This material was distributed through the network of the employment services, trade unions and employers’ organizations as well as in education institutions. The Guide and accompanying awareness-raising brochure was also used to organize training and information sessions targeting different groups of young people (students, workers, unemployed and inactive youth).

The Serbian Association of Employers (SAE) developed a range of services and materials targeting young, potential entrepreneurs in setting up their business, (information and advisory services on taxation, regulations, liabilities and access to networking opportunities). Such work resulted in the publication of a booklet (*How to start a business in Serbia*) and the design of an internet page linked to the employers’ organization web site, which also hosts an internet forum connecting young people and SAE experts.

The implementation of capacity building activities was accompanied by the development of context-related tools, guidelines and other training material (Annex 3)

2.2. Design, monitoring and evaluation of employment programmes targeting disadvantaged youth

The design of employment programmes targeting disadvantaged youth followed the development of the youth employment policy and action plan. Hence, the programmes piloted at district level were an integral part of the implementation of the NAP.

To support Serbian labour market institutions in the provision of a comprehensive package of services targeting both labour demand and supply, the Project co-financed with the MERD a youth employment and training fund (YEF). The project’s contribution to the YEF (US\$ 450,000, equivalent to SRD 29.9 million) was enriched through an additional US\$ 1.9 million provided by the joint programme [Support to National Efforts for the Promotion of Youth Employment and](#)

[Management of Migration, sponsored by the global fund for the achievement of the Millennium Development Goals \(MDG\) and US\\$ 570,000 funded by the Fund for an Open Society, Serbia.](#)

The key features of the youth employment programmes revolve around the groups and geographical areas to be targeted and the type of programmes offered. The target group encompassed young men and women 15 to 29 years old, with priority given to young individuals who: i) had a low level of education; ii) were long-term unemployed, and iii) were “hard-to-place” due to their personal and household characteristics (e.g. at risk of social exclusion). The programmes were piloted in districts with a high share of young people with a low level of education among unemployed youth (Bor, Pozarevac, Novi Pazar, Kraljevo and Subotica branch offices of the NES).

Employment services and programmes were sequenced to individual needs and envisaged the possibility for an individual to be exposed to multiple interventions according to the specific disadvantages faced in accessing the labour market. The type of programme offered included: i) institution-based training; ii) on-the-job training, iii) work experience programmes; iv) employment subsidies; and v) self-employment promotion programmes.

The work on the design and implementation of integrated youth employment programmes was accompanied by: i) an intensive and articulated programme to strengthen the institutional and administrative capacity of the NES; ii) the development of a performance monitoring system (to be mainstreamed in all NES branch offices by end of the Project); iii) the setting up of a selection system that would allow the experimental evaluation of each programme; and iv) the development of a training manual for the design monitoring and evaluation of active labour market programmes targeting young people.

3. Purpose, scope and clients of the evaluation

The purpose of the evaluation is to assess the performance of the Project in a comprehensive, systematic and objective manner in terms of relevance, effectiveness, efficiency and impact. The evaluation will assess the relevance of Project objectives and approach as well as identify the extent to which: i) the project has achieved its planned objectives, ii) its strategy has proved efficient and effective, and iii) the long-term impact the Project is likely to have. The evaluation will look at the Project as a whole, identify good practices and lessons learnt to be used as a knowledge base for developing future technical assistance packages.

The evaluation will analyze strategies and implementation modalities so as provide recommendations to be integrated in the planning process of ILO’s technical assistance in the region. Particular emphasis will be placed on the review of Project sustainability and impact, as well as on possible innovative technical cooperation features in employment and training. The evaluation will also assess the achievements and effectiveness of pilot programmes at district level (direct assistance), their replicability and their instrumentality to the institution building and policy development processes. Finally, the evaluation will review the relevance of the:

- Initiatives aimed at mainstreaming gender in technical cooperation;
- Involvement of the social partners;

- ILO's integrated approach and methodology for the development of youth employment policy and national action plans;
- ILO's employment-oriented approach to skills development (introduction of competency-based labour market training, delivery of individualized employment services and design of integrated youth employment programmes);
- Technical assistance to the reform of the public employment service and to the introduction of comprehensive, multi-service active labour market programmes (ALMPs);
- Partnerships and alliances established by the Project.

The final clients of the evaluation report are:

3. Policy makers, managers and practitioners of labour market and other institutions that partnered with the Project at central and local levels, as well as the social partners and the donor;
4. Project management, the ILO Subregional Office for Central and Eastern Europe, the ILO Regional Office for Europe, the Youth Employment Programme, and, ultimately, the Technical Cooperation Committee of the ILO's Governing Body.

4. Suggested analytical framework

The evaluation will assess the relevance, effectiveness, efficiency and sustainability of the overall Project. A detailed analytical framework, with suggested evaluation questions, is appended to the ToRs as Annex 1. The evaluation team can include other aspects in accordance with the purpose of the evaluation. The key evaluation criteria revolve around the following aspects:

- **Relevance and strategic fit of the project:** The evaluation will review the extent to which the objectives of the Project were/are consistent with beneficiary requirements and needs. The evaluation will also assess whether the approach was/is strategic and the ILO used/uses fully its comparative advantage.
- **Validity of project design:** The evaluation will review the extent to which the project design was logical and coherent.
- **Project progress and effectiveness:** The assessment will measure the extent to which the project's immediate objectives were achieved.
- **Efficiency of resource use:** The evaluation will gauge how resources and inputs were converted into results.
- **Effectiveness of management arrangements:** The evaluation will note to what extent the management capacities and arrangements put in place supported the achievement of project results.
- **Impact orientation and sustainability of the project:** The evaluation will assess the strategic orientation of the project towards making a significant contribution to broader, long-term development changes and it will measure the extent to

which the results of the project are durable and can be maintained, scaled up and replicated by partners.

In addition, the evaluation will analyze the Project's performance related to the ILO's cross-cutting issues: gender, poverty, labour standards and social dialogue.

5. Main output

The main outputs of the exercise will be:

- A final report in English with findings and recommendations addressing the above-mentioned key evaluation criteria. The report shall not exceed 40 pages excluding annexes and it will be structured alongside the format appended in Annex 2.
- A two-page summary of the Project Evaluation Report. This abstract will be drafted on the basis of the template developed by the Evaluation Unit of the ILO.

6. Evaluation methodology

The evaluation will be carried out through analyses of various sources of information including desk analysis, survey data stemming from the performance monitoring of active labour market programmes targeting disadvantaged youth, as well as interviews with governmental counterparts and project partners, direct beneficiaries, including young people who have participated in training and/or received services from the project pilots, partner agencies, project management and staff. To this purpose, the evaluation team will undertake a field mission to the Republic of Serbia.

The sources of information, information gathering methods and timing are specified below. A complete set of information sources on the project will be made available at the Project Office in Belgrade.

A) To be dispatched electronically prior to the field mission:

- Project documents;
- Annual progress reports;
- Policy and other key documents produced by the Project;
- ILO's evaluation guidelines.

B) To be made available in the Field Project Office during the mission:

- Quarterly progress reports;
- Training tools, learning packages and other publications;
- Technical and financial reports.

The evaluation will be carried out with the technical support of the Employment Programme of the ILO Subregional Office (SRO) in Budapest and the Youth Employment Programme (Employment Sector) in Geneva. The logistical support will be provided by the Project Office in

Belgrade. The evaluation team will relate to the Employment and Skills Specialist of the ILO SRO Budapest for technical matters.

7. Management arrangements, work plan and time frame

The tentative timetable of the evaluation is the following:

1. Desk review	Review of key project documents. (Evaluators)	25-29 October, 2010 (5 working days)
2. Field visits	The evaluation team visits project sites, interviews stakeholders and beneficiaries and gathers additional information. (Evaluators and Project team)	1 -5 November, 2010 (5 working days)
3. Report drafting	The evaluation team drafts the evaluation report and submits it to the Evaluation Manager. (Evaluation Team Leader)	6 working days
4. Stakeholders comments and feedback	The draft report is circulated to stakeholders for comments and feedback. These are consolidated and sent to the evaluation team. (Evaluation manager and Project team)	5 working days
5. Final report	The evaluation team finalizes the report embedding the comments. (Evaluation Team Leader and evaluation manager)	2 working days

It is expected that the evaluation team will conduct consultations and meetings with representatives of the following institutions:

Ministry of Economy and Regional development (MERD)

- Employment Department.

National Employment service of Serbia (NES)

- Management;
- Employment Programmes;
- Adult Training Division;

- Management and staff of the NES branch offices in Bor, Pozarevac, Novi Pazar, Kraljevo and Subotica, as well as pilot programmes beneficiaries.

Ministry of Education

- Adult Education and Training Department.

Ministry of Youth and Sport

- Youth Department.

Social partners

- Confederation of Autonomous Trade Unions of Serbia (CATUS);
- Trade Union Confederation *Nezavistnost*;
- Serbian Association of Employers.

Other partner agencies and institutions

- Social Inclusion and Poverty Reduction Unit, Office of the Deputy Prime Minister for European Integration;
- Serbian Foundation for an Open Society.

Evaluation Team

The evaluation team will be composed of a senior evaluation expert (to be competitively selected and appointed by the ILO), a national evaluator (to be appointed by the Ministry of Economy and Regional Development), and an evaluator to be appointed by the donor.

The senior evaluation expert (Team Leader) will take the role of coordinator of the evaluation team and will be responsible for preparing the evaluation report. The national evaluator and the evaluator appointed by the donor will provide inputs and contribute to the report.

The ILO Project will bear the costs (fees, travel and other related expenses) of the evaluation team.

Qualifications of the Senior Evaluation Expert

- Substantial knowledge in the field of project evaluation (i.e. labour market and development; employment; policies and institutions for youth employment)
- Knowledge of project monitoring and evaluation methodologies
- Advanced degree in social sciences or related fields
- Experience in interviewing, desk research, drafting and report writing.
- Excellent analytical skills
- Excellent communication and writing skills.
- Excellent command of English
- Command of Serbian would be an advantage

Project management and staff

The names and contact details of the project management and ILO staff who will be involved in the evaluation are indicated in the table below.

Evaluation manager:	Irina Sinelina, Evaluation Officer, ILO Subregional Office for Eastern Europe and Central Asia, tel. +7 (495) 933-58-93, email: sinelina@ilo.org
Evaluation focal person:	Alena Nesporova, Deputy Regional Director, Regional Office for Europe and Central Asia, International Labour Office, tel++41 22 799 6781, email: nesporova@ilo.org
Project management:	Natalia Popova, Employment Programme, ILO, Budapest – tel. +36 1 4732657 – email: popova@ilo.org Valli' Corbanese (former Chief Technical Adviser to the Project), tel. +39 335 5370046 – email: empbalkans@ilo.org
ILO backstoppers:	Gianni Rosas (Youth Employment Programme Coordinator), tel: + 41 22799 7019, email: rosas@ilo.org ; Kinga Jakab (Administrative and Financial Officer), ILO SRO Budapest, Tel: +36 1 4284053, email: jakab@ilo.org

PROJECT OBJECTIVE No.1:		
The capacity of labour market institutions to develop and implement the youth employment policy and to design, monitor and evaluate targeted measures for youth employment will have been strengthened by the end of the Project.		
OUTPUTS	INDICATORS:	RESULTS ACHIEVED AND STATUS
Output 1.1: Coordination framework, including the composition of the Steering Committee (SC), established and operational	<ul style="list-style-type: none"> <i>The Steering Committee meets regularly and the minutes of the meetings are available and disseminated</i> 	<p>Status: Complete</p> <p>The Steering Committee (SC) conveyed five times during the implementation of the project. Meeting were regularly followed by the dissemination of the proceedings to the members by the Secretariat (ILO). The SC is composed of one representative from the following institutions: Employment Department, (Ministry of Economy and Regional Development); National Employment Service; Ministry of Education; Ministry of Youth; Serbian Association of Employers (SAE); Trade unions (CATUS and <i>Nezavistnost</i>); the Italian Technical Cooperation in Serbia and the ILO.</p>
OUTPUTS	INDICATORS:	RESULTS ACHIEVED AND STATUS
Output 1.2: An inter-ministerial Committee established and responsible for the design, monitoring and evaluation of an evidence-based youth employment policy and national action plan (NAP).	<ul style="list-style-type: none"> <i>An inter-ministerial Committee (YE-ICM) with own mandate and procedures appointed and comprising representatives of various Governmental Ministries</i> 	<p>Status: Complete</p> <p>The composition of the youth employment inter-ministerial committee was jointly agreed upon with the Employment Department of the MERD to include representatives of the Ministry of Youth and Sport; Ministry of Labour and Social Policy; Ministry of Education; Ministry of Agriculture, Forestry</p>

		<p>and Water Management; Poverty Reduction Strategy Team; European Integration Office; Republic Statistical Office of Serbia; National Employment Service (NES); Serbian Association of Employers (SAE); Confederation of Autonomous Trade Unions (CATUS) and Independent Trade Unions of Serbia (Nezavisnost). The working group met regularly from April 2008 to January 2009 to draft and finalize the main pillars of the Action Plan on youth employment; produce the operational matrix; and discuss the allocation of resources.</p> <p>The Serbian institutions involved in the development of the Youth Employment Action Plan are now part of a standing working group that is regularly conveyed to discuss the employment interventions to be implemented through the National Plan on Employment that is compiled annually. In June 2010 the same working group has been entrusted to discuss the Serbian employment policy framework for the period 2011- 2020.</p>
	<ul style="list-style-type: none"> • <i>At least five training workshops, including international fellowships, on the design, monitoring and evaluation of youth employment policy conducted</i> 	<p>Status: Complete</p> <p>The first meeting of the inter-ministerial committee was held in mid April 2008. The youth labour market analysis and the Serbian version of the ILO guide for the preparation of national action plans on youth employment were distributed to start building the committee's knowledge-base on youth employment policy</p>

		<p>development.</p> <p>Two meetings were held between the end of April and mid May 2008 to fine-tune the review of policies and institutions for youth employment and to identify and analyze the problems of the youth labour market for policy prioritization.</p> <p>A five-day workshop was held at the International Training Centre of the ILO (26-30 May 2008) to discuss youth employment policy approaches, examine the policy trade-offs, the costs and benefits of the initiatives proposed, prioritized youth employment policy action and design objectives and targets.</p> <p>Two additional meeting were organized in June and November 2008, respectively, to finalize the NAP, discuss monitoring and evaluation approaches as well as management arrangements. The final meeting for the preparation of the Action Plan was held in January 2009 to agree upon the changes necessary to take account of the impact of the global economic and financial crisis on the youth labour market.</p> <p>Since mid 2009, the working group was conveyed regularly by the Employment Department (MERD) for the preparation of the National Action Plan on Employment. Youth employment issues and the progress made towards the achievement of youth employment objectives are regularly discussed in this setting.</p>
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	<ul style="list-style-type: none"> • <i>One National Action Plan (NAP) and operational matrix developed and approved</i> 	<p>Status: Complete</p> <p>The work on the Action Plan on Youth Employment (2009-2011) was completed in March 2009. The Plan centres around five key objectives: strengthening the governance of the youth labour market; improving the employability of young people, fostering employment-intensive private sector development, promoting decent work prospect for young people, and promoting labour market inclusion of young people's through targeted measures.</p> <p>In March 2009, the amount of resources to be pledged by the Serbian Government was revised downward, due to the structural adjustment to be undertaken to tackle the budget deficit. The Action Plan was adopted by the Government of Serbia on 17 September 2009 (Conclusion 05 Number 11-5709/2009).</p>
	<ul style="list-style-type: none"> • <i>One monitoring and evaluation cycle concluded</i> 	<p>Status: Incomplete</p> <p>A monitoring cycle on the progress made in youth employment was undertaken as part of the labour market analysis conducted for the development of the Serbian employment policy framework (2011-2020) and the Operational Plan on Human Resource Development. This exercise found that, despite the resources put at disposition by the Government, the impact of the 2009 crisis has affected young people more than adults. To avoid the emergence of a group of hard core disadvantaged youth, the</p>

		<p>Government is planning to scale up the actions and resource available for youth employment in the next policy cycle and with the support of the EU funding for pre-accession.</p> <p>Given the time frame of the project, it will not be possible to conduct a rigorous evaluation of the impact on the NAP.</p>
<p>Output 1.3: The capacity of labour market institutions (staff of the Employment Department and NES) to design, monitor and evaluate targeted youth employment measures strengthened.</p>	<ul style="list-style-type: none"> • <i>One performance assessment of labour market institutions' capacity to design, monitor and evaluate ALMPs conducted</i> 	<p>Status: Complete</p> <p>The design of the staff development programmes (see below indicator) was preceded by an appraisal of the performance of labour market institutions and their capacity to deliver on youth employment. This appraisal was carried out through: a) the review of economic and social policies implemented in Serbia since 2003, b) focused interviews with key stakeholders; and c) training needs analysis. This exercise revealed a number of issues that were addressed by the ILO through coordinated action of the youth employment project and other technical assistance (Decent Work Country Programme, Regular Budget Supplementary Allocation and youth employment and migration joint programme, YEM).</p>
	<ul style="list-style-type: none"> • <i>Six workshops on the design, monitoring and evaluation of youth employment measures conducted</i> 	<p>Status: Complete</p> <p>The project implemented from February to May 2009 three staff development programmes – one for staff of the Ministry of Economy and the NES, one for employers' organizations and</p>

		<p>another for trade unions' representatives. These programmes –delivered in parallel to the three groups comprised four workshops for each group – centred on: i) key youth labour market indicators and policies affecting youth employment; ii) design and funding of targeted youth employment policies and programmes, and iii) monitoring and evaluation approaches. For this latter leg of the programme the three groups (government, employers and workers' organizations) were brought together to discuss and agree upon the final design of the youth employment programmes to be piloted under the aegis of the ILO project. Such discussion resulted in the drafting of a set of guidelines on the administration of youth employment programmes (see output 1.5) that served also as training and coaching material during the capacity building activities for staff of the NES local offices.</p>
	<ul style="list-style-type: none"> • <i>One coaching cycle carried out during the design, monitoring and evaluation of active measures</i> 	<p>Status: Complete</p> <p>The coaching cycle on the implementation of youth employment measure was carried out in the period June-October 2009 while the <i>Guidelines on the administration, monitoring and evaluation of employment programmes targeting disadvantaged youth</i> (see Output 1.5) were being drafted. This exercise resulted in a set of internal procedures approved by the NES for the administration of ALMP targeting disadvantaged</p>

		<p>youth in the five target branch offices of the NES.</p> <p>The coaching on monitoring ALMPs took place in September-October 2010 with NEs staff at central and local level.</p>
<p>Output 1.4: The capacity of the social partners to mobilize action on youth employment strengthened</p>	<ul style="list-style-type: none"> • <i>One performance assessment on the capacities of social partners on ALMPs conducted</i> • <i>One staff development programme on targeting ALMPs to disadvantaged youth designed and conducted for at least 15 participants of the social partners</i> • <i>One workshop carried out on the monitoring and evaluation of active measures conducted</i> 	<p>Status: Complete</p> <p>See description under Output 1.3</p>
OUTPUTS	INDICATORS:	RESULTS ACHIEVED AND STATUS
<p>Output 1.5: A package for the design, monitoring and evaluation of gender-sensitive ALMPs targeting youth developed and used by the Employment Department and the NES.</p>	<ul style="list-style-type: none"> • <i>One package on the design, monitoring and evaluation of ALMPs targeting youth pilot-tested and published</i> 	<p>Status: Complete</p> <p>The <i>Guidelines on the administration, monitoring and evaluation of employment programmes targeting disadvantaged youth</i>, used by the NES Branch Offices of Bor, Pozarevac, Novi Pazar, Subotica and Kraljevo were designed and pilot tested in the period June-October 2009. The Serbian language version of the <i>Guidelines</i> was published in December 2009.</p> <p>The monitoring chapter of the <i>Guidelines</i> was further developed by the project into a step-by-step guide for the performance</p>

		monitoring of ALMPs targeting disadvantaged youth.
<p>Output 1.6: A Youth Employment Fund (YEF) established by the Employment Department, Ministry of Economy and Regional Development.</p>	<ul style="list-style-type: none"> • <i>One staff development programme for the staff of the Employment Department on the design and management of employment funds conducted</i> 	<p>Status: Complete</p> <p>The workshop on the design and management of employment funds was conducted during the capacity building programme on ALMPs described under Output 1.3.</p> <p>The Joint Programme on Youth Employment and Migration (YEM) followed up on this activity with international expertise on lessons learnt and practices in EU member states.</p>
	<ul style="list-style-type: none"> • <i>A Youth Employment Fund, inclusive of a contracting system and disbursement procedures, established</i> • <i>A monitoring and evaluation system to appraise the relevance, cost-effectiveness and net impact of the measures funded by the YEF drafted and approved.</i> 	<p>Status: Complete</p> <p>To support Serbian labour market institutions in the provision of a comprehensive package of services targeting both labour demand and supply, the project co-financed with the Ministry of Economy a youth employment and training fund (YEF). The ILO's contribution to the YEF (US\$ 450,000, equivalent to SRD 29.9 million) was transferred to the NES in mid June 2009. The funding put at disposition by the ILO project was placed by the Central NES in a dedicated sub-account. The total amount of funding was initially allocated to each branch office based on the number of potential young beneficiaries as follows: Novi Pazar: 30% of the amount (SRD 8,970,953); Bor: 25% of the amount (SRD 7,475,794); Subotica, Pozarevac and Kraljevo 15% of the total available (SRD 4,485,476 each). During the implementation of the programmes, the respective</p>

		<p>allocation was shifted among targeted branch offices to respond to different delivery rates.</p> <p>The <i>Guidelines on the implementation of employment programmes targeting disadvantaged youth</i> also offer step-by-step guidance on contracting training and disbursement to beneficiaries, training providers and partner enterprises. The <i>Guidelines</i> also include a part on monitoring and evaluation.</p> <p>The YEF was granted in November 2009 an additional US\$600,000 from the Open Society Foundation (Soros) of Serbia. The same procedures and disbursement modalities established by the Youth Employment Project were used for these funds throughout 2010.</p>
<p>Output 1.7: Programme proposals to improve decent work for young people developed.</p>	<ul style="list-style-type: none"> • <i>One assessment on the conditions of work of (self)employed youth conducted and key challenges identified</i> • <i>Employability and job creation schemes discussed and approved</i> • <i>Initiatives to improve working conditions for youth in the informal economy discussed and approved</i> • <i>A set of tendering documents and programme proposals discussed and</i> 	<p>Status: Complete</p> <p>The ILO publication <i>In search of more and better jobs for young people of Serbia</i> (2009) provided indications on the magnitude of the challenge in terms of youth employment in the informal economy. Since the drafting of this paper, the Statistical Office of Serbia has been collecting data on informal employment through the semi-annual <i>Labour Force Survey</i>.</p> <p>In agreement with the Employment Department and the NES it was decided to extend the availability of the pilot youth employment programmes to young people working in the informal economy and registered</p>

	<p><i>approved by the Government</i></p>	<p>as unemployed in NES. The sequence of services and programmes is highlighted in Part II of the <i>Guidelines</i>.</p> <p>The ILO project also drafted, at the request of the Ministry of Labour and Social Policy, a concept note on a national programme to tackle the informal economy in Serbia.</p>
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PROJECT OBJECTIVE No.2:

An integrated package of active labour market programmes aimed at enhancing the employability and improving employment prospects of young people will have been successfully piloted by the end of the project.

OUTPUTS	INDICATORS:	RESULTS ACHIEVED AND ACTIVITY STATUS
<p>Output 2.1: Programmes linking training to employers' requirements, providing work experience and targeting disadvantaged youth designed and implemented in selected occupations that are in demand.</p>	<ul style="list-style-type: none"> <i>A set of guidelines for selecting youth at risk of labour market exclusion, training providers and partner enterprises are available and used by the NES</i> <i>Guidelines, formats and procedures for contracting training are available and used by NES</i> 	<p>Status: Complete</p> <p>The steps to be followed to identify and select youth at risk of labour market exclusion, as well as the formats and procedures for contracting training, are contained in the <i>Guidelines</i> for the administration of ALMPs. See Outputs 1.5. and 1.6.</p> <p>As the evaluation literature on active labour market programmes consistently found that on-the-job training yield the best results in terms of (re)employment prospects for low-skilled youth, the project organized a system of competency-based training carried out in private enterprises. The training is based on job competencies for occupations most required by the target labour markets. The learning acquired is assessed independently. Priority occupations were selected on the basis of the job vacancies posted in the six months prior to programme implementation. The Project prepared competency lists and descriptors for 21 occupations as well as guidelines for the assessment of training. The external assessment was entrusted to practitioners drawn from lists compiled by the Ministry of Education and the NES.</p>
	<ul style="list-style-type: none"> <i>Eight training workshops are conducted and 15 participants per workshop are trained</i> 	<p>Status: Complete</p> <p>One training workshop was organized at the end of May 2009 with the staff of the Employment Department and of the Central NES to discuss the key elements of the programmes targeting disadvantaged youth (eligibility criteria, type of programmes and objectives, duration and compensation criteria), as well as indicators to measure performance.</p> <p>The first workshop for the counsellors of the</p>

		<p>branch offices selected to implement the pilot youth employment programmes, as well as staff of the Central NES, was held in Belgrade on 13 and 14 July 2009. During the workshop the participants reviewed: 1) primary and secondary eligibility criteria for end-beneficiaries, partner enterprises and training providers; 2) screening of young beneficiaries and providers in target branch offices (procedures, forms and workflow); 3) matching process among individual needs, available programmes and labour market requirements, 4) approaches to target young workers in the informal economy and 5) performance monitoring (procedures and workflow).</p> <p>Three additional workshops for the counsellors of the branch offices selected to implement the pilot youth employment programmes were conducted between September and November 2009. A number of coaching sessions were organized directly in the target branch offices.</p> <p>The last cycle of training took place in October 2010 for the performance monitoring of the measures implemented under the aegis of the ILO Project.</p>
	<ul style="list-style-type: none"> • <i>2,500 disadvantaged youth - 50 per cent of whom are women - have participated in employment and training programmes</i> 	<p>Status: Incomplete (quantitative target expressed unachievable)</p> <p>A major constraint related to the implementation of youth employment programmes is the overall costs of interventions and the impact of these on the achievement of the quantitative targets expressed in the project document (2,500 disadvantaged youth participating to ALMPs).</p> <p>First, the cost of training programmes in Serbia was found to be much higher than anticipated. Since the NES cannot rely on a network of public adult training providers, skills training courses are contracted on the market on an annual basis and based on available resources. This does not allow the achievement of economies of scale in training.</p> <p>Second, non-wage labour costs in Serbia are high and, consequently, programmes designed to</p>

		<p>reduce the costs for enterprises to hire disadvantaged unemployed is high.</p> <p>Third, the self-employment programme implemented by the NES comprised a non-refundable grant of €1,300 per person. Such grant, provided to individuals on a competitive basis, has proven to be effective in increasing the survival rate of start-up enterprises and the employment fall-out of these programmes, but at a higher cost per individual participant.</p> <p>Finally, the on-going active labour market programmes targeting young people with a higher educational attainment (First Chance Programme) – which are rather generous in terms of duration and compensation levels –are much more attractive for enterprise compared to the programmes designed for low skilled youth. This created a sort of “competition” among programmes for the (limited) number of vacancies available ☐ especially during the peaking of the job crisis in 2010. In addition, the contraction of labour demand also negatively affected the implementation of the youth employment programmes that were designed on a “work first” approach.</p> <p>A preliminary calculation was made based on the costs of interventions and the amount of funds made available by the ILO project (and excluding the Government of Serbia contribution). The column labelled “minimum” indicate the number of beneficiaries that it will be possible to target using all programmes available for the maximum length possible, while the column labelled “maximum” indicate the total number of beneficiaries that is possible to target if all beneficiaries access the shorter and lowest cost programmes.</p> <table border="1" data-bbox="783 1783 1394 2024"> <thead> <tr> <th>BRANCH OFFICE</th> <th>Min</th> <th>Max</th> </tr> </thead> <tbody> <tr> <td>Borski - Bor</td> <td>48</td> <td>117</td> </tr> <tr> <td>Raški -Kraljevo</td> <td>29</td> <td>70</td> </tr> <tr> <td>Raški Novi Pazar</td> <td>58</td> <td>140</td> </tr> </tbody> </table>	BRANCH OFFICE	Min	Max	Borski - Bor	48	117	Raški -Kraljevo	29	70	Raški Novi Pazar	58	140
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	<ul style="list-style-type: none"> • <i>At least sixty per cent of programme participants are in decent employment.</i> 	<p>Status: Incomplete</p> <p>Each target branch office was left discretion to decide the starting date for programmes implementation. Whereas end-beneficiaries and providers started to be selected in September 2009, the <i>Calls for Application</i> was published by branch offices between October and November 2009.</p> <p>The performance monitoring of the active programmes was conducted in October 2010. Given the timeframe of the project, the performance of only one programme (on-the-job training) could be monitored. The findings of the performance are available in a separate report.</p>									
	<ul style="list-style-type: none"> • <i>Seventy per cent of trainees of the network of training institutions are aged 15-29</i> 	<p>Status: Complete</p> <p>The whole target group of the employment promotion programmes being implemented under the aegis of the ILO project are between 15 to 29 years of age (see detailed report).</p>									

<p>Output 2.2 A range of employment services, including labour market information, employment counselling and career guidance and job placement tailored and made available to disadvantaged groups.</p>	<ul style="list-style-type: none"> • See under <i>Output 2.1</i> 	<p>Status: Complete See Output 2.1</p>
<p>Output 2.3 A set of employment creation programmes to improve labour demand for young people – including employment subsidies and employment intensive public works and community services – developed and implemented as part of the comprehensive package of ALMPs.</p>	<ul style="list-style-type: none"> • See under <i>Output 2.1</i> 	<p>Status: Incomplete See Output 2.1</p>

OUTPUTS	INDICATORS:	RESULTS ACHIEVED AND STATUS
<p>Output 2.4 Entrepreneurship promotion programme for disadvantaged youth –including access to information and training, as well as financial and non financial services – developed and implemented.</p>	<ul style="list-style-type: none"> • <i>One audit of self-employment and entrepreneurship development institutions and services conducted</i> 	<p>Status: Complete</p> <p>The self-employment programmes offered as ALMPs were reviewed jointly with the staff of the NES, youth entrepreneurship development and small and medium-size enterprise promotion were reviewed as part of the Action Plan on youth employment.</p> <p>The self-employment programme offered by NES was found to be in line with good practices except for the duration of the conditionality period (24 months). Upon ILO’s advice, this period was shortened to 12 months and it now includes mentoring services for all beneficiaries.</p> <p>Given also the limited resource available, it was decided that the Government of Serbia contribution to the Youth Employment Fund be provided by funding self-employment programmes targeting youth 15 to 29 years of age. In the period October 2009-August 2010, the Government of Serbia invested €in the five branch offices targeted€ 64% of the total amount given by the ILO Project.</p>
	<ul style="list-style-type: none"> • <i>One model for NES to offer self-employment and entrepreneurship development assistance designed and pilot-tested</i> 	<p>Status: Complete</p> <p>See above</p>
	<ul style="list-style-type: none"> • <i>One mentoring system for youth available</i> 	<p>Status: Complete</p> <p>See above.</p>
	<ul style="list-style-type: none"> • <i>Guidelines, formats and procedures for</i> 	<p>Status: Complete</p> <p>The new procedures for the implementation of self-employment programmes was drafted and</p>

	<p><i>self-employment are available and used by NES</i></p>	<p>approved by the NES at the end of 2009.</p>
	<ul style="list-style-type: none"> • <i>Two sets of training material (job-search skills for youth and self-employment for young people) are available in the national language</i> 	<p>Status: Completed</p> <p>The publication (Serbian language) <i>Biz-Up. Self-employment skills for young people</i> is a support tool for training activities geared to the promotion of self-employment among young people. It provides a guide and a toolkit for practitioners (employment service advisers, trainers, youth leaders and peers) to assist young people in making informed decisions and consider different employment options, including that of setting up their own economic activity.</p> <p>The training material <i>Job navigation skills</i> provides a guide and a toolkit to help young people develop the knowledge, skills and attitudes for navigating the labour market and making informed career choices. The objective is to offer an effective career instruction tool that facilitators can use with students and young adults looking for work or exploring their future career paths.</p>

PROJECT OBJECTIVE No.3:

Awareness on the youth employment challenge and of the possible ways to tackle it will have been improved in Serbia by the end of the project.

OUTPUTS	INDICATORS:	RESULTS ACHIEVED AND STATUS
<p>Output 3.1 Advocacy measures and communication strategy on youth employment developed and implemented</p>	<ul style="list-style-type: none"> • <i>Advertising tools developed and widely disseminated</i> 	<p><i>Status: Completed</i></p> <p>The ILO flagship brochure on youth employment was translated into Serbian language and was distributed during the National Youth Employment Conference.</p> <p>A specific brochure for the Serbian context was prepared as part of the dedicated activities organized with the youth sections of the trade unions of Serbia. This accompanies a fully-fledged training package to raise the awareness of young people on their rights at work.</p>
	<ul style="list-style-type: none"> • <i>Advertising and promotional campaign targeting enterprises for the recruitment of young people conducted</i> 	<p><i>Status: Completed</i></p> <p>The leaflets to advertise the youth employment programmes to be sponsored by the project and the Government of Serbia were designed and distributed through the network of NES branch offices of Serbia in Autumn 2009.</p>
<p>Output 3.2 A national event to raise awareness on the youth employment challenge in the country and to launch the NAP conducted.</p>	<ul style="list-style-type: none"> • <i>One national Youth Employment Conference conducted</i> • <i>Conference documents and results widely advertised</i> • <i>The NAP full documents and executive summary published in</i> 	<p>Completed</p> <p>The national conference to launch the Action Plan on Youth Employment was organized on the 30th October 2009, as the key closing event of the United Nations Week focused on youth employment.</p> <p>Approximately 200 persons participated to the event, which received ample coverage in the media.</p> <p>The National Action Plan on Youth Employment was published in both the English and the Serbian language in September 2009.</p>

	<i>English and Serbian language</i>	
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Reference period: September 2007-October 2010

Annex 3

LIST OF TRAINING TOOLS AND MATERIAL DEVELOPED/ADAPTED/TRANSLATED BY THE PROJECT

1. *Guide for the design, monitor and evaluation of active labour market programmes for youth* (development and publication of the Serbian edition). This tool provides guidance to policy makers and practitioners of labour market institutions for the design, monitoring and evaluation of youth employment programmes that respond simultaneously to the needs of young people and to labour market requirements
2. *Guidelines to detect the skills needs of enterprises* (development and publication of the Serbian edition). This tool is geared to support managers and practitioners of employment and training services in planning and conducting skills needs surveys. It suggests a step-by-step approach to design the survey methodology (sampling and questionnaires) and it provides tips for data analysis and for the use of findings to improve employment and training service delivery.
3. *Youth rights at work* (development and publication of the Serbian Edition). This material (guide and toolkit) helps practitioners and teachers to inform young people about their rights at work. It is a reference tool not only for staff of labour market institutions in charge of employment promotion, but also for trade unions' and employers' organisations', employment service advisors, trainers, youth leaders and peers.
4. *Navigating the labour market: Job search skills for young people* (development of the toolkit). This tool has been designed for the promotion of job-search workshops and learning events organized by teachers and trainers of secondary schools and training institutions. It can also be used by counsellors of the employment offices for the organization of group session as well as during promotional activities organized by the staff of employers' organizations and trade unions
5. *Competency-based training programmes* (development of the material). This material has been prepared for training practitioners of the National Employment Service on job and task analysis, competencies, occupational areas, and assessment of competency-based training programmes.
6. *Units of competency for twenty-one occupations required by the Serbian Labour Market* (development of the material). This material has been developed to ease the design and organization of enterprise-based training programmes targeting disadvantaged unemployed youth under the aegis of the project.
7. *Guidelines to conduct competency-based assessment* (development and publication). This material has been prepared to guide independent, external

assessors to organize and conduct the assessment of competencies acquired by young people during enterprise-based training organized by the National Employment Service.

8. *ILO Guide for the preparation of national action plan on youth employment* (translation in the Serbian language). It describes a methodological framework for the development of National Action Plans on youth employment, as well as the process underpinning their development and the institutions to be involved.
9. *Biz-Up. Self-employment skills for young people* (publication of the Serbian edition). This training material is a support tool for training activities geared to the promotion of self-employment among young people. It provides a guide and a toolkit for practitioners (employment service advisers, trainers, youth leaders and peers) who assist young people in making informed decisions and consider different employment options, including that of setting up their own economic activity.
10. *Guidelines to private employment agencies* (translation and publication of the Serbian edition). This tool offers an overview of country practices in the design and enforcement of laws for the regulation and monitoring of private employment agencies.
11. *Resource manual and guidelines for the promotion of employment of persons with disabilities* (translation and publication of the Serbian edition). This package provides a step-by-step guide to experts of the Employment Department and of the NES on the design of policies – including laws and regulations – and programmes to increase the employment prospects of persons with disabilities.



INTERNATIONAL LABOUR OFFICE

Sub-regional Office for Central and Eastern Europe
Technical Cooperation Programme on Employment

**Final independent evaluation of the ILO Project
Youth Employment partnership in Serbia (YEPS)**

DRAFT Agenda of meetings¹⁰

Evaluation team members:

Mr. Frank Kavanagh (Ireland)

Appointed by the ILO, will be the evaluation team leader. Mr. Kavanagh has an extensive experience in labour market policy and programme development, Public Employment Services (PES) operations and expertise in vocational guidance and training of youth. He has served as head of several international research teams and working groups in the context of the EU PES network.

Ms Galina Ognjanov (Serbia)

Appointed by the Ministry of Economy and Regional Development, is Professor of Economics at the University of Belgrade. Ms Ognjanov has extensive experience in the functioning of the labour market in Serbia and in evaluating the impact of active labour market policies.

Mr. Domenico Petrera (Italy)

Appointed by the Italian Ministry of Foreign Affairs, has extensive experience in the development, monitoring and evaluation of technical cooperation projects around the world. His area of expertise revolves around adult training policy, youth employment policies and labour market programmes targeting youth.

¹⁰ Subject to the agreement of the evaluation team, Ms Jelena Vasić (Project Unit, MoERD) and Ms Nataša Simčić (Project Unit, NES) will observe the proceedings.

Monday, 1st November 2010 (*)

Time	Name and function
08h00-9h30	<p>Ms Valli Corbanese, <i>Former Chief Technical Adviser, ILO YEPS</i></p> <p>Mr. Jovan Protić <i>ILO National Coordinator</i> <i>(MoERD, Room 414a)</i></p>
09h30-10h45	<p>Ms Milena Milić, <i>Programme Department, focal point for ALMP targeting youth</i> <i>(MoERD, 414a)</i></p>
11h00-12h30	<p>Ms Dragica Ivanović, <i>Head, Employment Policy Section, MoERD</i></p> <p>Ms Tatjana Prijć, <i>Head, Legal Affairs Section, MoERD</i> <i>(MoERD, 414a)</i></p>
13h15-14h30	<p>Ms Miona Popović, <i>Head, Project Unit, MoERD</i> <i>(MoERD, 414a)</i></p>
15h00-16h00	<p>Ms Mirjana Arsić, <i>Youth Sector, Ministry of Youth and Sport</i> <i>(MoERD, 414a)</i></p>
16h00-17h00	<p>Ms Svetlana Aksentievic, <i>Labour Market Analysis Sector, MoERD</i></p> <p>Ms Tatjana Karaulac, <i>Labour Market Analysis Sector, MoERD</i> <i>(MoERD, 414a)</i></p>

Tuesday 2nd November 2010

Time	Name and function
09h00-10h00	Ms Liljana Džuver, <i>Assistant Minister, Ministry of Economy and Regional Development (MoERD, room 414)</i>
10h30-11h45	Ms Natalia Radoja, <i>Director of Employment Programmes and Entrepreneurship Development</i> Mr. Dragan Đukić, <i>Director, Mediation and Career Planning (NES, Kralja Milutina)</i>
13h30-14h30	Ms Tatjana Stojic, <i>Foundation for an Open Society (Soros)</i>
15h00-16h00	Ms Natalia Popova, <i>Employment specialist, ILO Subregional Office for Central and Eastern Europe (Teleconference, ILO Office MoERD)</i>
16h15-17h00	Ms Simona Russo <i>Italian Technical Cooperation, Belgrade Office</i>

Wednesday 3rd November, 2010

Time	Name and function
09h00-10h15	Ms Nataša Cupač, <i>Youth Section Union of Employers of Serbia (Serbian Association of Employers)</i>
10h30-11h45	Ms Jelena Milovanovic <i>Economic Development and Employment Coordinator, Social Inclusion and Poverty Reduction Unit (Palace of Serbia, Room 121)</i>
12h00-13h30	Ms Sanja Paunović <i>Savez Samostalnih Sindikata Srbije (CATUS)</i> Ms Bojana Bijelović, <i>Youth Section, Savez Samostalnih Sindikata Srbije (CATUS)</i> Ms Ana Koić, <i>Youth Section, Savez Samostalnih Sindikata Srbije (CATUS)</i> Ms Jelena Radisa, <i>Youth Section, Trade Union Confederation Nezavisnost (MoERD, Room 13)</i>
14h40- 15h40	Mr. Gianni Rosas, <i>Youth Employment Programme, ILO Geneva (Teleconference, ILO Office MoERD)</i>
15h40-16h30	Briefing on filed visit to target branch offices

Thursday 4th November, 2010

Time	Name and function
07h00-20h00	<p>National Employment Service (Branch Offices)</p> <p>07h00-20h00 Mr Kavanagh <i>Subotica</i> Mr. Zlatko Panić, Director Branch Office Ms Snezana Krgović/Ms Verica Kaloserović, Case manager Three beneficiaries of ALMPs (to be decided by the Branch Office)</p> <p>08h30-15h30 Mr Petrera and Ms Ognjanov <i>Pozarevac</i> Ms Danica Nikic Matovic, Director Branch Office Ms Sonja Miric, Case manager Mr. Marko Mihajlovic, Case manager Three beneficiaries of ALMPs (to be decided by the Branch Office)</p> <p>(Kraljevo deleted due to <i>force majeure</i>)</p>

Friday, 5th November, 2010

Time	Name and function
10h00-13h00	<p>Ms Lijdia Nancic <i>Director Branch Office Bor</i></p> <p>Mr. Bojan Markovic, <i>Case manager Bor</i></p> <p>Mr. Nihat Bisevac, <i>Director Branch Office Novi Pazar</i> <i>(MoERD Room 13)</i></p>
	<p>14h00-16h00 Ms Ognjanov and Mr Kavanagh Debriefing with Ms Valli Corbanese</p> <p>Mr Petrera:</p> <p>13h00-13h45 Ms Ljiljana Lutovac <i>Adult training, MoERD</i></p> <p>14h00-14h45 Mr Dragan Djukic <i>Adult training, NES</i></p>

	14h45-16h00
	Debriefing with Ms Valli Corbanese