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ECONOMIC CONSULTANTS

**External review of the
Skills for Jobs Project, Phase 2
Evaluation Report**

Basel, 23 August 2018

External review of the Skills for Jobs Project, Phase 2

Evaluation Report

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Abbreviations

CHF	Swiss francs
DAC	Development Assistance Committee
EU	European Union
ILO	International Labour Organisation
M&E	Monitoring and Evaluation
OECD	Organisation for Economic Cooperation and Development
SDC	Swiss Agency for Cooperation and Development
VET	Vocational education and training

Summary





The Swiss Agency for Development Cooperation (SDC) commissioned an external review of the *Skills for Job Project – Phase 2* with the aim to

- assess the strategic orientation of the project
- assess the progress / performance of the project to date
- provide recommendations for the design of a possible last phase

The findings, conclusions and recommendations in this review report are based on interviews, focus groups discussions and an online survey as well as the review of documents.

Strategic orientation: The project aims at reforming initial and continuous VET. It complements SDC's youth employment portfolio to a good (albeit not full) extent. The project is relevant, addressing pertinent needs and priorities of VET stakeholders. The vast majority of the interviewees perceived the approach of decentralised implementation to be beneficial. On the other hand, the project's goal to achieve system-wide effects in VET met challenges of conceptual, technical and organisational nature.

Performance: The project implementation is summarised in the following table:

Dimension	Comments	Rating
Relevance	<ul style="list-style-type: none"> • Alignment with BiH strategies, beneficiary needs and priorities as well as SDC strategic priorities confirmed in interviews, survey and document review 	 Satisfactory
Results	<ul style="list-style-type: none"> • M&E instruments show positive results, achievements confirmed in interviews and survey • Survey respondents believe that interventions had impact • Indicators to assess impact or systemic effects have deficiencies • Gender hardly considered during project implementation 	 Satisfactory
Efficiency	<ul style="list-style-type: none"> • Delays in implementation • Budget disbursement crammed into last year • Few synergies of projects in youth employment portfolio 	 Unsatisfactory
Sustainability	<ul style="list-style-type: none"> • Sustainability confirmed in interviews and survey • Repeat concerns regarding future funding of similar-type interventions by BiH governments 	 Satisfactory

Note: Rating: Very satisfactory, satisfactory, unsatisfactory, very unsatisfactory.

Recommendations: The evaluation team formulates the following recommendations, which were discussed with project stakeholders:

- Re-focus project
- Continue "decentralised interventions" but invest more resources for improved policy advice
- Invest resources to collect evidence and learnings that inform the design of a next project
- Improve design, implementation and monitoring of the transversal theme gender
- Improve theory of change and M&E system
- Design mechanisms that ensure insourcing of external VET expertise
- Improve coordination and collaboration internally (youth employment portfolio) and externally (development partners)

1. Introduction

1.1. Background

The Swiss Agency for Development and Cooperation (SDC) in Bosnia and Herzegovina commissioned B,S,S. Economic Consultants to carry out an external review of the *Skills for Job Project – Phase 2* (hereafter "the project").¹ This report contains the findings, conclusions and recommendations of the evaluation. Chapter 1 provides background information and explains the purpose and scope of the evaluation. Chapter 2 summarises the approach and methods that were applied to respond to the evaluation questions and Chapter 3 describes the project. Building up on the findings in terms of the project's relevance, effectiveness, efficiency and sustainability in Chapter 4, we formulate conclusions and recommendations in Chapters 5 and 6. Annexes provide complementary information.

1.2. Evaluation scope and objectives

In light of the project's completion in March 2019 SDC commissioned an evaluation with three purposes, as set forth in the Terms of Reference (Annex 1):

- assess the strategic orientation of the project
- assess the progress / performance of the project to date
- provide recommendations for the design of a possible last phase

The evaluation covers the period of April 2014-April 2018 and the two project components related to initial and continuous education.² It assesses five OECD-DAC evaluation dimensions: relevance, effectiveness, efficiency, impact and sustainability.³

2. Methodology

2.1. Evaluation approach and methods

The purpose of the evaluation, the DAC methodological framework for evaluating development co-operation⁴ and the evaluation questions (see Annex 2) determined

¹ The evaluation review team consists of Harald Meier (team leader), Irène Kränzlin (SDC peer reviewer), Nino Serdarević (local consultant) and Michael Morlok (deputy team leader).

² The review does not include the Leadership and Skills Development Training Furniture and Wood Processing Sector (LSDT) that is implemented by the Bern University of Applied Sciences. The project is merely an administrative facility for the LSDT.

³ The dimensions effectiveness and impact are discussed together under the umbrella term "results".

⁴ OECD (2010).

the approach and the methods applied in the evaluation. Several methods, summarised below, were applied; such a multi-method, multi-source approach allows scrutinising findings from different angles and thereby leads to more robust and valid findings. Both approach and methods were discussed with SDC and formally approved by SDC on 14 May 2018.

Document review: We undertook a comprehensive review of various project related documents that SDC provided. Additional literature that was consulted in the context of this evaluation is listed in Annex 6. As part of the document review, pertinent qualitative information was summarised and referenced; quantitative data was processed (descriptive statistics) to calculate the key figures displayed in the report.

Online survey: Primarily based on a contact list provided by the project, 183 stakeholders were invited to an online survey.⁵ Within a three-week period 81 stakeholders responded; this is equivalent to a response rate of 44%. The results of the survey were qualitatively and quantitatively assessed and are presented according to four stakeholder groups: Private sector, VET providers, government⁶, local government.

Interviews: In addition, a total of 35 semi-structured interviews were carried out in Bosnia and Herzegovina (31) and Switzerland (4). Altogether, more than 50 key informants participated. Most of these interviews were conducted face-to-face during the country visit to Bosnia and Herzegovina from 14-24 May 2018. To incorporate as many opinions as possible and to eliminate eventual distortions, we interviewed a variety of stakeholders. Annex 5 provides information regarding the interviews. The interview data was summarised and (partly) quantified; opinions held by several interviewees were given priority.

Focus groups: Two focus group discussions were organised: The first discussion took place in Zenica, with VET students and recent graduates. The second group involved VET stakeholders in the town of Gradačac; this discussion provided an opportunity to contrast the project with the VET developments in a region where the project was not active.

Validation / participation: We triangulated the responses, information and data stemming from various sources and methodological approaches. This included collecting and analysing data and contrasting them with the qualitative information received during the interviews and checks on-site during the in-country visit. A

⁵ The project provided a list of stakeholders; in several rounds the evaluation team added contact lists and improved quality of the contact details.

⁶ This group includes stakeholders at federal, entity or cantonal levels.

briefing meeting with SDC to discuss the evaluation concept, a debriefing at the end of the field work, three meetings with the implementing team, as well as feedback on the evaluation report ensured that the evaluation is participatory.

Reporting: In the last work step, we processed and interpreted the findings to deliver the draft evaluation report. Feedback of SDC will be reflected in the final report.

2.2. Limitations and constraints

As will be explained further below, the project financed more than 25 subprojects ("innovation fund projects") that were designed and implemented by e.g. chambers of commerce or local development agencies. It became apparent in the interviews that some of these implementers assessed their respective *subprojects* rather than the Skills for Jobs project *overall*; they were also not fully aware of the contribution of their subproject to achieving the desired overall project goals or its theory of change. Some interviewees, mostly company representatives, mentioned that they were only little involved in the SfJ project and thus unable to make an informed assessment of its implementation. This also holds true for the online survey; for example 85% of the companies reported that they have been involved for less than twelve months (which can be explained by the delays in implementation as we mentioned below). Despite this, we believe that the *cumulative* interview and survey feedback is a valid representation of the project overall.

At this stage the assessment of the project's impact is constrained for two reasons: First, many of the subproject activities were delayed and started only in 2017; some of them are still being implemented. Second, data for the impact indicators is not (yet) available or requisite data was not collected during implementation.⁷ Hence, to what extent the project influenced employment, employability and productivity cannot be measured or estimated quantitatively; our assessment relies primarily on the results of the online survey and the perceptions that company representatives shared during the interviews.

Another constraint has been that only limited responses could be obtained from final beneficiaries because of the execution of the evaluation at the end of the school year.

⁷ This refers to data regarding e.g. wages which could be relevant to assess whether productivity has increased.

3. Project description

The Skills for Jobs project, also referred to as PrilikaPlus, is part of SDC's youth employment portfolio⁸ in Bosnia and Herzegovina and contributes to SDC's 2017-2020 Cooperation Strategy, namely in the priority themes of economy and employment. Encompassing both entities in BiH⁹ the project aims at creating a demand-driven VET system in at least eight economic sectors (including metal, wood, tourism and hospitality). The project is implemented by the Agency for the Development of Small and Medium Enterprises of Republika Srpska (RARS) with project teams in Banja Luka and Sarajevo. It attends to several *target groups*¹⁰ and avails itself of so-called *boundary partners*¹¹ for implementation. The four-year project was scheduled to end in November of 2018; because of delays in implementation and corresponding low fund disbursement the project was granted an extension until March 2019. The project budget amounts to CHF 5.7 Mio.¹²

Its impact ambition is to improve employability and productivity of job-seekers, VET students and employees in need of skills enhancement – the final beneficiaries of the project – with a view to reduce unemployment among the young and women¹³. This shall be achieved by means of *"systemic changes within the initial (formal) and continuous (non-formal) VET system"*. Relations between VET stakeholders shall be made more systemic (*Outcome 1*) and training and apprenticeship schemes (*Outcome 2*) shall be reformed with interventions ranging from curricula and work standards reform, change in-school and in-company practical training, teacher training and training of mentors to delivery of training equipment, promotional activities to improve the image of VET, support to VET training centres for adult training as well as policy and legislative advice.

The project operates at multiple levels: At micro level, it cooperates closely with e.g. local VET schools, employer associations and companies. At meso level, it

⁸ Other key interventions of the portfolio are: *Youth Employment Project* (focus: improving services of public employment bodies, including individual and group careers advice and promoting job opportunities linked to social entrepreneurship) and *Market Makers* (focus: creating job opportunities for young women and men through accessing new markets).

⁹ Initially, interventions were also planned to take place in the Brčko District but it was later decided to target companies in Bijeljina.

¹⁰ The term "target groups" is vaguely defined in the ProDoc but includes companies/employers and artisans; formal VET schools; private sector training providers.

¹¹ Boundary partners are defined by the project as *"regional partners from one side and policy makers from the other side. Regional partners are all organizations/institutions capable to successfully coordinate and support identified target groups and beneficiaries, while the policy makers are relevant institutions regulating VET sector."* Source: 2nd Annual Report, 2016.

¹² This amount excludes the funds that were administered by the project for the LSdT.

¹³ Note that gender is the main transversal theme of the project. The most explicit target is that 3,750 women (unemployed and school graduates) *"are hired as a direct result of successfully finished trainings until the end of 2018"*. Source: 2nd Annual Report, Annex Logical Framework, 2016.

seeks, *inter alia*, to promote coordination and collaboration as well as mutual learning and knowledge sharing between institutions at different levels of government and stakeholders at industry level; this includes chambers of commerce, public employment and education agencies. Most activities are focused at this level. At macro-level, it engages with policy-makers at state, entity and cantonal level to strengthen VET through relevant laws and policies. Macro-level activities are foreseen to be supported by the project's advisory board, which is composed of representatives of RARS, SDC and relevant ministries. Most of the above referred activities are implemented as part of *subprojects* financed by the projects' "innovation fund" (3.5 Mio CHF) to the boundary partners.

4. Evaluation Findings

In the following sections we present and interpret the information and data collected in relation to the evaluation questions.

4.1. Relevance

Relevance determines whether the project is suited to the needs, priorities and policies of the recipients as well as the SDC. We examine relevance based on five lead questions that were formulated in the evaluation matrix.

Relevance of objectives for the BiH context: The vast majority of the interviewees responded that the project is highly relevant, given their respective vantage points: Against the background of very scarce investment budgets in some areas¹⁴ the representatives of schools, for instance, particularly highlighted the relevance of the supplied equipment (e.g. CNC simulators, kitchen apparatus, tools); some government representatives mentioned policy support (e.g. regarding in-company practices and standards) or support in enhancing private sector participation in skills development; company representatives argued that in light of skilled labour shortage the objectives and activities of the project are important, albeit insufficient. These responses do not come as a surprise: There is much evidence that suggests that the education systems, particularly in vocational training, are outdated and in need of reforms ranging from e.g. better coordination among education and labour market stakeholders, modernisation of curricula, improvement of infrastructure and teaching quality¹⁵ – to all of which the project aims to make its contribution.

¹⁴ The capital investment capacity differs greatly between the entities, the Brčko district and the cantons due to public income disparities.

¹⁵ BTI (2018), ETF (2018), ETF (2013).

Alignment with government priorities: A recent study (Serdarevic, forthcoming) screened 69 strategies on all levels of government aiming to determine the level of their alignment with the Agenda 2030 for Sustainable Development. The study finds that skills development¹⁶ features in strategies at all levels of government.^{17,18} Some respondents – particularly those holding government functions – referred to the direct alignment of the project with recent legal reforms. Examples are the new (2015) law on adult education in the Canton of Sarajevo and the 2017 law on secondary education in the Republika Srpska. Whilst acknowledging alignment of the project with government strategies, critiques argued that more often than not "dual education" has become a mere "political marketing instrument" that features in strategies but that has little practical meaning, not least because many governments lack the needed political or failed to make available the requisite funds or lack the political will for reform.

Government-financed interventions mostly target skills mismatch and employability of youth (in rare cases focussing on needs of women); particular focus is placed on initial VET, alignment of enrolment policy with labour market needs as well as adopting curricula to better reflect skills demanded. Very few interventions provide capital investment into VET schools capacities to provide practical training. In this context it *could* be argued that the equipment for schools (canteen kitchen, welding apparatus, CNC machines etc.) that the project finances is particularly relevant. But it can also be argued that the public sector fails to live up to its obligations to ensure that e.g. VET schools are adequately equipped.¹⁹

Alignment with needs and priorities of the target groups: The majority of each of the target groups is of the opinion that the project is relevant. With a level of 90% agreement ("fully" resp. "to large extent") the representatives of the local governments particularly stand out, whereas the federal, entity or cantonal government representatives ("Government") are somewhat sceptical. As mentioned further above the representatives of VET schools / education centres

¹⁶ Vocational education and skills development are particularly mentioned as targets of SDG 4: *Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all*. Relevant SDG targets that were identified include: 4.3 *VET and University* (addressed in 28 strategic documents) and 4.4 *Skills for employment* (addressed in 23 documents). On the other hand, SDG target 4a *Education facilities* as a source of implementation for other targets has been addressed only in 14 documents.

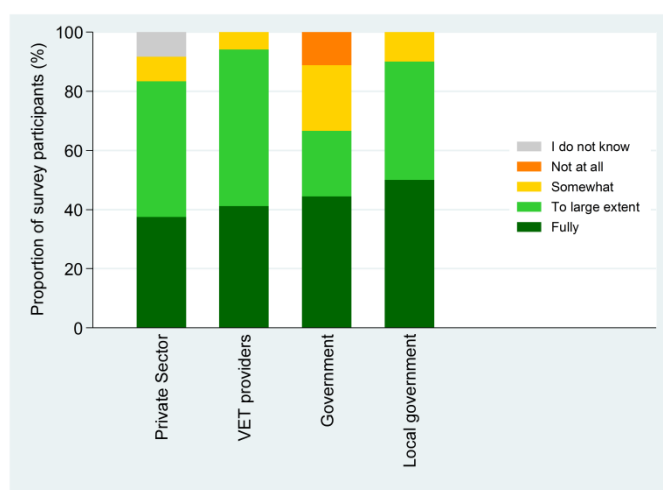
¹⁷ Whereas this study did not review strategies at municipal level systematically, local development strategies often feature issues of unemployment and professional education.

¹⁸ This is consistent since most responsibilities in the VET sector rest with the administrative levels of entities, cantons and the Brčko District.

¹⁹ In this context a GIZ representative explained that it rarely finances equipment or supplies; GIZ expects such investments to be financed by the respective government as their contribution to development intervention.

stated that equipment for practical training addressed key priorities whereas local governments felt that the project helped their priority of improving collaboration and cooperation of VET stakeholders.

Figure 1: Relevance – needs and priorities (survey result)



Survey question: “To what extent do these objectives of PrilikaPlus directly respond to the needs and priorities of your organisation?”

Number of responses per group, in above order: 24, 34, 9, 10.

Adequacy of project design: Several elements are discussed in the following to assess adequacy:

SDC policy and experience: The project is in line with SDC's cooperation strategy and fits well into the economy and employment intervention domain and the youth employment portfolio in BiH respectively. Some critique was voiced that despite Switzerland's comparative advantage in the intervention area very little Swiss expertise was deployed during the project implementation (which is also reflected in the low disbursement rate of the planned budget for international expertise).²⁰ At the same time it was acknowledged that (best) practices in Switzerland may not be directly transferable to the context of BiH and that relevant examples and expertise for knowledge transfer are available in Bosnia's neighbouring countries.

Coherence: It is *conceivable* that the outputs lead to the expected outcome and impact, as described in the logical framework, the output M&E table and the theories of change²¹. However, some shortfalls can be identified: little to no evidence is presented in the Project Document to make the case for their

²⁰ The deployment of Swiss expertise was foreseen but several attempts failed for different reasons.

²¹ See 2nd Annual Progress Report, Annexes C and D.

relationship; the impact hypotheses and assumptions are formulated inconsistently; some indicators are formulated ambiguously; the means of verification of several impact indicators are not available; some target values seem unrealistic; the logframe was not adapted as changes in implementation occurred. Furthermore, whilst theories of change were developed for the two project outcomes, no *overarching* ToC was developed for the entire project. Such an overarching ToR should explain, for instance, how the project addresses initial and continuous VET with its common "PrilikaPlus" model²² or how the focus on continuous VET in the first phase of the project is translated / expanded into initial VET.

Decentralised implementation: The approach of delivering activities in *subprojects* by the boundary partners is considered adequate and effective by the large majority of the interviewees, because it leaves considerable discretion in designing the interventions. They argue that joint design and implementation of the subprojects provide opportunity for multi-stakeholder engagement and capacity building, enhancing partnership and understanding among private and public sector stakeholders alike. Various *types* of interventions (including capacity building, facilitation of exchange of practical experience as well as discussions, technical, legal and policy advice) were utilised depending on the specific context.²³ On the other hand the approach makes it more difficult to achieve observable system effects – understood here by the evaluation team as *"altering underlying structures and supporting mechanisms, which make the system operate in a particular way"*²⁴, including policies, laws, practices, resources or values – because the subprojects are geographically widely dispersed, primarily operating at micro-/meso-levels, or focusing on few schools and professions. In addition, because of delays there has not been time yet for replication and scaling-up of the subprojects, which would likely have yielded more system effects. The boundary partners (chambers of commerce, employer associations, local development organisations, etc.) were selected based on criteria such as level of economic development and potential for job creation of their industry; perceived level of commitment; experience during the first phase of the project. They appear to have been chosen well.

²² The model consists of five "pillars", namely training needs analysis; job profile development; curricula and test item development; training delivery; and assessment and certification. The model was initially designed for continuous VET and subsequently for initial VET.

²³ Examples: legislative support regarding law on adult education or technical advice for rulebooks in Zenica Dobo Canton; facilitation of VET councils; facilitation of exchange between implementing partners in different cantons.

²⁴ NPC (2015).

Target groups: In the ProDoc several target groups are identified, which corresponds with the large scope of the project and the envisaged systemic effects. Catering for the (diverse) needs of so many target groups seems to have diluted the focus of the project. Companies, employers and artisans were identified as the *most important* target group and according to M&E data more than 180 were reached with the project's activities, including companies that have a leading position in their industry or region. Making use of industry leaders can lend credibility and induce other companies to follow.²⁵ However, it also raises the question of windfall gains, assuming that these industry leaders have the resources to develop, manage and finance (re-) qualification of their staff – which was confirmed by one company representative in one interview. Whether such windfall gains occurred, was not further assessed.

Implementing partner: The feedback regarding the choice of RARS as implementing partner was mixed. Most of the key interviewees (who stated to have been in direct contact with RARS) thought that RARS was not the ideal partner: Issues that were repeatedly mentioned include managerial and technical shortcomings and bureaucratic procedures that negatively affected the implementation of the project. Some were of the opinion that the choice of an implementing partner from one entity renders implementation more difficult in the other entity because of political implications – specifically if the implementing partner is from the public sector. Others argued that personal issues soured relations between parts of the SfJ project team and RARS management but also with the client – to a point at which it was about to be stopped. To salvage the project an international project manager was recruited to "smooth relations and facilitate implementation". SDC considers that his presence had a positive influence. An SDC internal audit report concluded that RARS delivers good services in finances and administration but highlighted shortcomings in terms of oversight. The ambition to have a national implementer seems worthwhile, *inter alia*, in light of sustainability. However, in light of known public administration deficiencies in the country,²⁶ trade-offs with regard to capacity, procedures or technical knowledge of a (public sector) implementing partner should have been anticipated. This would have necessitated support structures (for instance the services of a backstopper, the deployment of short-term experts, the provision of training to the implementer and the project teams). That support structures were almost not used is unfortunate and hard to understand.

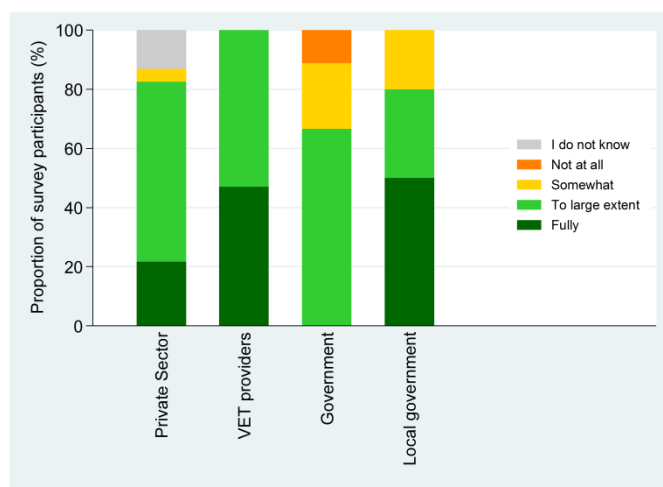
²⁵ B,S,S. (2016).

²⁶ BTI (2018).

Design process: The experiences of the first phase and a youth employment portfolio assessment carried out in late 2014 informed the design of the project, which widened the project's scope to initial education so as to achieve "system changes". Elements that define the "PrilikaPlus" model were conceived applicable for initial VET too. While the motivation for such "system changes" and associated expansion is comprehensible, it rendered the project more complex conceptually, technically and managerially (e.g. data collection, monitoring, evaluation; larger group of implementation partners). Four respondents (entity / cantonal government representatives) stated that the design was not participatory enough.

The respondents of the online survey largely believe that the project design was adequate to achieve its objectives. Again, the responses need to be seen from the vantage point of the subprojects.

Figure 2: Relevance – adequacy of design (survey results)



Survey question: "Was the PrilikaPlus project adequately designed to reach these objectives? (design of activities, design of project overall, selection of partners)"

Number of responses per group, in above order: 23, 34, 9, 10.

4.2. Results

Effectiveness is a measure of the extent to which the project achieved or is likely to achieve its objectives. We examine effectiveness based on four lead questions that were formulated in the evaluation matrix, and complement this assessment with selected additional information.

Achievement of planned results: The project reports on its performance with two M&E instruments at impact/outcome and output level respectively (two output

indicators feature in both instruments). We discuss both M&E instruments in the following:





Assessment based on outcome monitoring: This document contains four indicators at impact and seven indicators at outcome level. Table 1 shows how much of the respective target values have been achieved hitherto.²⁷ This progress is compared to how much of the duration of the project has passed. The table shows that five of seven outcome indicators are on track in terms of the "target-to-duration ratio" whereas two indicators lag.²⁸ The reported results suggest that the project is likely to meet most but two targets on outcome-level that were set and agreed at the beginning of the project. Whether the project interventions were always causal for achieving the results (e.g. whether trainees would have been hired anyway by companies) is not measured at this stage. None of the impact indicators can currently be assessed – and likely neither by the end of the project. Apart from measurement challenges, the target values appear to be highly ambitious, even for a project of this size.

Table 1: Level of target achievement / outcome M&E instrument (relative)

Indicators	Duration	Target	Ratio	Comment
Impact: Increased employability among youth, particularly women.				
# of employers reporting inadequate in-house skills decreased from 55% to 25%	81%	n/a	<input type="checkbox"/> n/a	no status value
# of employers reporting inadequate skills regarding new vacancies decreased by 20%	81%	n/a	<input type="checkbox"/> n/a	no status value
% of young people aged 18-24 who graduated in VET	81%	n/a	<input type="checkbox"/> n/a	no status value
% unemployed in the last 12 month in age bracket 15-24 years	81%	n/a	<input type="checkbox"/> n/a	no status value
Outcome 1: By 2018, systemic relations between companies and handicrafts, on the one side, and VET schools and training providers, on the other side, are developed, aiming at provision of novel opportunities on the labour market for youth and unemployed and those in need of skills upgrade.				
# of unemployed and graduates hired after training (...) (disaggregated by course and sectors)	81%	68%	<input checked="" type="checkbox"/> 0.8	disaggregated data not available
# of companies involved in training provision to unemployed and/or school students	81%	89%	<input checked="" type="checkbox"/> 1.1	
At least 12 regional adult training centres operational (including 8 established in	81%	325%	<input checked="" type="checkbox"/> 4.0	21 organisations involved (not all

²⁷ Annex 4 shows the baseline and target values and the level of achievement as of April 2018.

²⁸ This analysis is based on the assumption that target achievement is linear over the duration of a project, which might be true for some projects but not for others.

Phase I and 4 new centres) in 8 industries out of which 3 provides training at more than 2 locations					<i>training centres) additional work re quality, business models, networking and visibility needed</i>
# financing modes for adult training used by companies and graduates	81%	38%		0.5	<i>no agreement yet but other progress re 0% loan scheme for trainees, calls by PES or matching funds</i>
Outcome 2: Critical mass of public VET schools reformed their trainings and apprenticeship schemes, and offer to their students competences relevant to the employers' requirements in five most populated Cantons, District Brčko and two regions in RS Entity.					
# of TVET schools that accept proven models of practical training and work-based learning	81%	75%		0.9	
# of students in pilot TVET schools who have access to new skills development opportunities	81%	78%		1.0	
# of TVET school teachers and mentors who apply improved teaching methods	81%	71%		0.9	

Notes: Duration = time elapses since launch of the project; Target = intended progress (target value – baseline value); proportion achieved hitherto; Ratio = level of target achievement over project duration. The calculation of "ratio" assumes that the achievement of the respective targets is linear during project duration.

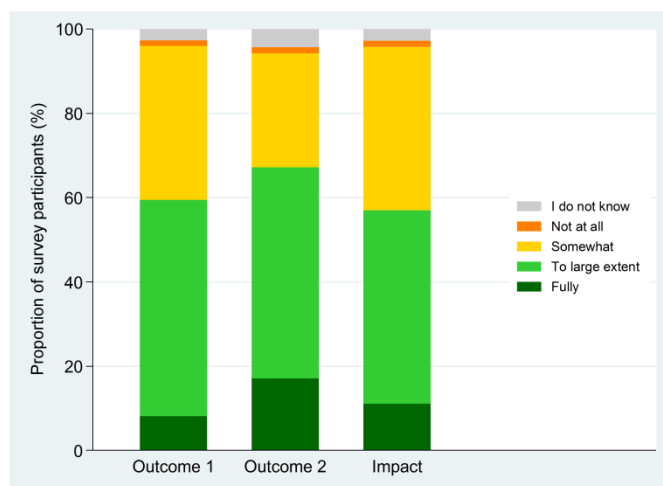
Scoring: green >= 0.9, orange < 0.9, red <= 0.5, white = n/a (not status value and/or no target value).

Example (see first outcome indicator above): The project has set the target that until March 2019 3940 (target 4500 – baseline 560) unemployed and graduates are hired after training provided in the context of the project. By April 2018 some 2670 persons were reported to be hired, hence 68% of the target has been achieved. This results in a ratio of 0.8 (68% / 81%).

Assessment based on output monitoring: In addition to the logframe the project also reports separately on its performance at output level. The respective M&E instrument – which is not fully consistent with the one capturing outcome – contains eight outputs and altogether 15 indicators. Of the 15 indicators 10 are reported to be "completed" (9) or "on track" (1) whilst the remaining are reportedly "postponed" (4) or "failed" (1). Based on projections of the project team all but one of the output targets are likely to be achieved March 2019

Assessment based on survey results: Survey respondents were asked if they believe that these objectives are reached as of March 2018 (Figure 3): Close to 60% of the respondents stated fully or to large extent. The difference between the three objectives items is negligible. Disaggregated data suggests that government representatives assess the current situation more critical than the other target groups (see Annex 3).

Figure 3: Effectiveness – perceived achievement rate 2018 (survey result)

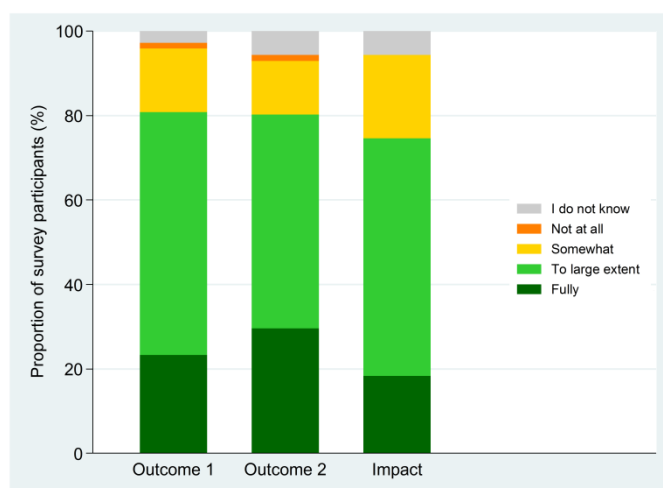


Survey question: "The project has the following objectives at impact and outcome level (slightly reworded): Impact: job-seekers, VET students and employees, particularly women, improve their employability and productivity; unemployment is reduced; Outcome 1: systemic relations between relevant stakeholders and novel opportunities on the labour market for those in need of skills upgrade; Outcome 2: participating VET schools equip students with trainings and apprenticeship schemes with competences relevant for employers. To what extent do you believe the objectives have already been reached (May 2018)?"

Number of responses per group, in above order 74, 70, 72.

Asked to estimate the achievement level by March 2019, the results change considerably. The proportion of respondents assuming that the objectives will be achieved (fully or to large extent) grows between 13-21%, depending on the objective (see Annex 3). The respondents show confidence that much progress can be made in the remaining months in which several subprojects come to their end.

Figure 4: Effectiveness – estimated achievement rate 2019 (survey result)



Survey question: "To what extent do you believe the following objective will be achieved by the end of the project (March 2019)?"

Number of responses per group, in above order 73, 71, 71.

Irrespective of the level of achievement of the indicators and the positive survey results, the evaluators sense some discomfort and frustration among key stakeholders that the envisaged "systemic effects" are yet to be realised, that the project *"did not achieve enough"* or *"could have achieved more"* as some key stakeholders put it. Quite apparently their expectations have not been met. This discrepancy also suggests that the indicators that were selected to measure performance of the project are not entirely suitable.

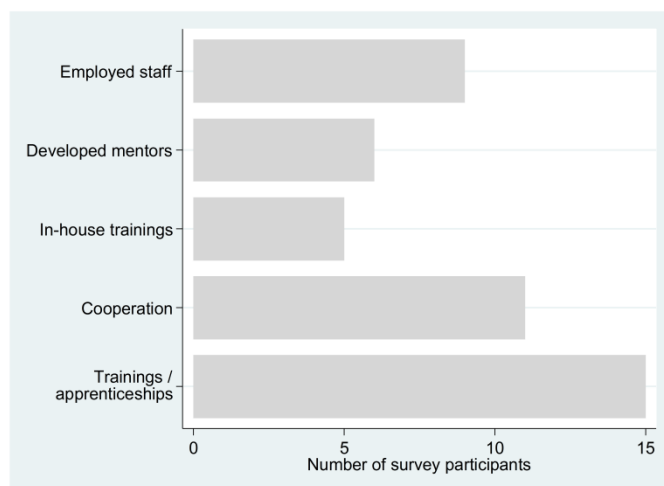
Complementary observations: Several themes that were frequently mentioned in the interviews merit attention.

Equipment: The acquisition of technical equipment is associated with considerable effect at school level against very limited state funding; particularly school representatives were of the opinion that equipment was the key value addition of the project.²⁹ During the site-visits the reviewers could observe that the equipment is in use. Some company representatives argued that better equipment in schools and an increase of practical exercises will – in theory – have positive effects on the learning outcomes of VET students/graduates. Yet, many of them stated that teachers' practical experiences remain a bottleneck.

Collaboration: It emanates from the interviews that cooperation between schools, companies and the public sector has been improved and intensified; in some instances the project even achieved to initiate / institute such cooperation. Newly established VET councils (Kakanj), inter-cantonal exchanges (Zenica and Mostar), collaboration between VET schools and universities (Banja Luka), development of occupation standards or apprenticeship rulebooks and job fairs and conferences are examples of such collaboration. The pre-requisite of a multi-stakeholder process to apply for the project's innovation fund facilitated contacts.

Other effects: Asked what kind of effects their project involvement brought about companies most frequently stated that they *"provided additional students with opportunity for practical training/apprenticeships in the company"* and that the project *"improved cooperation with the respective VET schools"*.

²⁹ The project noted that there are signs that governments seek to release funds to better equip schools, exemplified by the RS government pledge of 100'000 BAM for the 2018/2019 school year.

Figure 5: Participation of companies in project (survey result)

Survey question: "As a consequence of the participation in the project, you ..." (multiple answers possible. Only companies were asked this survey question.

Note: The full wording of the answer categories was: Employed trained staff; Developed own mentors; Developed in-house trainings; Improved cooperation with the respective VET schools (systemic aspect); Provided additional students with opportunity for practical training/apprenticeships in the company.

Number of responses: 22

Extent to which target groups were reached: The vast majority of the interviewees stated that *their* expectations were met in terms of quality, albeit less tangible responses were received from companies. Such positive feedback also results from the survey respondents. With few exceptions the interviewees agreed that the teams in Banja Luka and Sarajevo were responsive, flexible and focused on quality.

Excursus: Focus group interview with students

As part of the evaluation we carried out three focus group discussions with a total of 16 students at the industrial school in Zenica.³⁰ The students are enrolled in welding and locksmith training.

The majority of the students (14) said that the revisions to the curricula and the newly installed equipment in the industrial school are very useful because they allow the students to better acquire skills that are currently in high demand. [Note: Students who the review team met at the VET school in Prijedor also stated that the new acquired machines made the classes more interesting and motivating]. Previously they were trained exclusively theoretically, in a classroom setting (22-25 students); now they can practice the skills on the machines (10-12 students). At the same time, the students were cautious when asked about the effect on their employment prospects: Those who were able to start their traineeship at a company were told that they still needed much additional training. Only one student has been offered to work during summer with a prospect to be fully

³⁰ To respond to the evaluation question "alignment of the project with the needs and priorities of job-seekers, students and employees (beneficiaries)" it was initially planned to carry out specific beneficiary surveys. Yet, since the project team could not furnish the requisite contact details, it was agreed with SDC to instead have focus group interviews with VET students. The excursus, albeit limited in scope, thus covers evaluation question R4 in the evaluation matrix.

employed subsequently. Their teacher, which was also present during the meeting, added that most students able to participate in a traineeship are later employed by companies. This is due to the fact that the employers select the best pupils for apprenticeships.

Most (8 out of 10) of the students enrolled in the welding training plan to work abroad, using connections through family members already working in other countries. The locksmith students plan to find jobs in BiH; whilst they think they will find a job they believe that it will most likely one which is not well paid. Two out of the six students want to open their own company.

The discussions in all three groups suggest that the project interventions in the industrial school respond to demands and needs of the students. The fact that so many of the students who were in the focus group plan to leave the country can be viewed from different perspectives: While it can be seen positively that the training improved employability to a point where it offers employment abroad, it could be criticised that these students will not be available for Bosnian companies to meet their demands for skilled workers.

Mainstreaming transversal theme gender: The project aims at reducing unemployment, particularly of women. As part of the context analysis the Project Document identifies major obstacles for young women and it thus calls on all project partners to *"... think, design and implement specific measures ... to assure an equal labour market status of both women and men."* However, no evidence of such measures was found: The project does not have dedicated resources (funds, staff etc.) to promote gender mainstreaming though one of the operations managers formally acts as "gender focal point"; gender mainstreaming duties and responsibilities are not prescribed; activities to e.g. ensure that job profiles and curricula or practical work places take gender into consideration were not devised; M&E data does not systematically collect disaggregated data by sex; initial plans to insource expertise from SDC's gender focal point did not materialise.

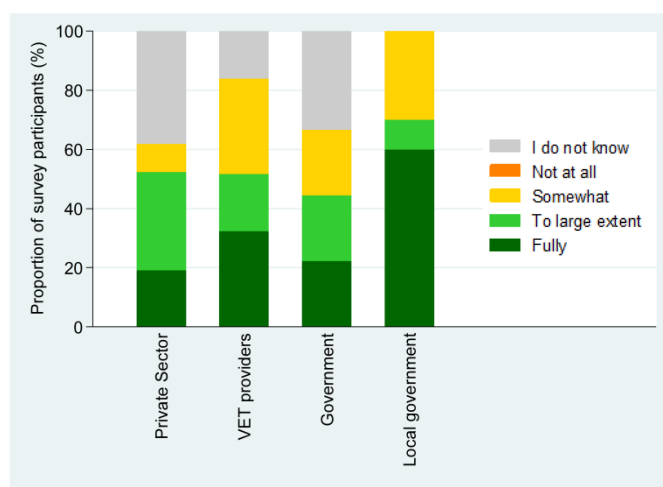
Furthermore, neither of the three subprojects³¹ that the evaluation team assessed in more detail contains gender specific activities or targets. Asked why gender mainstreaming has (seemingly) not been prioritised, interviewees most frequently stated that the interventions (curricula revision, training of teachers or mentors, supply of equipment etc.) did not have any gender implication or that women "typically" do not pursue the professions that were targeted by the project. The potential to select other occupations, or to ensure a balanced participation by specifically targeting women resp. ensuring access to women, was not raised in the feedbacks. The need for awareness building regarding gender among boundary partners may thus be considered in a future project.

The results of the survey are shown below in Figure 6. Whilst not as positive as

³¹ "Apprenticeship at work place", Prijedor Development Agency; "Enhancing capacities of VET system of Herzegovina-Neretva Canton (HNC) for industry-oriented practical training of VET pupils and adults in the sectors of metal-processing and tourism and hospitality", Chamber of Commerce and Industry City of Mostar; "Development, multiplication and networking for common adult education model for furniture production and architecture", Association of Architects in BiH

other survey questions, about two thirds of the respondents agree that "specific needs and priorities of women were taken into account". The answers to the follow-up question, *how* this was done, are very similar to those obtained in the interviews (see above).³² Only a few respondents would describe the environment as clearly discriminatory. Others concluded instead that there was simply no evidence for efforts against woman discrimination within the project. Some sufficed to say that teachers/trainers were female and a small share could not answer because they did not understand the question or were not aware of the specifics. These survey responses underpin the evaluators' findings in the interviews that there is somewhat limited understanding among the respondents of what constitutes gender mainstreaming.

Figure 6: Effectiveness – gender responsiveness (survey result)



Survey question: "Do you believe that the specific needs and priorities of women were taken into account by the PrilikaPlus?"

Number of responses per group, in above order 21, 31, 9, 10.

4.3. Efficiency

The criterion efficiency measures the outputs and results of a project in relation to the inputs that were invested. The three evaluation questions formulated to assess efficiency are discussed in the following:³³

³² Only a small fraction confirmed the consideration of specific needs of women, whereas about half the respondents stated (without further specification) that both gender had equal opportunities while participating in the project. On the other hand, a fifth of the respondents stated that there were differences in project participation mainly due to the particular job characteristics, meaning that some professions that were targeted by the project (primarily those in the metal, wood and machine industry) suit one sex better than the other.

³³ Initially, there were two other evaluation questions on aid efficiency that were planned to be answered with a case study. However, SDC decided that the case study will be carried out in a separate mandate together with other development partners.

Fund disbursement: Fund disbursement was uneven and particularly low in the period of 2014-2016. It is indicative that by the third year of implementation 48% of the total funds but only 19% of the innovation fund were spent. Reasons that explain the low disbursement include delays that the project experienced in the first 1-2 years as well as the little use of international expertise³⁴ and other budget items. As of April 2018 financial disbursement reached 62% of the planned disbursement; resources are projected by the PMU to be fully utilised by the end of the project.

Table 2: Fund disbursement

Project year	Annual exp.	Innovation fund exp.	Total exp.
Year 1	8%	1%	8%
Year 2	15%	9%	23%
Year 3	25%	19%	48%
Year 4*	35%	25%	83%
Year 5*	17%	12%	100%

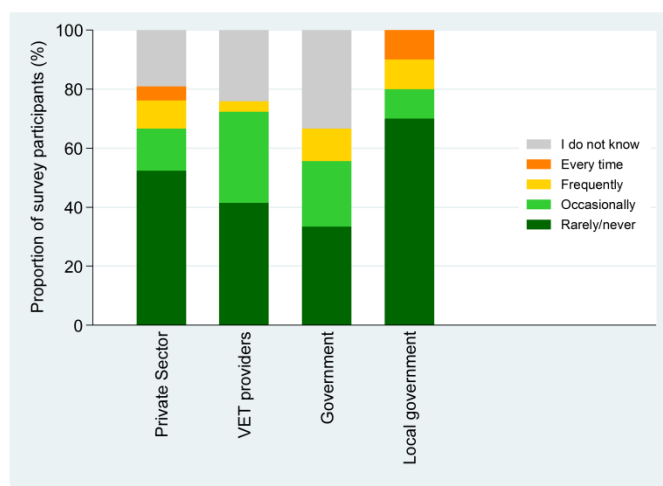
*Note: In the project budget year 4 shows the spending for 6 months, whilst year 5 the spending of 11 months. To better compare annual spending figures of years 4 and 5 were recalculated to cover 12 and 5 months respectively. * = projected by PMU.*

Overall, the project is delayed which is why a no-cost extension until March 2019 was granted. The same holds true of innovation fund projects some of which remain under implementation beyond the planned duration. Many of the activities (and corresponding resources) needed to be crammed into the last 2 years of implementation (six months of which are an extension). This situation does no longer allow for replication and scaling-up. Other activities, being delayed, will arguably have less effect (within the project's duration, at least); a case in point is the planned online collaboration platform that will only come live by mid-2018. The interviewees occasionally mentioned long design processes, delays in procurement decisions or delays in the payment of budget funds. Reasons for this can partly be found in the sphere of the project (e.g. lack of procedures) but also the sphere of the implementers (e.g. non-compliance with procurement, financial reporting or other requirements). Often interviewees mentioned problems of collaboration with the implementer (RARS) as key factor impeding efficiency of

³⁴ It is not possible to determine whether more international expertise would have increased effectiveness of the project (which the target groups perceive to be high, see above). Looking at the reform challenges in the VET area in BiH the evaluation team believes that not utilising these planned resources negatively affected effectiveness and efficiency.

the project. The survey – see Figure 7 below – reflects the observations made in the interviews.

Figure 7: Efficiency – delays (survey results)



Survey question: "Have you experienced delays in the design or implementation of the project?"

Number of responses per group, in above order 21, 29, 9, 10.

Cooperation within SDC's youth employment portfolio: The three project representatives concluded independently from each other that there has been occasional cooperation when opportunities arose but that it is generally difficult to realise synergies for different reasons (e.g. differences as regards implementation periods, intervention theories or performance targets and lack of incentives to cooperate).

Cooperation with other development partners: Several development partners attend to skills development in Bosnia and Herzegovina, increasing the likelihood of synergies but also of overlap. Indeed, three of five government representatives criticised such overlap and argued that the development partners should better coordinate their efforts (although we argue that this would, in principle, also be a key responsibility of the government itself). Senior management of the project also stated that, whilst there is occasional cooperation, more could have been done but that there are diverging interests and approaches that are difficult to overcome. At the same time there also seem to be soured personal relations among the different project teams, rendering cooperation difficult.

Other considerations: Personnel and operational cost (=indirect cost) of the project amount to approximately 30% of the total budget. In April 2018 the project reported that the average cost spent for a beneficiary amounted to around 570

CHF.³⁵ Due to a lack of data and/or comparable interventions these figures cannot be benchmarked; this renders a conclusive assessment difficult.

4.4. Sustainability

Sustainability is concerned with measuring prospectively the likelihood and the extent to which activities or their benefits continue after the end of the project (OECD 2010). Two evaluation questions were formulated to assess sustainability.

Extent to which results sustain: The project promoted and helped implement key elements of dual VET education systems; it has been successful in introducing novel procedures (e.g. regarding in-company mentors), methodologies (e.g. regarding curriculum development) or instruments (e.g. VET councils) but many are yet to be firmly institutionalised. This will require additional time and resources. For example, it became very evident in the interviews that many VET schools face difficulties in financing the maintenance of equipment, let alone the acquisition of additional equipment that is needed for practical training. Income-generating activities such as the sale of products and services (e.g. VET school in Prijedor) or offering continuous education/training courses for employees (e.g. VET school in Čitluk) can remedy this situation to some extent but not entirely resolve the problem.³⁶

Capacity of implementing partner: As mentioned further above, the current implementing partner RARS proved its capacity to *administer* the technical assistance project; as government agency it also has requisite financial standing. However, its core mandate does only at the margins relate to VET and its staff does not have the specialisation needed to technically lead a reform project in this domain. The interviewees repeatedly confirmed this view; there were also selected comments that project management and staff involvement of RARS could have been better.

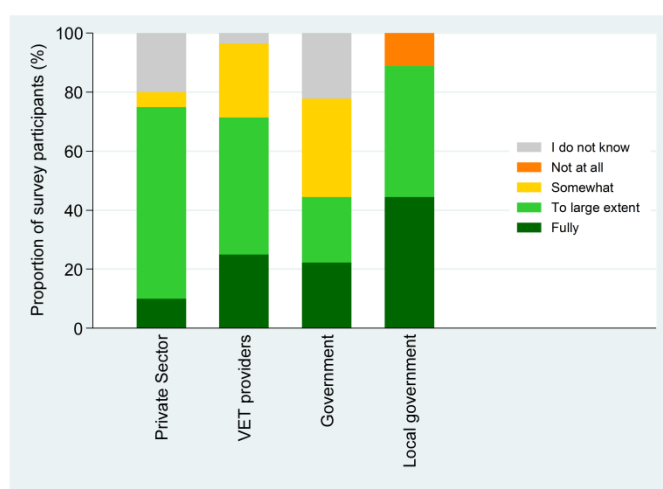
The results of the survey are shown in Figure 8. About two thirds of the respondents believe that the project's effects will sustain in the long run. They argue that contacts, equipment, revised curricula or other tangible project outputs will remain. Conversely, some respondents stated that the success of the project will depend on a number of factors such as community support, educational

³⁵ Source: Presentation of the progress report for 2017, April 2018.

³⁶ Such activities can also have negative side-effect, such as crowding-out or inhibiting private initiatives and investments, or distracting from the main focus of the schools.

authorities, private sector engagement and the quality of partners. Only few respondents are highly sceptical and seeing little or no chance that there will be long-lasting achievements, for example based on prior experiences with other externally funded projects or the many government-initiated reforms in BiH.

Figure 8: Sustainability (survey result)



Survey question: "To what extent will the achievements of PrilikaPlus continue after external funding has ceased?"

Number of responses per group, in above order 20, 28, 9, 9.

Spotlight: Companies establish an adult training centre in Gradačac

In 2018 three companies active in the metal, wood processing and textile industries decided to establish their own training centre in Gradačac to react to the considerable need for skilled workers in the region (estimated to exceed 2000 positions). These companies felt that they had almost no input with regard to training provided by the local VET schools since there was little interest by the VET schools to incorporate private sector feedback to curriculum and school policies. The companies were further frustrated by the VET schools' inability to respond to changes in demand. Crucially, graduates only covered a fourth of the vacancies companies sought to fill.

To get their own training centre started the companies contributed used equipment worth CHF 40'000 and spent some additional CHF 100'000. Matching funds provided by UNDP and the Turkish Development Agency were used, *inter alia*, for business plan drafting, refurbishment and 3-month training of 14 unemployed persons in Turkey. The centre – planned to start operations in 2018 – is supposed to finance itself entirely through tuition fees covered by those companies who send their staff to be (re)trained. Trainings will last about four months and cost around CHF 1500, depending on the course.

The Gradačac training centre shows that companies can, if the conditions are right, initiate change with little or no external support (at least at the beginning, given the support by UNDP and Turkey and a later stage). Still, it is unclear how easily this experience can be replicated in other settings, how successful the planned training centre will be once it starts operations, and if starting a new training centre is a more effective way than working together with existing ones. The fact that change is possible with little external help does also not inform in regard to the question if change would happen quicker or more fruitfully with assistance.

5. Conclusions

We summarise the results of the evaluation and structure the conclusions as per the purposes of the evaluation.

Purpose 1: Assess the strategic orientation of the project


The Skills for Jobs project, part of SDC's youth employment portfolio, aims at reforming initial and continuous VET in line with SDC's country strategy. It complements the other portfolio interventions to a good (albeit not full) extent. Our evaluation suggests that the project is relevant, addressing pertinent needs and priorities of VET stakeholders. The approach of delivering activities in *subprojects* by the boundary partners is considered adequate and effective by the large majority of the interviewees, because it leaves considerable discretion in designing the interventions. The project's goal to achieve system-wide effects in VET constituted challenges of conceptual, technical and managerial nature – some of which occurred already in the first phase.




Purpose 2: Assess the progress / performance of the project to date

The M&E instruments indicate that the project will meet most of the output and outcome targets that it set out to achieve. It also became evident in our consultations that the project stakeholders are generally of the opinion that the project is performing well and that they associate many results and progress with the project. This is particularly the case for VET schools, whose representatives value the improvements of the practical training environment of VET students. However, there are also issues that cast doubts on the project's performance: flaws in the M&E system do not allow for measuring the overall impact of the interventions; gender mainstreaming, which was set out to be an important element of the project, was not appropriately addressed to guide the design of activities tailored to specific needs of young women and to address current gender stereotypes; management failures brought the project to almost standstill which, among other ramifications, meant that project activities are crammed into the (extended) last year of operation.

In the following table we rate the performance (to date) for each of the five DAC evaluation dimensions:

Table 3: DAC evaluation dimension assessment

Dimension	Comments	Rating
Relevance	<ul style="list-style-type: none"> Alignment with BiH strategies, beneficiary needs and priorities as well as SDC strategic priorities confirmed in interviews, survey and document review 	 Satisfactory

Results	<ul style="list-style-type: none"> • M&E instruments show positive results, achievements confirmed in interviews and survey • Survey respondents believe that interventions had impact • Indicators to assess impact or systemic effects have deficiencies • Gender hardly considered during project implementation 	 Satisfactory
Efficiency	<ul style="list-style-type: none"> • Delays in implementation • Budget disbursement crammed into last year • Few synergies of projects in youth employment portfolio 	 Unsatisfactory
Sustainability	<ul style="list-style-type: none"> • Sustainability confirmed in interviews and survey • Repeat concerns regarding future funding of similar-type interventions by BiH governments 	 Satisfactory

Note: Rating: Very satisfactory, satisfactory, unsatisfactory, very unsatisfactory.

Purpose 3: Provide recommendations for the design of a possible last phase

With these conclusions and in mind we formulate recommendations in the following chapter.

6. Recommendations

The recommendations, which result from the findings and conclusions of this evaluation, were discussed among the evaluation team and were presented during the debriefing. The recommendations are primarily directed to SDC to be taken into consideration for a possible next project.

Recommendation 1 – Re-focus the project: As explained further above we believe that expanding the scope of the project greatly increased its complexity and rendered the project too challenging – conceptually, technically and managerially. A re-dimensioned project with adequate management processes should reduce the risk of diluting the project and allow for better coordination and synergies within the youth employment portfolio and the interventions of other development partners. We therefore recommend defining and focusing on a *core beneficiary group* (e.g. VET students and graduates vs. unemployed persons vs. employees needing to upgrade their skills) and by extension on a *core intervention area* (e.g. initial education vs. continuous education).³⁷ Which core beneficiary group and core in-

³⁷ An argument against de-coupling initial and continuous VET is that the two can go, in certain instances, hand in hand. Continuous VET can for instance be an easier entry-point to get companies interested. This argument and others will have to be critically assessed in the BiH context

intervention the project attends to should be determined in the design phase in partnership with public and private VET stakeholders and in coordination with other development partners in BiH. A thorough theory of change should explain the rationale of the beneficiary group and intervention area. Where opportunities for interventions in the other area arise, they should be reaped *only after thorough scrutiny* of feasibility, costs and benefits. An alternative, namely that a future project concentrates on fewer *economic sectors*, could also be considered in the event that the intervention shall not be limited to either initial or continuous VET.

Recommendation 2 – Continue to allow for "decentralised interventions" but invest more resources for improved policy advice: The design and implementation of project activities through dedicated partners at local level ensured relevance, commitment of the partners and had other beneficial effects, such as intensifying collaboration between different VET stakeholders. However, in order to achieve "systemic change" we recommend that the project has a dedicated policy component so that the project can better identify, analyse, publish and transfer as well as scale-up good practice (including good practice of the first and second phase) or challenges that arise from the interventions. This will necessitate research and policy capacity in the project team.

Recommendation 3 – Invest resources to collect evidence and learnings that inform the design of a next project: The project plan foresees that stakeholder surveys and other learning events be implemented at the end of the project. Depending on the complexity of these activities, external expertise should be commissioned. These activities provide an opportunity to create a body of evidence that can provide guidance for a next project. Data-gathering and analysis should be methodologically sound and systematic throughout implementation in order to better understand what works, why and under which circumstances. Such evidence is much needed to buttress the policy component. A research plan, including requisite resources, should be established at the outset of the project.

Recommendation 4 – Improve design, implementation and monitoring of the transversal theme gender: As regards to gender we recommend that SDC *and* the implementer ensure that, following a thorough gender assessment, specific activities, targets, budget and personnel resources as well as M&E and reporting requirements etc. be set forth and applied. As the experience of this project shows, gender mainstreaming does not "happen" by default but requires supporting mech-

when designing a new phase. A thorough theory of change would make the case for or against decoupling.

anism to materialise. This also holds true for other transversal themes that a future project would wish to address.

Recommendation 5 – Improve theory of change and M&E system: Closely related to the above recommendation is that more should be done in ensuring meaningful, feasible and systematic monitoring and evaluation. This recommendation includes having the right technical systems and management processes in place that make it possible to produce M&E data within reasonable delays. The M&E system should mirror a thorough and evidence backed theory of change that should become part of any future project document.

Recommendation 6 – Design mechanisms that ensure insourcing of external VET expertise: Complexity is a feature common to vocational education and training; this also renders reform and improvement very challenging and making use of expert knowledge and experience is all the more necessary. It is recommended that in a next project there is a mechanism that contributes to ensuring quality, validity, innovation etc. of the interventions. Such a mechanism can take the form of a continuous backstopping support or a formal partnership with an organisation like SFIVET. Resources to enhance technical, managerial and other capacity of the project staff should be spent early on in the project (as opposed to the ongoing phase where training is delivered basically at the end of the project).

Recommendation 7 – Improve coordination and collaboration: Key stakeholders of the project commonly agreed that more could have been done in terms of creating synergies between the youth portfolio interventions as well as with other development partners.

Youth portfolio of SDC: Despite attempts and coordination efforts to realise synergies between the three projects of the portfolio, little has materialised on operational level. Issues of timing, priority, ideas and incentives stood in the way. If SDC wishes to continue promoting the complementary portfolio, we recommend defining and planning activities for which *mutual* benefits can be realised for the involved portfolio interventions. A value chain approach could be used to define the possible intervention areas.

Donor coordination: We recommend strengthening the existing donor coordination platform in VET. In the short-term a study on aid efficiency that SDC and GIZ plan to undertake together could contribute to improving coordination. As far as a future project is concerned, we believe it can be beneficial to make use of participatory methods to co-design the project, delineate intervention areas or identify synergies (see above), manage stakeholder expectations and thereby increase the likelihood of stakeholder buy-in.

During the interviews we heard **additional ideas and suggestions** not covered above that we loosely list here for information: continuing the project with emphasis on initial education; elaborating improved skills forecasting models, systems, procedures (that supplement employer surveys); improving enrolment systems and practices in VET schools; increase knowledge of parents regarding opportunities that initial VET offers for students; improve skills of in-company mentors.

Annex 1: Terms of Reference

External review of the Skills for Jobs Project, Phase 2

(7F-06509.02.02)

Contents

1. *Background*
 2. *Overview of the Skills for Jobs Project*
 3. *Purpose and Objective of the Mandate*
 4. *Composition of the Review Team*
 5. *Approach and Method*
-

1. Background

1.1 Context

BiH's poor economic performance in the past twenty years has led to an insufficient creation of job opportunities and hence to widespread unemployment. Although unemployment affects all segments of the population, young people are hit the hardest. A large share of those young people who do have jobs is employed in the informal economy, meaning that this age group is over-proportionally affected by precarious working conditions, including low wages, lack of social insurances, the absence of legally enforceable labour rights, and unstable job perspectives.

An important determining factor for this situation is the poor performance of the VET system which is neither competence-oriented nor demand driven. Delays in reforming the VET system have resulted in a considerable mismatch between the skills available in today's workforce and those sought after by employers. Significant segments of the labor force, mostly lower- and medium-skilled workers, are unable to find a job, while existing vacancies cannot be filled, because of a lack of applicants possessing the required skills. More than 25'000 school-leavers enter the labor market every year to make first steps in transition from schools to jobs. They have little of the competences requested by employers for the available jobs. Additional efforts are needed to train these labor market entrants if a company wants to employ them. This costs money, takes time and resources, and the training is provided only for a limited scope of skills. Finally, it has no mid- or long-term impact on the VET system.

The VET system as it is today, along with an inadequate legal framework and a lack of communication between employers and the education system, does not much contribute to unleashing the potential of the BiH labor market. This finding underlines the need for a systemic approach and development of a "model" which can easily be replicated and applied in different economic sectors and different locations within BiH.

1.2 SDC's Youth Employment (YE) Portfolio

Given the above described situation in the country, and in line with SDC priorities defined in the Framework Credit Cooperation with the Countries of Eastern Europe and the CIS, which is the integration of young people into the jobs market, youth

employment (YE) has been defined as one of the priorities in the Cooperation Strategy (CS) 2017-2020.

Experiences gained in the past have underlined the need for a more systematic approach in the promotion of YE. A comprehensive strategy in dealing with youth unemployment as a multidimensional problem is thus being pursued, addressing the demand- and the supply side of the labour market, the matching process between the two, as well as relevant framework conditions.

SDC's YE portfolio counts four projects: (I) Youth Employment Project (YEP), (II) Skills for Jobs (SfJ), (III) MarketMakers and (IV) to the Youth4Change project run by Mozaik Foundation. The first two interventions focus on the supply and matching side of the labour market, enabling a better functioning of job intermediation services and supporting an increased employability of young job-seekers. While these projects are showing significant results, their impact is limited by the fact that the overall amount of open job positions in BiH is very low. Effective measures at the demand side of the labour market, i.e. the creation of new jobs and upgrading of existing ones, is stimulated within the MarketMakers program. Activation of young people and support to social entrepreneurship is ensured through the contribution to the Mozaik Foundation. This project is still in its entry phase.

2. Overview of the Skills for Jobs

The project aims at improving the employability of vocational school students and job-seekers and enhancing the competences of employees through market-oriented capacity building in initial and continuous vocational education and training in BiH. The Agency for the Development of Small and Medium Enterprises of Republika Srpska (RARS) is entrusted with the implementation of the project. Two project teams, one in Banja Luka and one in Sarajevo, are implementing the project activities in the close cooperation with local partners.

2.1. Results and challenges of Phase 1

The project's main objective in the first phase was to make the offer of BiH's non-formal and adult education sector more responsive to the articulated skills needs of employers. In more concrete terms, the offer of NFAET¹ capacity building measures was expected to become more responsive to the needs of the labor market (a) by strengthening relations among training providers and companies in developing joint demand-driven training programs, (b) by building capacities of training providers and increasing their credibility vis-à-vis employers and potential trainees, and (c) by enabling the acquisition of practical skills of young adults.

Main achievements

- ✓ Introduction of the Skills for Jobs five pillar model: (I) Training needs analysis, (II) Development of job profiles, (III) Demand-driven modular curricula and test items development, (IV) Training delivery, and (V) Assessment and certification. The remaining challenges in this respect are (a) how to manage quality assurance for training program development, delivery and evaluation, (b) how to further develop adult education market and, at the same time, (c) how to increase capacities relying on existing capacities of businesses and VET schools.
- ✓ 8 Chambers of Commerce have joined the project and underwent intensive capacity building. They are now capable and equipped to regularly perform training needs analysis, facilitate the process of job profiles development and coordinate final assessment of the training candidates. However, not all of them have incentives to perform these roles and the project has to be realistic in terms of their further engagement.

- ✓ 8 Training Centers in six industrial sectors (wood processing and furniture production, culinary and hospitality, metal processing, fruits and vegetable production, footwear industry, ALU and PVC joinery and final works in construction) have been established through different public-private partnership models and started offering different trainings to employed and unemployed people. Still, the challenge is how to make them all following the same training standards, use standardized trainings materials. Although their trainers underwent an intensive capacity building program, there is a need to find sustainable solutions for trainer engagement taking into account significant fluctuation.
- ✓ In total, 36 curricula and related test items have been developed, including 14 new occupational standards. This process was characterized by a strong involvement of the private sector. It resulted in demand-driven modern training programs and the establishment of a pool of over 80 experts / practitioners in the given jobs who are ready to further contribute to the improvement of the model.
- ✓ Thanks to the close cooperation of the YEP project and the Public Employment Institutes (PES) in both entities, first contacts between the PES and SfJ supported training centers could be established. PES agreed to finance the training for unemployed people in two training centers as a pilot activity.
- ✓ Since trainings started in mid-2013, by mid-2015 more than 500 people have been trained, out of which 312 unemployed young people.

In the course of project implementation the project team faced also some **challenges**:

- The strategy to work with private sector on development of non-formal adult education has proven to be very promising, but also unknown in the country so far, which requested from the project team lot of persuasion work and also caused some delays and tensions with other actors in the field, who preferred different entering points (like public institutions) or tend to ad hoc solutions.
- Chambers of commerce, as the key partner in the first phase, proved to be underdeveloped and too weak for the role they were expected to play in the project as representers of the employers.
- Participative development of the Skills for Jobs five pillar model² took much more time as originally anticipated by the team
- Training providers were not ready for the market-oriented approach Training programs in the eight supported training centers only started to be conducted from the latter part of 2013 onwards.

2.2 Result and challenges of the Phase II (01.11.2014 - 31.10.2018)

Based on the experiences gained in the first phase, elements of the developed model (which represents elements of the dual education system, e.g. apprenticeship) are to be introduced in the public VET schools stimulating the reform of the VET system to become more labor-market oriented. This is being done by fostering cooperation between VET schools that are willing to change and improve existing possibilities for practical training of their students and the private sector.

The overall goal of the project is to contribute to the reduction of unemployment among youth, particularly women: The employability and productivity of job-seekers, VET students and employees in need of skills enhancement are improved, as a result of systemic changes within the initial (formal) and continuous (non-formal) VET system.

Expected outcome of the second phase: (I) By 2018, systemic relations between companies and handicrafts, on the one side, and VET schools and training providers, on the other side, are developed, aiming at the provision of novel opportunities on the labor market for youth and unemployed and those in need of skills upgrade.

Expected outputs of the second phase include: 1) Critical mass of operational non-formal VET centers, 2) ownership of these VET centers assured by local partners, 3) sustainable financing of these VET centers assured, 4) availability of an enabling legal and policy framework, 5) practical in-company trainings for formal VET teachers piloted and assessed, 6) practical part of formal VET schools improved, 7) established strategic alliances between the major stakeholders, and 8) internet-based communication platform for key stakeholders established.

Intervention logic: By building functional links between the formal and non-formal education system and the private sector, and in particular by strengthening mechanisms for the greater involvement of private companies in the definition of occupational standards, the development of training programs and the delivery of practical training, the quality and relevance of (formal and non-formal) VET education is enhanced and the VET sector becomes more labor market-oriented and more responsive. The provision of demand-driven training to the unemployed and VET students, as well as to employees in need of a skills upgrade, is expected to improve their employability and productivity and enhance their chances on the labor market.

Results:

- ✓ So far 25 VET schools and more than 100 private companies across BiH are involved in the project and are working jointly to improve practical training conditions for students.
- ✓ All teachers in Republic of Srpska in charge of the practical training in technical VET schools underwent extensive training in close cooperation with the Faculty of mechanical engineering and private companies.
- ✓ Implementation of the action plan developed and agreed with the 3 Ministries of education (2 cantonal and 1 entity Ministry)
- ✓ Ongoing reform of the entity Pedagogical Institute
- ✓ Involvement in and influence on the policies on different level related to the VET and labor market reform.

Challenges:

- Poor condition of the VET schools.
- Limited capacities of the private sector
- High expectations of the Ministries in terms of the overall reform of the VET system within limited capacities of the project.
- Coordination of the activities in two entities

3. Purpose and Objective of the Mandate

The ongoing project phase lasts until the end of October 2018, and will be extended to the end of March 2019. Therefore, the consultants are mandated with the final external review of the project including a strong forward looking focus.

The overall objective of the review is to assess the progress till date in terms of its strategic orientation and performance and to provide recommendations, strategic guidelines and key inputs for the design of a possible third (and last) phase of the project.

The review recommendations should focus on the Relevance³, the Impact⁴, the Effectiveness⁵, the Sustainability⁶, and the Efficiency⁷ of project interventions, in accordance with the DAC Criteria for Evaluating Development Assistance.

a. Relevance

- Is the overall design of the program still relevant and is the chosen approach appropriate for the BiH context?

- To which extent is the design of the project adequate to achieve the defined goal and objectives (definition of the target groups; defined components; choice of partners; consistency with SDC policy and experience?)
- To which extent are the objectives of the SfJ project consistent with the demands and the needs of the target groups?
- To which extent are the objectives of the SfJ project consistent with the demands and the needs of BiH (institutions respectively society) as well as the national sector policies and strategies of BiH?
- b. Effectiveness**
 - To what extent have the goals formulated in the ProDoc and Credit Proposal been reached?
 - To what extent has the project reached its target group, directly and indirectly?
 - What should be strengthening in the next phase and what should be redesigned or dropped?
 - Are there any potential new entry points that can be explored in the next phase?
 - What are the effective possibilities to further improve the mainstreaming of the transversal themes (social inclusion, gender, good governance)?
 - Please recommend how to better employ the synergies within the Youth Employment Portfolio.
- c. Efficiency**
 - To which extent are the approaches, organizational set-up and strategies used by the project considered efficient?
 - To which extent is the relation between resources (financial, human and time required) and results achieved appropriate (cost benefit ratio).
 - Aid Efficiency: Elaborate on one example/location (e.g Tesanj) how was the cooperation, where there any overlapping of donor activities supporting the same school (EU project, GIZ, KulturKontakt, Skills for Jobs) -. What was achieved through different projects?
- d. Sustainability**
 - To which extent the positive results (outputs and outcomes) will be continued beyond the end of the external support?
 - To which extent are the implementing partner capable to carry on the activities: in terms of technical, financial and human resources.
- e. Outlook /Design of the next phase**
 - What are the main lessons learnt which are to be integrated into the planning of the next phase?
 - What are the most promising approaches and initiatives which are to be continued in the next phase?
 - Have best practices been identified (at technical, policy and management level)? How to better scale the SfJ best practices?
 - What measures should be taken to insure the sustainability of project interventions?
 - How to best align and utilize the partnerships and achievements of other Youth Employment Projects.

5. Composition of the Review Team

The review team consists of an international consultant, who will act as the team leader, a local expert and a peer reviewer from SDC HQ.

The team leader is responsible for:

- Team internal coordination and mutual agreement on the review process.
- Clear task division among the team members.

- Collection of contributions to the review report by other review team members and preparation of the draft and final review report.
 - Lead in preparation of the needed questionnaires interviews and meetings.
- In order to select the external consultant, several consultants will be invited by SDC to express their interest in this mandate. The consultant will be chosen by the Swiss Embassy in BiH based on his/her professional experience relevant to the mandate.

A local resource person will be engaged to provide relevant context-related information to the international review team. He/she will:

- Collect and distribute to other team member all relevant locally available documents helpful for the review.
- In cooperation with the Embassy, other review team member and the project team draft the review program.
- Participate actively in the field mission, preparation of the questionnaires and interviews with partners.
- Participate in the briefing/debriefing in the Embassy
- Agree with the team leader on the task division related to the report writing.

Peer reviewer from SDC HQ:

Involvement of the peer reviewer has a learning aspects, but is also meant to foster synergies and institutional knowledge sharing. He/she is internal SDC staff, member of the evaluation team, but has no decision-making role in the review process.

The peer brings the institutional knowledge (Federal Dispatch, internal debates, quality assurance, management of SCO and Cooperation Strategies in general, etc.) into the evaluation process. He/she is expected to have willingness to contribute to a team effort and to cooperate with the team leader. The contribution of the peers will depend on their field of competences. Particularly in their core areas of responsibility the peer will be in charge of the following tasks:

- Participate actively in the field mission, preparation of the questionnaires and interviews with partners
- Participate in briefing/debriefing in the Embassy
- Read and comment the draft report under the overall responsibility of the external consultant before its distribution.

6. Approach and Method

The review will comprise the following:

- Desk study of relevant project documents (project document, project reports, studies, etc.);
- Briefing in the Embassy of Switzerland in Sarajevo;
- Briefing with the implementing partner;
- Field visits and interviews with the project team, local authorities, school representatives, training centers, companies and students;
- Debriefing with the Embassy of Switzerland in Sarajevo and with members of the Project Team - discussion on the main findings / it is expected that the reviewers present a brief Summary Report with key conclusions and recommendations
- Preparation of the Review Report

The above list of activities is not exhaustive and the reviewers may engage in other activities deemed important for accomplishing this mandate.

The review is ending with a Management Response provided by the Embassy of Switzerland in BiH. It shall contain a general assessment of the conducted review

and its process as well as a statement of the Embassy's position regarding the conclusions and recommendations given in the final review report.

a. Deliverables / Reporting

The team is expected to produce the following deliverables:

- Presentation of the findings and recommendations to be discussed during a debriefing session at the Embassy of Switzerland in Sarajevo and local debriefing with the project team.
- Draft review report to be submitted electronically within 10 working days after the mission to Bosnia and Hercegovina to the Swiss Embassy in Sarajevo. Final Report revised based on comments and remarks of the Embassy of Switzerland in Sarajevo and the implementing partner shall be submitted by beginning of July.
- It shall be written in English (Arial 11) and not exceed 25 pages. The report shall comprise the following chapters:
 - Table of content
 - Acronyms and abbreviations
 - Executive summary
 - Background of the mission and applied methodology
 - Review findings
 - Conclusions and recommendations
 - Annexes

b. Required profile of the External Consultant - Team Leader

The required qualifications for the external consultant – Team Leader are:

- Substantial experience in TVET sector
- Proven experience in the field of reviewing development projects, if possible involving peers for institutional learning
- Experience in working in complex settings
- Demonstrated ability in team management and collaboration
- Excellent communication skills,
- Excellent analytical skills
- Excellent spoken and written English skills
- Strong communication, negotiation, and writing skills
- Previous work experience in BiH or in the region is considered an advantage

c. Organization of the external review

A detailed program shall be elaborated by the consultants in cooperation with the project team and the Embassy of Switzerland in Sarajevo. All logistics (hotel booking, transport, interpretation services, scheduling meetings) is to be agreed with the Skills for Jobs project team.

d. Review Timetable

Activity	Tentative Dates	Workdays		
		External Consultant	Peer Reviewers (SDC) - each	Local Resource Person
Preparation				
• Desk review and preparation for the interviews and field work;		4	2	3
• Communication with Swiss Embassy in Sarajevo on organizational matters of the				2

review; preparation of the field mission				
• Logistics				
Field Mission (in BiH)				
• Briefing and debriefing with the Swiss Embassy in Sarajevo		10	5	10
• Travel, interviews with the project team, project partners and stakeholders				
Reporting				
• Inputs for a draft report		4	1	3
• Consolidation/writing of the draft report				
• Finalization of the report		2		
TOTAL		20	8	18

5.4 Start Date: 14th May 2018

Annexes

- Annual Report for the project year ending 31 October 2017 including fact sheets of all projects.
-

¹ Non-formal and adult education and training

² **Skills for Jobs five pillar model:** (I) Training needs analysis, (II) Development of job profiles, (III) Demand-driven modular curricula and test items development, (IV) Training delivery, and (V) Assessment and certification

³ The Relevance of a project exemplifies to what extent its objectives and themes respond to essential needs of the defined beneficiary groups (individuals, targeted population groups, organizations that work in solving essential problems of groups in need); a project can also systematically influence a sector system through important reforms or through focused policy work. The basic question is: Are we doing the right things?

⁴ The Impact refers to the positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended. The basic question is: What has happened as a result?

⁵ The Effectiveness appraises to what extent planning and implementation of the project corresponds to achievable results (outcomes) within the working context. The basic question is: Are we doing the things right? And, are we working in the frame of a realistic objectives' system?

⁶ The Sustainability refers to the continuation of benefits from a development intervention after major development assistance has been completed, the probability of continued long-term benefits, and the resilience to risk of the net benefit flows over time. The basic question is: Are the positive effects sustainable?

⁷ The Efficiency appraises to what extent provided means are economically and timely implemented (converted into adequate results / outputs). The basic question is: Are we allocating the available means (financial, professional, and institutional) in a reasonable (economic) way? And, can we show this in comparison to similar actions?

Annex 2: Evaluation Matrix

Note:

- Evaluation questions are sourced from ToR; additions / revisions by evaluators (in *italics*)
- Evaluation questions will primarily be responded based on indicators selected for the respective question
- Sources of information: Doc = Documents; Int = Interview (semi-structured interviews and two focus groups); Sur = Survey; Exp = own expertise
- Primary sources: ☒, Secondary sources: ☐
- Interviewees will not be asked each evaluation question; number of responses per evaluation questions will thus differ by default

Evaluation theme	#	Question	Source				Indicators
			DD	Int	Sur	Exp	
Assessment of CS based on DAC criteria							
Relevance	R1	Are the defined objectives still relevant for the BiH context? <i>(focus on objectives)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>			<ul style="list-style-type: none">• Proportion of interviewees giving comments and/or examples supporting the notion that objectives are relevant / approach appropriate <i>(low/medium/high)</i>• Evaluator assessment <i>(based on recent publicly available studies)</i>
	R2	To which extent is the design of the project adequate to achieve the defined objectives (definition of the target groups; defined components; choice of partners; consistency with SDC policy and experience)? <i>(focus on approach, i.e. private sector (companies) as entry point)</i>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<ul style="list-style-type: none">• Proportion of interviewees giving comments and/or examples supporting the notion that project design is adequate <i>(low/medium/high)</i>• Evaluator assessment of impact hypothesis 1-3, logframe and indicators <i>(qualitative statement)</i>• Extent to which lessons learned of phase 1 were considered for phase 2 design <i>(experience)</i>
	R3	To which extent are the objectives of the SfJ project consistent with the demands and the needs of the target groups? <i>(Note: target groups as per ProDoc, p. 14 / p. 25)</i>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<ul style="list-style-type: none">• % “strongly agree” / “agree” answers in survey question <i>(relevance for respondent)</i>• Extent to which the survey result is supported by comments / examples from interviewees <i>(low/medium/high)</i>
	R4	To which extent are the objectives of the SfJ project consistent with the demands and the needs of the					<ul style="list-style-type: none">• % “strongly agree” / “agree” answers in survey question <i>(relevance for respondent)</i>• Extent to which the survey result is supported by com-

		target groups? (<i>Note: beneficiaries defined as Job-seekers, students and employees as mentioned in objective statement as per ProDoc</i>)					ments / examples from interviewees (<i>low/medium/high</i>) <i>Note: survey among beneficiaries pending receipt of contact details</i>
	R5	To which extent are the objectives of the SfJ project consistent with the national sector policies and strategies of BiH?	■	□			<ul style="list-style-type: none"> Level of alignment between SfJ objectives / outcomes and those of selected BiH policies / strategies
Results	E1	To what extent have the goals formulated in the ProDoc and Credit Proposal been reached? (<i>Note: "goals" interpreted as output / outcome target values in logframe</i>)	■		■		<ul style="list-style-type: none"> Number of target values achieved / not achieved (<i>as per M&E</i>) Number of innovation fund-projects marked completed/on track (<i>as per M&E</i>) % "strongly agree" / "agree" answers in survey question (<i>scope of services</i>)
	E2	To what extent has the project reached its target group, directly and indirectly?	■		■		<ul style="list-style-type: none"> Number and % of boundary partners / partners (<i>Note: if possible additional information regarding small/medium/large sized companies; propensity of providing training before project</i>) % "strongly agree" / "agree" answers in survey question (<i>quality of services</i>)
	E3	To what extent has the project reached its beneficiaries, directly and indirectly?	■		■		<ul style="list-style-type: none"> Number and % of beneficiaries % "strongly agree" / "agree" answers in survey question (<i>quality of services</i>)
	E4	To what extent has the project mainstreamed transversal theme gender?	■		■	□	<ul style="list-style-type: none"> % of women/men in project activities (if data available) % "strongly agree" / "agree" answers in survey question (<i>focus on women</i>)
Efficiency	Ef1	To what extent is the relation between resources (financial, human and time required) and results achieved appropriate (cost benefit ratio)?	■	■	■		<ul style="list-style-type: none"> % "every time" / "frequently" answers in survey question (<i>delays in the design or implementation</i>) Extent to which the survey result is supported by assessment and/or examples from interviewees (<i>low/medium/high</i>) <p><i>Note: pending availability of data comparison / benchmark with similar SDC interventions (contact: HQ/RA e+i)</i></p>
	Ef2	To which extent are the approaches, organisational set-up and strategies used by the project considered	■	□			<ul style="list-style-type: none"> % "every time" / "frequently" answers in survey question (<i>delays in the design or implementation</i>) Number / issues of delays in project cooperation as per

		efficient?					<ul style="list-style-type: none"> progress reports / steering board meetings • Comparison of management cost to total budget cost of other selected SDC skills development projects • % of activities / outputs that are >25% delayed (<i>as per M&E</i>) • Financial distribution / disbursement rate planned vs. actual disbursement > 25% (<i>as per M&E</i>)
	Ef3	How was the cooperation (between different projects / donor interventions)?		■			<ul style="list-style-type: none"> • Case study in location [yet to be determined] • Proportion of interviewees giving comments and/or examples regarding synergies of cooperation (low/medium/high)
	Ef4	Where there any overlapping of donor activities supporting the same school?		■			
	Ef5	What was achieved through the different donor activities?		■			
Sustainability	S1	To which extent the positive results (outputs and outcomes) will be continued beyond the end of the external support?		■	□		<ul style="list-style-type: none"> • % “strongly agree” / “agree” answers in survey question (<i>sustainability perception</i>) • % SDC contribution to VET / Skills development expenditure per annum in cantonal / entity budget (<i>if budget data is available</i>) • Sustainability of interventions of previous phase 1 (<i>where relevant</i>)
	S2	To which extend are the implementing partner capable to carry on the activities: in terms of technical, financial and human resources?		■		□	<ul style="list-style-type: none"> • Proportion of interviewees giving comments and/or examples supporting the notion of implementing partner capability (<i>low/medium/high</i>) • Evaluator opinion
Lessons learned							
	L1	What are the main lessons learnt which are to be integrated into the planning of the next phase?	□	■			<ul style="list-style-type: none"> • Learnings mentioned by interviewees, their frequency (<i>low, medium, high</i>) • Success / hindering factors mentioned by interviewees, their frequency (<i>low, medium, high</i>)

							<ul style="list-style-type: none"> Good practices / innovative approaches mentioned in documentation / case study
Recommendations							
	Re1	What should be strengthening in the next phase and what should be redesigned or dropped?		■		■	<ul style="list-style-type: none"> Elements mentioned by interviewees, their frequency (<i>low, medium, high</i>) Evaluator opinion
	Re2	What are the most promising approaches and initiatives (at technical, policy and management level) which are to be continued in the next phase?		■		■	<ul style="list-style-type: none"> Approaches / initiatives mentioned by interviewees, their frequency (<i>low, medium, high</i>) Evaluator opinion
	Re3	Are there any potential new entry points that can be explored in the next phase?				■	<ul style="list-style-type: none"> <i>Optional:</i> Entry points mentioned by interviewees, their frequency (<i>low, medium, high</i>) Evaluator opinion
	Re4	What are the effective possibilities to further improve the mainstreaming of the transversal themes (social inclusion, gender, good governance)? (<i>Note: current phase 2 only covered explicitly gender as transversal theme</i>)				■	<ul style="list-style-type: none"> Evaluator opinion
	Re5	Please recommend how to better employ the synergies within the Youth Employment Portfolio. (<i>Note: SDC portfolio</i>)		□		■	<ul style="list-style-type: none"> Elements mentioned by interviewees, their frequency (<i>low, medium, high</i>) Evaluator opinion
	Re6	How to best align and utilise the partnerships and achievements of other Youth Employment Projects. (<i>Note: other donors</i>)		□		■	<ul style="list-style-type: none"> Elements mentioned by interviewees, their frequency (<i>low, medium, high</i>) Evaluator opinion
	Re7	How to better scale the SfJ best practices?		■		■	<ul style="list-style-type: none"> Evaluator opinion
	Re8	What measures should be taken to insure the sustainability of project interventions?		■		■	<ul style="list-style-type: none"> Measures mentioned by interviewees, their frequency (<i>low, medium, high</i>) Evaluator opinion

Note: Ef3-5 dropped following decision / upon request of SDC (see email M. Alijagić, 25 May 2018).

Annex 3: Online Survey

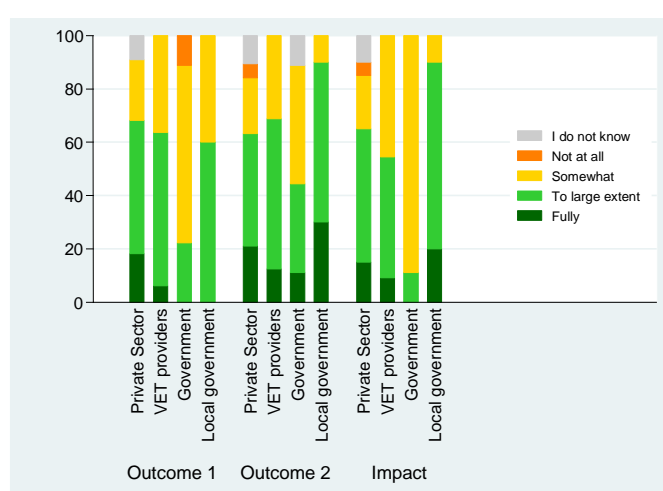
The following tables and graphs provide supplementary and detailed results.

Administrative data

Group	Subgroup	Invited	Answers	Response rate
Private sector	Enterprises	83	23	28%
	Artisans	1	1	100%
	Chambers or Enterprise associations	6	4	67%
	<i>Subtotal</i>	<i>90</i>	<i>28</i>	<i>31%</i>
VET providers	VET schools	55	29	53%
	Other training providers	4	4	100%
	Civil society associations	1	1	100%
	<i>Subtotal</i>	<i>60</i>	<i>34</i>	<i>57%</i>
Government	Government (all but local)	19	9	47%
Local government	Local government	14	10	71%
Total		183	81	44%

Effectiveness: Outcome and impact achievement

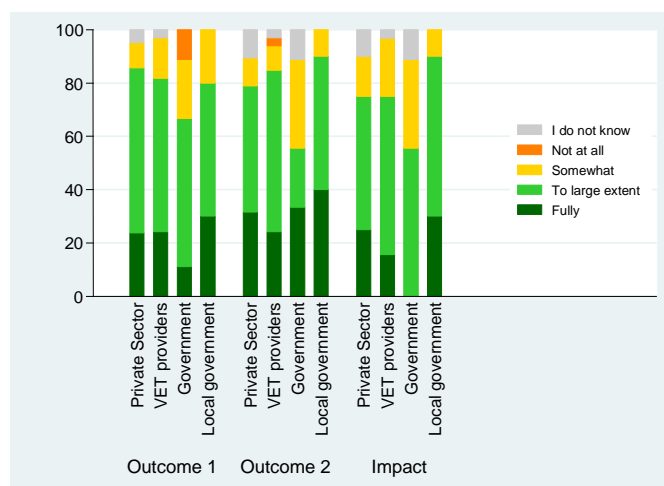
Effectiveness – perceived achievement rate 2018 (survey result, disaggregated, all)



Survey question: "To what extent do you believe the objectives have already been reached (May 2018)?"

Number of responses per group, in above order 74, 70, 72.

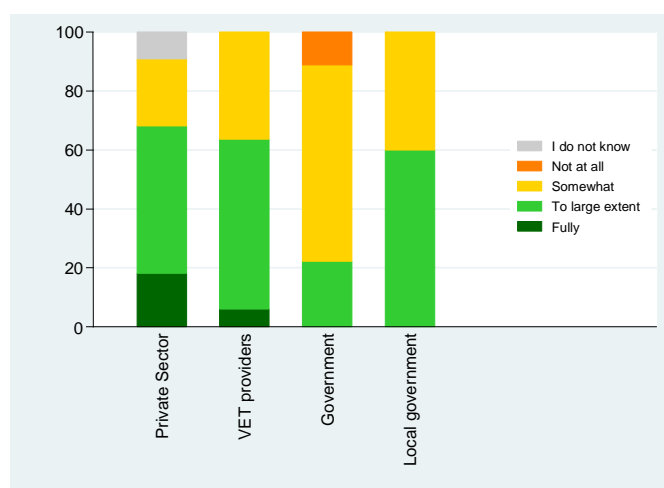
Effectiveness – estimated achievement rate 2019 (survey result, disaggregated, all)



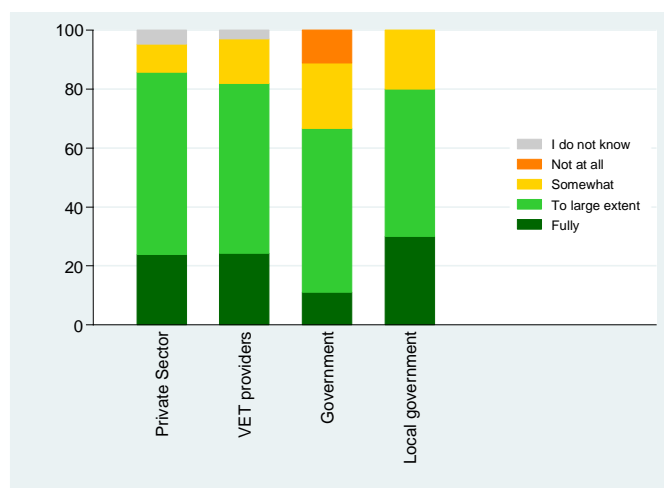
Survey question: "To what extent do you believe the following objective will be achieved by the end of the project (March 2019)?"

Number of responses per group, in above order 73, 71, 71.

Effectiveness – perceived achievement rate 2018 (survey result, disaggregated, Outcome 1)

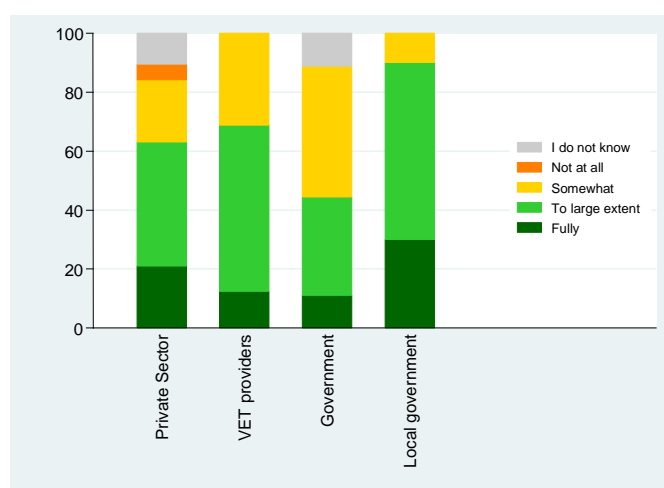


Number of responses per group, in above order 22, 33, 9, 10.

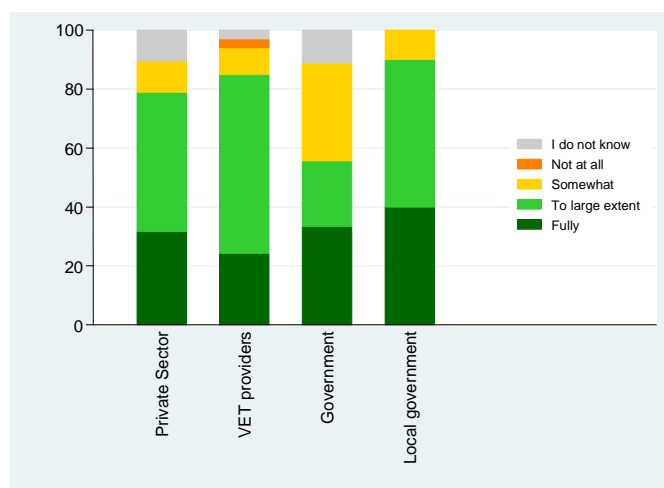
Effectiveness – estimated achievement rate 2019 (survey result, disaggregated, Outcome 1)

Number of responses per group, in above order 21, 33, 9, 10.

The proportion of respondents assuming that the Outcome 1 will be achieved (“Fully” or “To large extent”) grows by 21% when looking at the end of the project in March 2019: by this time overall 81% of the respondents believe the objective will be achieved. Of particular note is that the increase of positive responses is the highest for respondents of the group “Government” (44%), who therefore after a relatively negative view for 2018 (nearly) catch up with the proportion of positive expectations within the other groups for 2019.

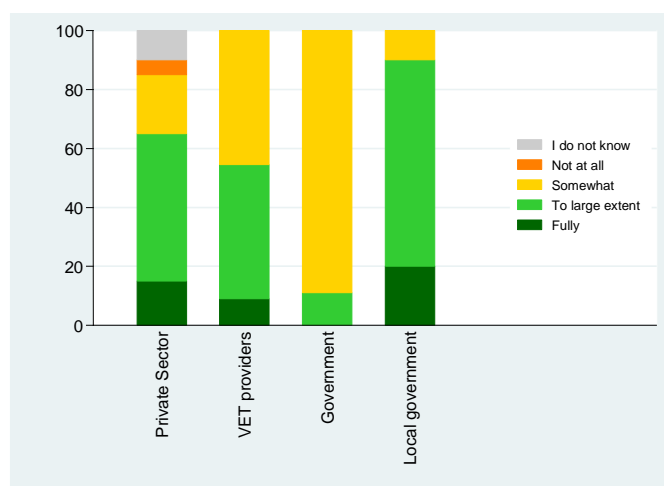
Effectiveness – perceived achievement rate 2018 (survey result, disaggregated, Outcome 2)

Number of responses per group, in above order 19, 32, 9, 10.

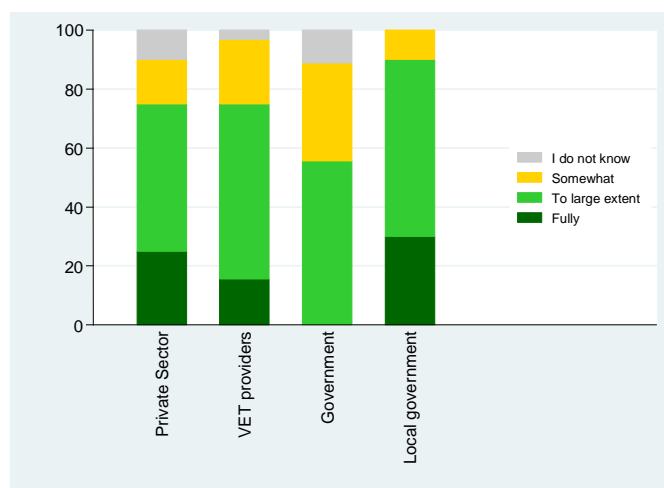
Effectiveness – estimated achievement rate 2019 (survey result, disaggregated, Outcome 2)

Number of responses per group, in above order 19, 33, 9, 10.

Regarding Outcome 2 the estimate for the achievement (“Fully” or “To large extent”) increases by 13% for 2019 in comparison to 2018, resulting in 80% of the respondents believing that the objective will be achieved by the end of the project. It should be noted that the proportion of positive responses stays at the same high level for both 2018 and 2019 for the respondents of the group “Local Government” while all other groups show increased levels of positive expectations.

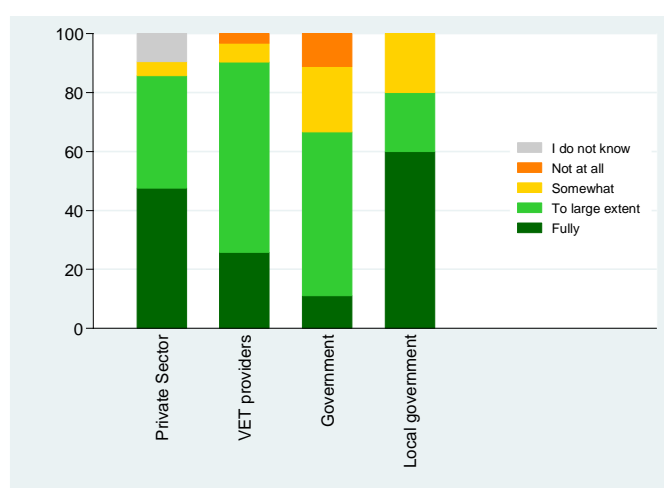
Effectiveness – perceived achievement rate 2018 (survey result, disaggregated, Impact)

Number of responses per group, in above order 20, 33, 9, 10.

Effectiveness – estimated achievement rate 2019 (survey result, disaggregated, Impact)

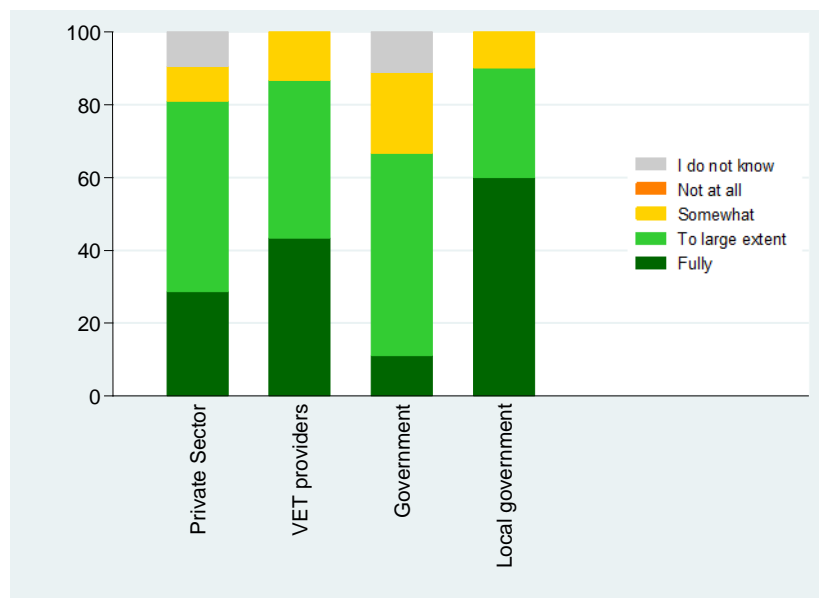
Number of responses per group, in above order 20, 32, 9, 10.

With regard to impact the long-term estimate shows that the proportion of positive responses (“Fully” or “To large extent”) increases by 18% (leading to 75% positive estimates overall for 2019). While the group “Government” estimates the current target achievement (2018) rather reluctant, their responses show the highest level of increase (44%). Quite contrary to the group “Local government”, where the proportion of positive response is highest for the current target achievement but there is no further increase for the future.

Effectiveness: Scope and quality*Effectiveness – scope (survey result)*

Survey question: “Has the project fulfilled your expectations in terms of scope?”

Number of responses per group, in above order 21, 31, 9, 10.

Effectiveness – quality (survey result)

Survey question: "Has the project fulfilled your expectations in terms of quality?"

Number of responses per group, in above order 21, 30, 9, 10.

Annex 4: M&E instrument (absolute figures)

In addition to Table 1 the following table shows baseline and target values for the project as well as the level of achievement as of April 2018.

Table 4: Level of target achievement / outcome M&E instrument (absolute)

Indicators	Baseline	Target	Achieved	Comment
Impact: Increased employability among youth, particularly women.				
# of employers reporting inadequate in-house skills decreased from 55% to 25%	55%	25%	n/a	<i>no status value</i>
# of employers reporting inadequate skills regarding new vacancies decreased by 20%	80%	60%	n/a	<i>no status value</i>
% of young people aged 18-24 who graduated in VET	80%	60%	n/a	<i>no status value</i>
% unemployed in the last 12 month in age bracket 15-24 years	75%	60%	n/a	<i>no status value</i>
Outcome 1: By 2018, systemic relations between companies and handicrafts, on the one side, and VET schools and training providers, on the other side, are developed, aiming at provision of novel opportunities on the labour market for youth and unemployed and those in need of skills upgrade..				
# of unemployed and graduates hired after training (...) (disaggregated by course and sectors)	560	4500	2672	<i>disaggregated data not available</i>
# of companies involved in training provision to unemployed and/or school students	35	200	182	
At least 12 regional adult training centres operational (including 8 established in Phase I and 4 new centres) in 8 industries out of which 3 provides training at more than 2 locations	8	12	21	<i>21 organisations involved (not all training centres) additional work re quality, business models, networking and visibility needed</i>
# financing modes for adult training used by companies and graduates	0	8	3	<i>no agreement yet but other progress re 0% loan scheme for trainees, calls by PES or matching funds</i>
Outcome 2: Critical mass of public VET schools reformed their trainings and apprenticeship schemes, and offer to their students competences relevant to the employers' requirements in five most populated Cantons, District Brčko and two regions in RS Entity.				
# of TVET schools that accept proven models of practical training and work-based learning	5	41	32	
# of students in pilot TVET schools	0	6800	5317	

who have access to new skills development opportunities				
# of TVET school teachers and mentors who apply improved teaching methods	0	500	356	

Annex 5: Interviewees

The following table shows key stakeholders that were interviewed for this evaluation.

Name	Institution
Mersiha Alijagić	SDC
David Kramer	SDC
Albert Rorarius	Skills for Jobs
Emir Dervišević	Skills for Jobs
Nikola Dragović	Skills for Jobs
Momir Širko	Skills for Jobs
Snježana Đuričić	Skills for Jobs
Mičo Stanojević	RARS
Radmila Kocić-Ćučić	RS Ministry of Education
Svetlana Kuprešanin	RS Ministry of Education
Svetlana Lučić	Public Employment Service Pale
Lamija Husić	Public Employment Service Canton Sarajevo
Adrijana Rac	Development Agency of Istocno Sarajevo
Sandra Dragutinović	Development Agency of Istocno Sarajevo
Sanja Indić	Prijedor Development Agency
Kristina Topić	Prijedor Development Agency
Adela Škutor	TVET School Čitluk
Zahid Boric	TVET School Konjic
E. Selver	TVET School Hadžići
NN	TVET School Prijedor
NN	TVET School Banja Luka
Muharem Saračević	TVET School Tešanj
Damir Basić	TVET School Tešanj
Zarko Milanović	University of Banja Luka Faculty of Engineering
Melisa Džampo	Chamber of Commerce Zenica-Doboj Canton
Vjenceslav Leko	GKM
Helena-Jelana Lončar	GKM
Jasmin Gabela	Enova Consultants and Engineers
Aida Ramić	ECO Format
Zoran Vuković	WMTA
Narcisa Bakic	Association of Architects
Ranko Markuš	Youth Employment Programme
Daniel Nippard	Market Makers
Isabell Rapp	GIZ

Jens Müller	GKM / GIZ
Markus Maurer	PH Zürich
Company representatives	Centrotrans, Hotel Brotnjo, Unionfoods, ASK Konjic, Alat, TOFI, Gavranović, Kolektor, Subak, Cromex, Edna, RMLH Zenica, Fuel Boss, RMU Kakanj, Heidelberg Zement, Pobjeda, Ukus

Annex 6: Literature

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