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ECONOMIC CONSULTANTS

External Evaluation
Youth Employment Project

Bosnia and Herzegovina

Evaluation Report (final)

Basel, 16 March 2011

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External Evaluation of the Youth Employment Project (YEP)

Phase 1: October 2008 – September 2011, 7F-04625.02

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Evaluation Report (final)

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List of Abbreviations

ADC	Austrian Development Cooperation
BiH	Bosna i Hercegovina / Bosnia and Herzegovina
EU	European Union
FBiH	Federation of Bosnia and Herzegovina
FDFA	Federal Department of Foreign Affairs
ILO	International Labour Organisation
LFS	Labour Force Survey
OECD	Organisation for Economic Cooperation and Development
OSCE	Organisation for Security and Cooperation in Europe
OVI	Objectively Verifiable Indicator
RS	Republika Srpska
SDC	Swiss Agency for Development and Cooperation
SSNESP	Social Safety Nets and Employment Support Project
UN	United Nations
UNDP	United Nations Development Program
VET	Vocational Education and Training
YEP	Youth Employment Project
YERP	Youth Employability and Retention Project

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The views expressed in this final report and eventual remaining errors are ours.

Harald Meier and Nikolina Obradović

Management Summary

Assignment

The Youth Employment Project (YEP; the project) is a three-year project that started its activities in October 2008. The project is funded jointly by the Swiss Agency for Development and Cooperation (SDC) and the Austrian Development Cooperation (ADC). Its budget amounts to CHF 3.060.000. The project focuses on young marginalised high school graduates, who are entering the labour market, as well as unemployed youth up to the age of 30. Making use of innovative approaches, it generally speaking aims at facilitating cooperation between private and public employment agencies and the education sector. GOPA Consultants and its local partners posao.ba, proMENTE, Spektar and TALDi implement the project.

SDC and ADC commissioned B,S,S. Economic Consultants, represented by the Team Leader Harald Meier, and Nikolina Obradović, Local Evaluator, to design and carry out an external evaluation of the project.

The evaluation shall appraise to what extent the activities and interventions reached the objectives, purposes and results to date. In addition it shall infer lessons learnt from the project implementation and develop recommendations for follow-up interventions in a forthcoming second phase.

The evaluation, which was carried out in Switzerland and Bosnia and Herzegovina, covers the entire Youth Employment Project and involved different types of target groups.

Methodology

A pragmatic approach has been agreed upon for the evaluation with qualitative and quantitative methods. The evaluation is based on the OECD methodological framework for evaluating development co-operation and the specific evaluation criteria included therein: Relevance, Effectiveness, Efficiency, Impact and Sustainability.

A comprehensive analysis of various documents and sources of information – including the Project Document, Monthly, Annual and other reports, selected outputs produced by the project, minutes of Steering Group meetings, evaluation forms – was carried out.

In addition, the evaluation team performed semi-structured interviews with the YEP project team and the contractor GOPA, the contracting agencies, beneficiaries and government counterparts, the project partners and other donor representatives. To that purpose a mission was fielded to Bosnia and Herzegovina from 24 January – 1 February 2011. Additional interviews, including phone interviews, were performed before and after the field mission. A list of the persons who were interviewed, the field mission schedule and the list of key literature the evaluation team reviewed are annexed to this report.

Findings

The evaluation team found widespread approval for the project in terms of achievement of outputs and results, innovation, quality and timeliness of the project's activities, as well as commitment and management style of the YEP team. The key lessons learned for this project include:

- A key feature of the project's success has been its approach to engage in continuous and transparent dialogue and involve the project stakeholders, beneficiaries and other relevant organisations in the planning, design and implementation of the activities. The flexible approach enabled the project to align its activities in light of changing circumstances where and whenever this was required.
- The practice of delivering the project in cooperation with and through local partners coupled with clearly defined performance targets has positive effects: good access to the project stakeholders and beneficiaries, cost efficient means of delivering services, opportunity to develop local capacities and skills; enhanced commitment and service quality.
- Capacity building and institutional reform are critical elements to ensure sustainability of the project intervention; they are fully accepted by the beneficiaries and instrumental in light of scarce resources.
- The technical competence and institutional experience, seniority and personal yet programmatic approach of the Team Leader provided immense credibility to the project.

Recommendations

The project stakeholders repeatedly expressed their wish that the project would be continued in a second phase with the aim to “further develop and finalise” the work that has been started in the current phase, thereby capitalising on the experiences made in piloting the activities and on the established positive working relations. In the following we summarise our recommendations for the design and implementation of the forthcoming project phase.

Horizontal Recommendations:

- *Continue collaboration with private employment agencies:* The job placement activity of YEP is a critical factor of its overall success and the collaboration between the public and private employment agencies has developed momentum and yields first positive results. We thus recommend that the collaboration with the private employment agencies be continued, albeit with more stringent performance targets.

- *Continue setting concrete performance targets for the local partners:* The performance targets are a means to enhance transparency and accountability and commitment. At the same time continuous and stringent monitoring is required to ensure that any collateral effects are identified and remedied.
- *Establish credible coordination and cooperation mechanisms:* There are several similar type projects and reform efforts currently being implemented in BiH. Particular emphasis should be placed on establishing meaningful donor coordination.
- *Discuss the feasibility to design more distinct interventions in the two Entities:* In the design of the second phase particular consideration should be given to designing project interventions and approaches that are tailor-made to the specific needs and distinct project environments in the Entities in BiH.
- *Consider governance as distinct Swiss input into BiH:* Switzerland, with its experience as highly decentralised country, should seek to capitalise on this and support improving governance in BiH, particularly in the Federation. In the context of YEP this could include enhancing the capacity and processes to foster collaboration among the Cantonal Employment Services.
- *Continue marketing “Swissness” as a particular approach to development cooperation:* The specific approach of SDC, namely collaborative and participative project design, flexibility, reliability, innovation, which were commonly appreciated by our interview partners, should be marketed as the “Unique Selling Proposition” of Swiss development cooperation.

Recommendations as regards Component 1 (reform of formal vocational education and training in BiH):

- *Undertake an in-depth evaluation of the impact of the Career Management Programme and a strategic analysis of the pros and cons to further engage in this sector:*
 - If *continued* we recommend that the Career Management Programme is updated in terms of content and process based on the results of the impact evaluation and a debriefing workshop and to incorporate the findings of UNDP’s research on life skills and competences to the extent relevant. Also, that the programme is enriched with a module in which parents and pupils and schools define jointly, possibly with the support of the respective public employment service, an education and career plan. The project should build up on its positive experience in supporting school-based firms, which are a means to increase job experience and entrepreneurial skills. It would be recommended that efforts are being made to identify entrepreneurs to act as

“mentors” for such firms with a view to bring pupils in contact with and learn from employers. Lastly, we recommend that very close cooperation is established with the key actors in the VET sector, the European Union and UNDP in particular.

- If *discontinued* we recommend that the resources that were developed by the project and lessons learned during the design and implementation process of the Career Management Programme are actively shared with third parties (EU VET and UNDP YERP project in particular) and other (potential) beneficiaries (pedagogical institutes and schools in other Cantons and/or municipalities).
- *Focus on expanding Job Clubs throughout the Entities*: The experiences made thus far in the pilot Job Clubs and the commitment by the beneficiaries to offer this service more universally suggests that Job Clubs are expanded in both Entities. We also recommend that close cooperation is maintained with UNDP so as to align the intervention logic of Job Clubs and CISOs (cf. 2.4.2). We also recommend to:
 - *Consider possibilities to integrate Job Clubs also in the Skills for Jobs project*: The delivery of motivation and career skills training should be integrated into the *Skills for Jobs* project.
 - *Consider designing Job Club programmes for women and/or specific vulnerable target groups*: In the forthcoming phase we recommend that the project offers rounds of Job Clubs aimed only at women and/or specific vulnerable persons.
 - *Consider the opening of “Ability Centres” for young persons with disabilities*: For the forthcoming YEP phase a focus could also be put on youth who have a persistent disability or illness and who require assistance with employment-related issues. The governing idea of such “Ability Centres” would be to identify and develop the specific abilities persons have, i.e. to shift the focus away from the disability that is a barrier to employment.
- *Extend Mobile Unit operations into the Republika Srpska and Brčko District*: The Mobile Unit operations should be extended, particularly into the rural areas of the RS.

Recommendations as regards Component 3 (improving performance of private and public employment agencies):

- *Continue to support systemic institutional reform of public employment agencies*: The project has supported public employment services in introducing new processes that improve organisational performance. During the evaluation stakeholders ex-

pressed that such systemic support is greatly demanded and appreciated. In supporting institutional reform and performance growth different options – or a combination thereof – are at the project’s disposal.

- *Shifting focus from the supply towards the demand side of the labour market:* Improving the quality of service delivery of the public employment services and shifting attention towards the demand side of the labour market by applying active labour market measures are instrumental in this context. The current phase of YEP almost exclusively focused in the supply side of the project and we recommend this to change for the forthcoming project phase. For instance: public employment services need to engage in a more proactive contact with employers by engaging “job scouts” that liaise with employers.
- *Expand training in job matching and brokering services:* Targeted job-matching or broking services whereby the public employment services attempt to effect better and/or faster match between employer requirements and job seeker characteristics is recommended.
- *Consider the creation of “model offices” according to good European standards:* YEP should continue focusing on improving processes and performance of public employment services and their staff by freeing time for mediation and employment activity, establish professional vacancy display, and set targets for employer visiting particularly to gather labour market information. The YEP idea to develop “model offices” in selected public employment agencies at local level found universal support among the stakeholders. These offices would strive to perform on an above average level and provide best practice for the sector.
- *Investing into scientific research to increase knowledge base in BiH and to support the design of evidence based policies and actions:* We encourage SDC to develop tools which help monitoring (i) the long-term impact of their programme activities and (ii) the developments in the field of skilled labour shortage, since only skilled labour is scarce.
- Technical assistance should be provided to train public employment agencies in the design and implementation of qualitative and quantitative research to monitor outcomes of measures to reduce youth unemployment.

Recommendations as regards Component 4 (cross-cutting issues):

- *Enhance advocacy for youth issues with particular focus on youth unemployment:* Youth unemployment received only little attention by state and entity level

governments in recent years. In line with SDC's programme theme of youth and the transversal theme of civic participation we recommend that youth groups are strategically involved in advocacy for youth unemployment and to instigate more policy dialogue and topical focus on the part of governments. Youth groups could play a key role in supporting the public awareness and communication effort of the project.

- *Enhance cooperation with international organisations focusing on youth unemployment:* We recommend that the project enhance its efforts to collaborate with and / or facilitate project stakeholder's access to organisations and initiatives so as to ensure that BiH has access to research findings and policy innovations on youth unemployment and can tap into existing resources (OECD, EU Salto Inclusion initiative, ILO Youth Employment Programme).

Recommendations to the contracting agencies:

The following recommendations are addressed to the contracting agencies and relate to contract and project management.

- *Consider extending the contract with the current contractor / project team:* We recommend that the contract with the current contractor be extended and to ensure that the same core team is being deployed again. The risk of contracting a new contractor/team outweighs in our view the probable gains.
- *Establish continuous monitoring of the project:* We recommend that (existing) monitoring mechanisms are applied, including continuous updating project planning and management tools such as the logical framework and work plan and internal reviews.
- *Consider a reduction of the backstopping service costs of the contractor:* For the second phase of the project the evaluators recommend to introduce mechanisms that enhance transparency of the backstopping services and the cost associated with these services (e.g. through reporting; fix and retainer backstopping budget).

1. Introduction

The Swiss Agency for Development and Cooperation and the Austrian Development Cooperation commissioned the two evaluators, Harald Meier of B,S,S. Economic Consultants and Nikolina Obradović, to design and carry out an external evaluation of its Youth Employment Project.

Youth are a key target group in SDC's Cooperation Strategy Bosnia-Herzegovina 2009-2012 and SDC's programs are designed to "*improve the situation of young people by developing their potentials and capacities [to] improve the future perspectives of individuals and the country as a whole*". One of the key challenges is to support young people as regards their access to the labour market.

In fact, the most recent EU Progress Report 2010¹ noted that the average unemployment rate significantly increased from 24.1 % in 2009 to 27.2 % in 2010 and [that it] "*was particularly high among the young population (48.7% for people between 15 and 24)*". Against this background SDC has been assuming a key role in the field of youth employment in BiH. The Youth Employment Project, which is co-funded by the Austrian Development Cooperation, is a flagship intervention in this regard and is subject of this mid-term external evaluation assignment.

YEP is a three year project that started its activities in October 2008 and its budget amounts to CHF 3.060.000.² The project, which consists of four components,³ focuses on young marginalised high school graduates who are entering the labour market as well as unemployed youth. Making use of innovative approaches (*inter alia* career classrooms in six secondary schools, Job Clubs and Mobile Units) it generally speaking aims at facilitating cooperation between private and public employment agencies and with the education sector.

The evaluation was carried out in Switzerland and Bosnia-Herzegovina respectively. It covers the YEP, including its subprojects and activities, and involved different types of target groups.

The external evaluation shall appraise to what extent the activities and interventions reached the objectives, purposes and results to date (*summative evaluation*). It shall also infer lessons learnt from the project implementation and develop recommendations for interventions in a forthcoming second phase (*formative evaluation*).

¹ Bosnia-Herzegovina Progress Report 2010, {COM(2010) 660}, Commission of the European Union, 9 November 2010

² The budget lines (in CHF) are: Project cost (3.000.000), External Review (30.000) and Audit (30.000).

³ The components aim at i) strengthening the capacity of the education system to prepare young people for the labour market; ii) improving the outreach to unemployed youth and providing them with skills to operate successfully in the labour market; iii) developing capacity of public employment services and private employment agencies; iv) contributing to policy dialogue through promotional activities and networking.

This final report presents our evaluation results. Chapter 2 provides brief overview of the context within which the project operates and summarises, apart from the YEP project, the most relevant donor interventions for YEP. Chapter 3 then presents the main findings of the evaluation on the basis of the desk study and the field mission with its interviews with different stakeholders. We summarise and translate our findings into conclusions and lessons learned in Chapter 4 and formulate our operational recommendations for the forthcoming project phase in Chapter 5. In the Annexes we include additional information and documentation.

2. Project Background and Context

2.1. Government and Administrative Structure

Bosnia and Herzegovina is characterised by multiple levels of government: the state level, the level of two Entities – the Federation of Bosnia and Herzegovina (FBiH) and the Republika Srpska (RS) –, Cantons, cities and municipalities as well as the Brčko District. As a consequence there is a fragmented administrative system, including in the social, employment and education fields. Youth issues are not explicitly mentioned by any constitution in BiH, although in the RS the Ministry of Family, Youth and Sport clearly has competence to deal with youth. The state level Commission for Youth has a coordinating role.

Whereas administrative functions in the Republika Srpska are more centralised, i.e. competencies rest mainly on the relevant ministries responsible for policymaking at Entity level, the Federation is decentralised and composed of ten autonomous Cantons. Each Canton has its separate administrative units (e.g. ministries), policies, laws and budgets for education and employment. Social policy, which includes employment, is a shared competence between Cantonal and Federation governments. This means that legislation and strategies developed on Entity level require approval by the Cantons in order to be adopted. Education, on the other hand, is within sole competence of the Cantons; the Federation Ministry of Education is only accorded a coordinating role.

2.2. Political and Economic Situation

The last general elections in Bosnia and Herzegovina were held in October 2010 and only few Cantonal governments and the Republika Srpska government have been constituted so far. Wrangling over the composition of the state government and its agenda has continued into 2011. Significant budget deficit and subsequent economic crisis, including unemployment, is expected to have full effects in 2012. The political situation continues to be marked by difficult political coalitions and a dominance of public ethnic disputes.

According to data and analysis of its Central Bank Bosnia and Herzegovina's economy was marked by economic stability and significant GDP growth (average of 5.6 %) in the period of 2005 to 2008. Due to the effects of the global economic slump and fiscal crisis GDP shrunk by 2.9 % in 2009, which resulted in the reduction of employment, the increase of unemployment and informal economic activity, as well as poverty.

Despite very high unemployment rates, low registered employment, low labour market activity rates and its wider socio economic consequences, unemployment and labour market issues have been at the margins of interest of governments in Bosnia and Herzegovina for the past years.

The main labour market indicators for BiH are grim. The figures shown in Table 1 distinguish between official labour market indicators and Labour Market Survey results (conducted by the agencies for statistics in accordance with ILO methodology). The large discrepancy that can be observed between registered and LFS figures indicate a large number of people working in grey economy.

Table 1: General Labour Market Indicators in Bosnia and Herzegovina

The end of year	Employment		Unemployment		LFS Activity rate
	Registered*	LFS	Registered	LFS	
2006	637.740	811.000	524.839	366.000	43,1%
2007	671.914	850.000	518.746	347.000	43,9%
2008	689.950	890.000	479.660	272.000	43,9%
2009	685.190	859.000	510.580	272.000	43,6%
2010	670.693	842.831	606.925	315.110	44,6%

*Excludes data for Brčko District

Source: B&H Agency for Statistics: Labour Force Survey 2010 (preliminary results), Labour Force Survey 2009, 2008; Federation B&H Agency for Statistics and RS Agency for Statistics.

There are different statistics and data on youth unemployment. A recent World Bank commissioned study states that the unemployment rate among 15-24 year olds (i.e. first time job-seekers, often graduates of secondary or vocational programs) is at staggering 47 %.⁴ This situation is further exacerbated by the fact that more than two thirds of unemployed young people are hit by long-term unemployment.⁵ In light of these figures it is striking that there is demand for skilled labour migration into BiH from neighbouring countries.

Several factors explain BiH's youth unemployment – a difficult economic situation, inadequate education systems, little mobility of youth in more rural areas, or deficiencies in the performance of labour market actors to name but a few. Repeatedly, in literature and our interviews with employers alike, a mismatch between the skills that youth acquire in schools and the skills that are needed in the labour market is commonly mentioned as most important reason for BiH's youth unemployment.

⁴ *Are Skills Constraining Growth in Bosnia and Herzegovina?*, Report No. 54901-BA, World Bank, December 2009

⁵ *Draft Social Inclusion Strategy*, BiH Council of Ministers, Directorate for Economic Planning, June 2010

2.3. State and Entity Level Employment Institutions

The *Public Employment Service (PES)* in the Federation of Bosnia and Herzegovina is organised on three levels – entity, cantonal and municipal. The ten Cantonal Employment Services enjoy autonomous legal status, which leaves the Federation Employment Service only to have a coordinating role. There are 78 municipal public employment offices that are under the authority of the respective Cantonal Employment Service. The Public Employment Service is financed by compulsory unemployment insurance contributions, of which 30 % are allocated to the Federation Employment Service and 70 % to the Employment Services at cantonal level.

The *Public Employment Bureau (PEB)* of the Republika Srpska is financed through compulsory contributions for unemployment insurance and the entity budget. The PEB is organised centrally with six regional and sectoral services and 63 employment service offices on municipal level.

The competences of the *State Agency for Employment and Labour of Bosnia and Herzegovina*, established in 2003, include: international representation and cooperation with international organisations, coordination of activities with Entity governments and public employment services, and collection of labour market data.

Access to employment services is universal in both Entities. Free health insurance is principally granted to registered unemployed people, which is considered as one of the main reasons for young people to register unemployed. Currently, the main functions of the public employment agencies are to register unemployed and check their entitlement to unemployment benefits and health insurance.

2.4. Donor Interventions

Many organisations and institutions active in Bosnia and Herzegovina have identified education, employment and labour market reform as a priority. This is on the one hand positive given that there is an apparent need for reform and a genuine interest by the stakeholders in this area. On the other hand it is evident that poor donor coordination leads to much overlap among the various projects. Against this background it is important to briefly summarise the YEP project and to provide an overview of key interventions that are relevant for YEP, the most important one being the UNDP-led Youth Employability and Retention Programme.

2.4.1. Swiss Agency for Development and Cooperation

Youth Employment Project

YEP is composed of four intertwined and mutually supporting Components, the key content of which we present in the following paragraphs.

Component 1 – New entrants’ employability: This Component, which is supported by the local partner proMENTE, aims to prepare young people in their final year of secondary school for their entry into the job market. Activities include the delivery of a multi-module Career Management Programme within the existing school curriculum through trained teachers and the provision of Career Management Centres, which shall enhance skills regarding job choice, job search and self presentation. The activities are implemented in selected secondary schools in six cities.

Component 2 – Employability and employment of marginalised groups: The aim of this Component – supported by TALDi – is to provide guidance, support and active measures to recent school graduates and young unemployed.⁶ Job Clubs, operating in the public employment service in Banja Luka and Tuzla respectively, provide long term unemployed youth with support into work.

Component 3 – Institutional development of public and private employment services: The cooperation between private and public employment agencies is at the centre of this Component. The aim is to shift the sole focus of public employment services on passive measures (e.g. registration, administration of unemployment benefits) towards active measures that focus on the demand side of the labour market (e.g. identifying employer needs; contacting employers; influencing employers; managing/motivating target groups; assessing local labour market needs). The two private employment agencies – posao.ba and Spektar – have a combined job placement target of 1.200, which is a prominent and important feature of the entire project. One activity within this Component warrants special mention: a Mobile Unit, providing career advice, CV writing and job search training, enables the project to reach out to youth living in more remote locations and offers a platform for contacts with employers, employment agencies and youth. The Component also includes activities that aim at improving capacities and changing perceptions of staff in the public employment agencies, including a trainer programme and training for managers, as well as institutional and organisational reform.

Component 4 – Cross-cutting issues: This Component overarches the other three and its activities shall ensure YEP’s contribution to policy development and strategic planning in the youth employment sector with a range of different activities, including policy dialogue, internal and external coordination and visibility of the project.

Skills for Jobs

One of the key contributors to youth unemployment is that the educational system does not correspond entirely with market demands, in other words there is a mismatch between the skills

⁶ In early 2010 the activities of the Component were changed. The activity “on the job training” was dropped due to high costs. As it became apparent that the activity “self-employment through entrepreneurship” would not yield the expected results, i.e. the establishment of start-up businesses, it was remodelled to a training activity. The changes to the Component were reported in the monthly reports of February and March 2010.

that the unemployed possess and those demanded by employers for new jobs.⁷ The *Skills for Jobs* project aims at establishing a modern, flexible and non-formal training (educational) system with a view to bring the education sector in compliance with labour market requirements and the needs of different users. The project, which started in January 2011, is implemented by a two-member consortium composed of the Republic Agency for SME development in Republika Srpska (RARS) and Regional Development Agency of the Herzegovina Canton (REDAH). The so-called Participatory Market Chain Approach (PMCA) governs the project's analysis, design and implementation.

2.4.2. United Nations

The *Youth Employability and Retention Programme* (YERP) is a three-year Program, planned to finish in December 2012 (though likely to be extended until mid 2013), supported through the Millennium Development Goals Achievement Fund and funded by the Spanish Government with a budget of USD 6.000.000. It is jointly implemented by several UN agencies, with UNDP having the project management responsibility, in partnership with government agencies at all levels of government, the private sector and civil society. Its objectives are to contribute to increasing capacities of the education system and local communities to improve youth employability; enhancing capacities of the public employment services and civil society to develop and deliver an integrated package of youth employability measures; maximising positive impact of youth migration whilst minimising impact of irregular migration. YERP is active *inter alia* in Banja Luka, Bijeljina, Brčko, Sarajevo and Tuzla, where YEP is rolling out its pilot activities. Delineating similarities and differences of the two projects is difficult at this stage, given that the *concrete* content of YERP's activities is currently being developed. However, the first two objectives are closely linked to the objectives of YEP and there are other similarities regarding the project activities, which we will present in the following.⁸

- The first output aims at improving the VET curriculum ("*life skills-based education, professional orientation and career development programmes*") in order to make it more adapted to needs of labour market. YERP selected 100 schools (50 primary schools, 20 general secondary and 30 vocational secondary schools) in 17 municipalities. Other than YEP it thus extends the curriculum into primary and general secondary schools. A database will be developed to enable communities, schools, and other actors in identifying non-enrolment and early school leavers in order to develop mitigation strategies and enhance enrolment into secondary and tertiary education.

⁷ For more information we refer to the World Bank commissioned study *Are Skills Constraining Growth in Bosnia and Herzegovina?*, World Bank, December 2009

⁸ Several stakeholders informed the evaluators that the external consultant, who was commissioned by SDC to draft the project idea for YEP, eventually drafted a second project fiche for UNDP. This can explain the apparent similarity in terms of approach and activities between the two projects.

- YERP focuses on advising, supporting and providing facilities to jobseekers at public employment services; so-called “*Youth Information, Counselling and Training Centres (CISOs)*” will be set-up in 17 public employment services throughout BiH.⁹ YERP’s target is to provide job-counselling assistance to more than 800 youth, particularly young women. The second component also aims at enabling first work experience for more than 500 unemployed young persons – mostly from rural areas – through a salary co-financing scheme.

UNDP and YEP have pledged to collaborate closely in the design and roll-out of the project and the YEP team has done efforts to collaborate, e.g. by proposing joint (training) events, by offering to share premises at public employment services, by supporting YERP to gain access to the RS authorities and by handing over project material and manuals. Feedback that the evaluators collected during the interviews suggests that this approach has thus far not been reciprocated by YERP. It remains to be seen how, by who and to which extent coordination will actually take place.

2.4.3. European Commission

Vocational Education and Training (VET) projects

The EU has been playing a key role in supporting the modernisation of the curricula for secondary vocational education and training since 1998. At the time of reporting the fourth consecutive project in the VET field commenced. It will, *inter alia*, further develop the National Qualifications Framework to enhance vertical and horizontal mobility of VET and grammar school graduates in the education system, develop occupational standards and training standards for at least three selected occupations, and develop recommendations and an action plan for the introduction of modular curricula in all vocational schools in Bosnia and Herzegovina.

Labour Market Reform projects

Similarly, the EU has been active in the field of labour market reform for many years and there are several past, ongoing and planned projects that could be mentioned. While a comprehensive overview would go beyond the scope of this evaluation assignment, we briefly mention three projects that are most relevant for YEP: *Institutional and capacity building in employment sector in BiH*, starting 2011, focuses on improved labour market management, combating social

⁹ The CISOs should in principle focus on providing information to job-seekers, whereas the Job Clubs should focus on placing youth into jobs with training and counselling. At this stage, however, this distinction appears rather artificial – a view that was shared by several interviewees – since also YERP plans to delivering specific training and counselling. Ideally, the two services would complement each other if future CISO counsellors, who need to decide upon appropriate support for any given young jobseeker, referred a client into Job Clubs if the job chances of that person can be increased with Job Club training.

exclusion, and improving the service orientation of the public employment offices towards employers. *Improving Active Labour Markets in Bosnia and Herzegovina*, which will end in fall 2011, aims at developing better targeted and more effective active labour market measures and employment Programs. *Entrepreneurial Learning in Education Systems in Bosnia and Herzegovina* designed and introduced the concept of lifelong learning in the entrepreneurial system of formal education and non-formal learning in BiH.

2.4.4. World Bank

The *Social Safety Nets and Employment Support Project* (SSNESP) aims at strengthening institutional capacity necessary for the implementation of social protection reforms. One of the five components focuses on supporting job brokerage services for those active job seekers who become ineligible to receive cash transfers or who are vulnerable (e.g., poor, disabled but able to work, hard-to-serve, demobilised soldiers, etc.). The project was prepared at the request of BiH authorities and in support of the ongoing reforms of the social protection sector in the country. It has a budget of USD 15.000.000 of which USD 8.000.000 is earmarked for the employment component.

2.4.5. Organisation for Security and Cooperation in Europe

The purpose of the *Youth Access to Employment* component of the *Local First* initiative of the OSCE Mission to Bosnia and Herzegovina is to strengthen the capacity of young people to take advantage of employment and business opportunities. The activities include job fairs and training for young people wishing to start a business.

BiH receives substantial donor assistance in many policy fields. Several stakeholders interviewed during the evaluation stated that projects are often conflicting and adding additional strain to their – already limited – resources. Without foreclosing our conclusions, this situation requires pragmatic decisions in the design of the forthcoming YEP phase and the choice, which Components and activities the project shall continue to be implement and which it shall cease to support. It is also a priority to engage in a meaningful coordination process with UNDP and EU in particular with a view to create synergies wherever possible.

3. Review of Implementation

The findings featured in this chapter are listed under the headings Relevance and strategic fit, Project progress and effectiveness, Efficiency and resource use, Impact and Sustainability. These headings correspond to the OECD-DAC evaluation criteria and constitute the framework of the evaluation. An additional paragraph will provide information on the project management arrangements. This chapter is complemented by a summary of the achievement of the indicators to date (cf. Annex 1) that were set in the project's logical framework, the use of which we would like to clarify.

Initially, it was planned that the evaluation would be based on the Credit Proposal¹⁰ that was part of the information package the evaluation team received from SDC upon commencement of the evaluation assignment. The Credit Proposal *inter alia* states the overall goal, objectives, purposes and outputs of the project. During the field mission it became apparent that the YEP team in Sarajevo delivered its services along the lines of the logical framework of the Project Document of July 2008, which is part of the contract between SDC and GOPA Consultants. This is of relevance since there are discrepancies in the two documents as far as some of the objectives, purposes and outputs are concerned. For instance, the Credit Proposal defines the priority target group of Objective 2 as “*youth with multiple problems such as returnees, minorities, autonomous disabled persons and young women*”. Even though this definition stems from the Project Document, it is not included in the logical framework. At the same time, the logical framework formulates five outputs for Component 4, whereas there are only four of them in the Credit Proposal. For purpose of assessing the performance of the project we will, in agreement with SDC, thus refer to the logical framework of the Project Document.

The intervention logic is coherent and the overall project design plausible. The overall objective that was formulated for YEP appears, however, to be overly ambitious given that it was designed as a pilot intervention. Several of the logical framework indicators fall short of being causally linked to the intended specific objectives, which themselves are vaguely formulated. This made the evaluation of the macro, wider and long-term impact of the project very difficult. The overall and specific objective(s) and outputs as presented in the logical framework have not changed since the start of the project. Following the remodelling of Component 2 a modified logical framework should have been presented in later reports, even though the main activities were updated. Nonetheless, despite these minor flaws the project undeniably delivered quality outputs and accomplishments and had positive impact in the pilot areas (micro level).

¹⁰ Credit Proposal SDC, 7F-04625.02, dated 9 September 2008

3.1. Relevance and strategic fit

The documents we reviewed and the stakeholders interviewed confirmed that the project is highly relevant to the needs of the labour market and youth in particular. Several contacted stakeholders stated that the design phase of the project allowed for all different project partners to both reflect their needs and shape the focus and activities of the project.

While youth unemployment in general received only little attention by state and entity level governments in recent years, the relevant authorities in the Federation, the Republika Srpska and the Brčko District approved the project without reservation. The public employment services voiced their unequivocal wish to receive support in order to tackle youth unemployment and YEP became part of their annual plans. The same can be concluded from the feedback that we received in the interviews with headmasters, teachers and pedagogues in the secondary schools in which YEP activities are piloted.

Indirectly, the project's relevance is confirmed by the fact that also other donor interventions focus on reforming the education and labour market sector with a view to reduce unemployment in BiH.

Alignment with strategies and policies: Youth unemployment is usually treated within the context of wider unemployment issues. Several government strategies¹¹ that have lately been developed – often with international expert assistance – feature specific subsections dedicated to youth unemployment. The project is fully in line with the following selection of relevant policy documents:

- *Employment Strategy of Bosnia and Herzegovina 2010-2014:* recognises youth unemployment as one of the major challenges and proposes appropriate measures.
- *Federation Employment Strategy 2010-2013 and Action Plan,* which was adopted in August 2010, identifies women and youth as target groups and defines the goal to increase the employment rate of youth by 2 % annually; measures to achieve this goal include training, career counselling, and entrepreneurship training.
- *Republika Srpska Employment Strategy 2011-2015,* which has been approved by the RS Socio-Economic Council and is expected to be in parliamentary procedure by spring 2011, covers youth unemployment in terms of situation analysis as well as strategic objectives.
- *Country Development Strategy (CDS) and Social Inclusion Strategy (SIS):* both strategies were approved by the Council of Ministers, the Federation and the Brčko District in 2010 and the RS is expected to follow suit in the course of 2011. Youth

¹¹ Enumerating all relevant strategies and reviewing to what extent YEP fits into the existing legal framework in the social, employment and education sector would go beyond the scope of this evaluation assignment.

unemployment is covered throughout both strategies, which resulted in specific measures related to youth unemployment in the respective action plans.

- *Strategic Directions in Development of Education in BiH with Implementation Plan for 2008-2015*, emphasizes entrepreneurship training and acquisition of practical experience and skills among students through the establishment of school-based companies and centres for career development at vocational schools.

YEP also fits into strategies of the international and donor community in BiH and complements BiH's process towards integration into the European Union.

- *SDC Strategy of Cooperation with Bosnia and Herzegovina 2009-2012*: the strategy seeks to improve the situation and perspectives of young people particularly by supporting them as regards their access to the labour market.
- *Enlargement Strategy and Main Challenges 2010-2011*: identifies unemployment, including youth unemployment, as one of the main challenges in the enlargement process. The *European Partnership (2008)* calls for measures to improve the education system and to create a modern vocational education and training system.
- *Millennium Development Goals for Bosnia and Herzegovina (2000)*

EU focus on vocational education and training reform: Component 1 of the project aims at modernising vocational education and training by introducing a Career Management Program. It complements current VET reform by enriching existing curricula with modules in which pupils engage in questions circling around their entry into the job market and future careers. The relevance of this Component is confirmed by feedback we received during our interviews e.g. from school teachers and ministerial staff. It is also indicative that UNDP engages in a very similar effort in its YERP project. However, in light of the comprehensive reform efforts of the EU, which has been active in formal vocational education and training reform since many years, the evaluators are of the opinion that work in this Component is – compared with other Components of YEP – of lesser relevance in the forthcoming phase of the project.

Additional considerations: Two issues are of key concern for the contracting agencies: i) the transfer of state-of-the-art youth employment policies and interventions into the policy context of Bosnia and Herzegovina and ii) the transfer of specific Swiss (“*Swissness*”) and Austrian expertise.

- The project activities are in line with existing European strategies to tackle youth unemployment such as employment services, motivation and skills training, entrepreneurship and self-employment assistance, or a variable combination thereof. Increasingly, however, the tendency is (in developed and transition countries alike) to

provide assistance on both demand and supply oriented activities¹² and this should be considered in the forthcoming project phase.

- As far as the second issue is concerned our assessment is simple: other than a workshop input by BBRZ on Austrian youth employment measures there has been no specific/genuine Swiss or Austrian know-how transfer. Nonetheless, it would be unjust to qualify this as a failure of the project. The interviewees plausibly argued that even before the design phase previous SDC staff was not advocating for Swiss expertise but left any decision as regards the appropriate expertise expressly at the discretion of GOPA Consultants. It thus appears that there has been a change of the expectations on the side of SDC and that this was not suitably communicated to the contractor.

3.2. Project progress and effectiveness

In this chapter we aim at measuring the extent to which the YEP attains its outputs, results and stated objectives.

The three-year YEP commenced in October 2008, following a participatory project design process, with a three-month inception phase. Several reasons caused delays in the start of the project, including the need to register the project as a legal entity, the non-availability of international experts for family reasons and other work commitments, and the difficult negotiation of performance contracts with some of the local implementing partners. The implementation of the activities eventually started in spring 2009.

Slight modifications were made to the initial work plan in the inception phase, e.g. by merging several activities into one activity, yet stated aims and objectives as stipulated in the Project Document and the logical framework remained unchanged. The amendments were transparently communicated in the Inception Report that was delivered in January 2009.

The project already realised several of its results and outputs and in some instances it is likely to exceed its performance indicators by the end of the project. An overview of the achieved indicators as of January 2011 can be found in Annex 1.

All interviewees stressed the high quality of the project outputs and the high level of service quality provided by the YEP team, which is highly regarded for its commitment. Examples of project successes that were repeatedly mentioned to the evaluation team are referred to in the following qualitative assessment of the project's effectiveness that is presented for each of the project Components.

¹² Broadly speaking we use the term “demand” in this report to refer to employers, whilst the term “supply” refers to job seekers.

Component 1: The Career Management Programme was approved and is now being implemented in six pilot schools,¹³ where also Career Resource Centres were established. The project is also actively supporting a school-based agriculture business in the secondary school in Vlasenica. The interviewees positively assessed the quality of the curriculum and the training that was provided to more than 100 teachers and pedagogues in the six pilot schools. Two factors contribute to this positive assessment: the use of respected local experts in the development of the curriculum and the possibility to provide input and comments in the curriculum's development process. There was consensus, however, that the programme would have to start much earlier than in the final year.¹⁴ Some interviewees also argued that aspects of career planning would have to start as early as in primary school in order to prevent youth making ill-informed choices about their education and career pathways. It is the opinion of the evaluators that such an early intervention should be considered. More important, however, is that generally high-quality early childhood education is offered that gives children the opportunity to learn and develop skills, which are important so that they can get the best start in life. By January 2011 almost 300 final year students in selected secondary pilot schools received training in job search techniques.

Component Objective	Assessment of the Component
Employability of new entrants into the labour market is improved by strengthening the capacity of the education system to prepare young school leavers to participate in the labour market.	<p>At this stage we can conclude that the beneficiaries – ministries, pedagogical institutes, schools, teachers, and pupils – confirmed to have benefitted from the project's activities.</p> <p>However, it is too early to assess the actual impact of the program, i.e. whether and to what extent the students who participated in the Career Management Programme are able to benefit from it with easier school-to-work transition.</p> <p>The local partner proMENTE is in the process of developing an impact evaluation, the results of which should be available by mid 2011. The results of the evaluation eventually allow assessing the achievement</p>

¹³ The start of the programme was delayed in the pilot school in the Brčko District and started in the spring semester 2011 (cf. Monthly Report January 2011).

¹⁴ Most interviewees suggested that the programme should start in the year preceding the final school year, mainly because the final year is usually shorter and pupils have to prepare for their final exams in the second semester of the final year. This suggestion has e.g. been reiterated in the 5th Steering Board meeting and should be subject of discussion in a workshop in late spring 2011, in which the experiences made in the pilot schools will be discussed and taken up for updating and fine-tuning the Career Management Programme for the next school year starting in fall 2011.

	of the Component’s objective. They will also be instrumental in deciding upon the continuation of this activity in the forthcoming YEP phase.
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Component 2: Following remodelling of the activities in this Component the local partner TALDi designed and delivered a five-module training programme in job motivation and soft skills training in which 85 unemployed youth participated. The participants (49 female, 39 male) were referred to by the public employment services in Tuzla and Bijeljina. The quality of the programme was confirmed by a random check of the participants’ evaluation forms, which were principally positive. The second key activity relates the so-called Job Clubs that were opened in two public employment agencies, namely in Banja Luka (September 2010) and Tuzla (January 2011). Job Clubs offer a twelve-day training and counselling programme over a period of three weeks to enhance the chances of long term unemployed youth into work; the trainees are entitled to use Job Club resources for an additional three weeks following completion of the training. The project developed Job Club manuals and trained Job Club leaders who act as facilitators. Feedback we received in two round-table discussions with Job Club participants suggests that Job Clubs have the potential to significantly improve the “image” of public employment services, which are widely perceived as merely administering unemployed. As of January 2011 69 job placements were validated under this Component (60 by TALDi, 9 by Job Club in Banja Luka).

In addition to these key activities the project also engaged in partnerships with other NGOs. This enabled the project to reach out to a variety of project target groups, including women, and Roma parents. An initially planned collaboration with an organisation working with drug addicts did not materialise, since the organisation received alternative funding from another donor.

Component Objective	Assessment of the Component
Employability of unemployed youth is improved by improving the outreach to unemployed young people and providing them with the skills to operate successfully within the labour market.	<p><i>Job Clubs:</i> High demand and interest has been observed in the Job Club in Banja Luka, even though not all young persons who were offered to participate accepted to be included.</p> <p>More monitoring and research would be required, however, to assess and evaluate the actual impact of the Job Club training.</p> <p><i>Training activity:</i> The Component is implemented as planned and the work positively assessed by the</p>

	<p>trainees.</p> <p>Even though the Component is implemented as planned and the work of TALDi is commendable, it suffered to an extent from the remodelling of its activities. The job motivation and soft skills training that is offered is conceptually very similar to the one offered in the Job Clubs in the public employment services.</p>
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Component 3: The objective of this Component is to enhance capacities and collaboration of private and public employment agencies. The project facilitated the signing of cooperation agreements between the agencies, which previously had virtually no contacts with each other, which e.g. foresee the organisation of joint events (job fairs, conferences) and exchange of database information.¹⁵ For instance: the Federation Employment Service was included in the organisation of seven Mobile Units and it supported events such as the *PosaoFest 2009*, the *Virtual Career and Knowledge*, the *HR Conference 2009*, and the *Most Desirable Employer in BiH 2010*. There is consensus among the staff of public employment agencies we interviewed that the public private partnership is progressively improving. The Component's distinctive feature is the explicit job placement target of 1.200 youth, which became a key driver of the project. By January 2011 some 950 of a total of 1.120 placements were validated. With more than six months remaining until the end of the project it would be surprising if the target would not be fully achieved. In light of the economic downturn this would constitute an impressive achievement. Data of 444 job placements that was collected by posao.ba shows that almost half of all jobs were found in the sales industry and in the Sarajevo Canton. The placement of women (251) is significantly higher than of men (193) (cf. Annex 2a). In the RS Spekter reports 509 job placements (45 % women, 55 % men) of which more than half were realised in sales jobs. About 25 % of all job placements happened in Banja Luka (134); in Zvornik, East Sarajevo and Bijeljina a total of 230 (cf. Annex 2b). This sample would allow generating interesting data and analysis with appropriate tools and continuous monitoring.¹⁶ An audit of the RS Employment Bureau, carried out by the YEP Team Leader, revealed organisational and capacity deficien-

¹⁵ Particularly noteworthy is the signing of a cooperation agreement between the RS PEB and posao.ba – the first such cross-Entity agreement – that will involve sharing vacancies (note: information received in early March 2011, after submission of the draft Evaluation Report).

¹⁶ The tool could consist of a database in which relevant data – such as duration of job placement, salary, employment status, pathways after successful placements – is collected. Analysis could focus on questions such as key job markets; salary scales as per educational attainment; duration of contracts dependent on previous work experience; or job seeker mobility. The database could be maintained either by the project or by the local partners.

cies. Consequently, the project designed and delivered training in change management, project management, interview techniques, marketing, monitoring and evaluation. The initial focus on the Republika Srpska PEB is explained by the fact that the Federation Employment Service had previously contracted training services for operational staff by a Slovenian agency. In six courses in the RS and ten in Sarajevo the project trained more than 200 public employment service staff. The interviewees repeatedly confirmed the relevance and quality of the training. The project supported the redesign of the website of the RS Employment Bureau¹⁷ which shall go live in March 2011 and the project currently explores the possibility to provide similar type assistance to the Federation Employment Service.

Component Objective	Assessment of the Component
<p>Collaboration among private and state labour market service providers is improved by developing the capacity of the public employment service and private providers to deal with young unemployed and to demonstrate active measures, which can improve the employability of young people.</p>	<p>Component 3 is well on track and expected outputs and results will be achieved.</p> <p>Indeed, collaboration between the public employment services and the three local partners – posao.ba, TALDi, Spektar – is reportedly very positive. While several joint events were organised and carried out, more research would be required to assess whether and to what extent there has been skills and knowhow transfer.</p> <p>For our assessment of the Mobile Units please see below.</p>

Component 4: This Component shall ensure YEP's contribution to policy development and strategic planning in the youth employment sector with a range of different activities, including policy dialogue, internal and external coordination and visibility of the project. We refrain here from summarising the project's progress in all the Component's activities (for detailed information cf. Annex 1) but rather take a more general look at the project's policy dialogue, outreach and visibility efforts.

Policy dialogue: The Deputy Team Leader took part in two working groups, established by the Directorate for Economic Planning, for the development of the CDS and the SIS as well as the Action Plans for both strategies. Also, the project provided support to the development of a Baseline Study in the context of the EC funded entrepreneurship training project. A study tour

¹⁷ The newly designed website (<http://www.zzrs.net/index.php/>) is oriented towards unemployed persons who are actively searching jobs and companies that are providing vacancies. It contains new features in comparison with the current website (<http://zzrs.org>).

to Frankfurt was organised in October 2010 in which top managers of public employment services participated. The representatives of international organisations commonly stated that the project has been very active in engaging in dialogue with a view to share experience and “good practices” and in aiding other projects with advice and support – technical and strategic alike.

Outreach: With the Mobile Unit the project pioneered an approach in the region and there are reportedly plans in other countries to also offer this service.¹⁸ Until January 2011 the project organised 25 Mobile Unit visits in 21 municipalities in the Federation and the Republika Srpska, which reached out to more than 3.100 youth. However, looking at the actual job placements only a handful was realised in more remote areas in BiH (cf. Annex 2a and 2b).

Project visibility: The project receives good attention in all major media in BiH, which is partly facilitated by the network to media outlets of one of the local partners, and efforts are being made to further increase its visibility. Project deliverables (training material, handouts, website, etc.) usually feature the Swiss and Austrian ensign but the project’s corporate design is not entirely stringent and uniform. Following our meetings during the field missions we assess that the project is, among the vast majority of the interviewees, known as a Swiss (rather than Austrian) funded project; occasionally it was referred to as GOPA project. However, measuring the level of awareness of YEP by the public is beyond the scope of this assignment and would have to be subject of a media analysis. While much of the project’s visibility stems from the activities of the two private employment agencies, some of the interviewees were of the opinion that posao.ba and – to a lesser extent – Spektar are able to capitalise on their involvement in YEP for their own marketing purposes (the promotional material that is used by the Mobile Units promoters, for instance, stems basically only from posao.ba; contacts that are established with employers increase their client base). There is the perception that the local partners were able to sharpen their own profiles in the market much more than the one of YEP or SDC or ADC since they were in closer contact with the project beneficiaries, employers, schools, and youth.

Component Objective	Assessment of the Component
Through appropriate dialogue, coordination of activities and through subsequent evaluation and dissemination to all key stakeholders, youth employment	The project has been delivering a host of activities in this Component and managed to bring about specific policy changes (cooperation between private/public employment agencies, CDS/SIS documents). The mix of activities, however, lacks a coherent link with the

¹⁸ The Mobile Unit – a van with a special YEP finishing that was purchased jointly by YEP and posao.ba – visits towns and villages, including in more rural areas, cooperates with schools and employer, informs youth about open positions, teaches them how to apply for a job or how to write a curriculum vitae, and offers the opportunity to apply for some vacancies on the spot.

policy in BiH is positively influenced.	<p>Components 1-3, which as a consequence does not allow discerning its impact.</p> <p>In a forthcoming phase more should be done in sharing project successes with policy makers beyond the areas in which the project is active, particularly in the Federation.</p>
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3.3. Efficiency of resource use

The contractor uses the standard SDC financial reporting template that does not directly attribute human resource – i.e. expert – costs to the project Component for which the human resource inputs were utilised. It is thus neither possible to provide an accurate breakdown of the costs for each Component nor to make sound comparisons of resource use among the Components. Our assessment of the efficiency of resource use is therefore based on the reports we reviewed and the information we obtained from our interview partners.

We single out selected aspects to assess in particular the extent to which YEP uses the least costly resources possible in order to achieve the desired results.¹⁹

Local partners provide a significant part of the overall services and activities of the project: The four local partners are predominantly active in Components 1-3 of the project. Their remuneration amounts to approximately CHF 600.000 or 20 % of the total project funds.²⁰ There is widespread agreement amongst the project stakeholders that the service provision by the local partners is a key factor of the project's efficiency. Furthermore, there is consensus that the deployment of only individual – local – experts would likely decrease on the quality of the project: the local partner organisation can draw from a larger resource pool and can better assure quality. To underline its commitment posao.ba co-financed the acquisition costs of the van (Mobile Unit) thereby reducing the financial input of the project.

Performance contracts govern the delivery of services by the local partners: The services of the local partners are rendered on the basis of performance contracts that are negotiated between them and the YEP team. The contracts, which were concluded for a minimum period of six months and were subject to renewal upon successful performance, provide to be a functional tool to steer the service delivery of the local partners. For instance: both private recruitment agencies achieved more than the planned placement targets as set in the first two contracts. This

¹⁹ The correctness and appropriateness of the use of funds was subject of external audits and is thus not part of this evaluation assignment.

²⁰ Additional CHF 155'000 is budget for services rendered by individual local experts and other local NGO partners.

reduced the average placement costs²¹ from approximately KM 670 to KM 565 (posao.ba) and KM 700 to KM 655, thereby increasing relative efficiency of this activity (cf. Annex 3). The indicators available at the time of writing this report suggest that if placement activity is kept at a steady level, these averages will further decrease until the end of the project, which is encouraging. A second glance, nonetheless, reveals deficiencies of this collaboration: the local partners only need to realise a job placement and no other “qualities” must be achieved (such as type of the job, duration of the contract). Some stakeholders voiced their concern that there have been deals between the local partners and employers to facilitate job placements. The YEP team therefore stepped up their efforts to monitor the performance contracts and to validate all reported job placements – which is a time consuming and costly. Also, growing competition between the local partners to realize as many placements as possible resulted in tension; they had to be resolved by the project with the drafting of cooperation guidelines.

Flexibility to adapt the work plan and to reallocate resources into more efficient activities: The project has proven its vigilance to monitor the use of resources, to cease inefficient resource use once and where identified, and to reallocate available resources to more efficient activities. This is best exemplified by the changes in Component 2 in which, for instance, the entrepreneurship training – that yielded only little results – was eventually changed into job motivation training. Out of 85 unemployed persons who received training approximately one third was able to successfully apply for a job – with lower costs compared with the entrepreneurship support. Another example is the women entrepreneurship training, organised by the City Development Agency (CIDEA) of Banja Luka, which the project supported with inputs to the training programme and a grant of KM 4.650. Seven out of 30 young women who participated in the training eventually set up new businesses.

YEP team and beneficiaries are sharing project outputs: The project has sought to scale up the project’s impact e.g. by sharing the manuals that were prepared under Component 1 with the YERP project and a secondary school in Milići. The Pedagogical Institutes in Tuzla and Brčko intend to roll out the Career Management Programme in the entire Canton / District. Other efforts: proMENTE offers the entire Career Management Programme as download on http://www.mojakarijera.com/za_nastavnike.

Backstopping services provided by GOPA: The remuneration of GOPA’s backstopping amounts to approximately CHF 180’000, which includes fees for HQ staff, HQ administration costs, as well as travel and allowances for field missions. The backstopping services include technical and administrative support to and liaison with the YEP team in Sarajevo, contract and financial management. The services provided by local experts and the local partners are primarily administered by the project assistants in Sarajevo. While the financial statements transparently show

²¹ Average placement costs = (SUM remuneration per performance contract) / (SUM target placements).

the use of resources, there are no detailed / concrete records of the actual backstopping services that were rendered by HQ staff.

Mixed feedback as regards the deployment of short-term experts: The interviewees assessed the quality of the local experts and the services they rendered commonly as very high, whereas the international experts were qualified as good. Some concern was voiced with regard to the relatively short presence on-site of international experts, which limits the possibility for the project stakeholders to benefit from their knowledge and experience more directly and profoundly.

In light of the above proxy indicators we conclude that the resources – funds, human resources, time and expertise – were generally utilised strategically with a view to achieve the expected results and outputs.

3.4. Impact

In this chapter we aim to assess whether and to what extent the programme has achieved its goals and wider objectives. Due to the vague formulation of the specific objectives and since the project is ongoing we are unable to make a conclusive assessment. We thus follow our approach and highlight selected key issues.

The project succeeded in a number of areas by:

- facilitating dialogue and partnership between private and public employment agencies;
- improving capacity and processes and changing perceptions in the public employment services;
- realising work placements of hundreds of unemployed youth;
- and shaping policy documents towards recognising youth unemployment as key challenge for BiH.

Even though the long-term impact of these successes cannot be measured at this stage, they have the potential to produce change.

The project did not reach out *strategically* to specific vulnerable groups among unemployed youth, the main reasons of which we explained in the beginning of this chapter. However, the YEP team was prudent in considering gender or minority issues in its work. This is proven with the project's engagement with non-governmental organisations that are active in women entrepreneurship, Roma issues or drug work. It also sought to ensure that women and men are equally represented in the project activities.

3.5. Sustainability

YEP is ongoing and no conclusive statements can be made yet about sustainability, i.e. whether the benefits of YEP are likely to continue after its completion. Our assessment is thus based on the current level of commitment and ownership of the local stakeholders, institutional and capacity development, and availability of financial resources to fund the different activities.

Ownership / policy support: The participation and ownership of the stakeholders has been assured and all participating pilot schools and public employment services are committed to contribute to the project's success. The Pedagogical Institute in the Tuzla Canton, for instance, intends to implement the Career Management Programme in all secondary schools and the RS Public Employment Bureau plans to open Job Clubs in all its branch offices at municipal level.

Institutional processes: The signing of memoranda of understanding between the private and public employment services must be assessed positively. However, the evaluators are of the opinion that this collaboration still rests very much on the persuasive power of the project, particularly the Team Leader. Only when it becomes clear that this public private partnership yields benefits for both will such collaboration be maintained. The partnership must thus be progressively enhanced by concrete collaboration (database exchange, organisation of joint events) and – ideally – joint success in placing young people into jobs.

Financial resources: In general, the financial resources that are at the disposal of the public employment services in the Federation and the RS are reportedly inadequate to cover the services. In many offices this is exacerbated by low staffing levels and inadequate office space, as suggested by the public employment service staff we interviewed in the course of the field mission. This general resource problem needs to be addressed by the respective Entity governments and is (other than in the context of Component IV) entirely beyond the scope of YEP. It must be noted positively that the project undertakes to design activities and programs that are principally “affordable”. There are problems as regards the availability of financial resources at some pilot schools, which stated that without external support they would be unable to print sufficient numbers of the training material for the Career Management Program. Concern was also voiced that the staff constraints in the public employment services must be overcome in order to make resources available to run the Job Clubs. An explicit commitment by Entity or Cantonal authorities to allocate financial resources to sustain the project's activities still needs to be secured. Against this background further measures need to be undertaken to ensure financial sustainability.

Capacity and institutional development: Capacity building measures, mainly through staff training, have been administered inconsistently in public employment services in the Federation

and the RS and the level of training varies from office to office.²² Top management of the public employment services in Sarajevo and Banja Luka have reiterated the need for staff development and performance improvement, particularly in light of inadequate resources, so that the available resources are spent most efficiently and effectively. The interviewees stated that the training inputs provided by the project were fitting into and complementing already existing training plans developed by the public employment services. The institutional changes in the PEB in Banja Luka (e.g. separating incoming clients, reception area) have already been implemented and there are plans to do the same in municipal offices.

Based on the above we conclude that there is high probability that the activities and measures introduced by YEP would be continued to be implemented following the project's closure. We note that the YERP project (cf. 2.4.2) has the *potential* to contribute to the sustainability since its interventions are very similar to the ones of YEP.

3.6. Project management arrangements

The difficulties that the project experienced in the inception phase were eventually overcome by spring 2009 and, since then, the project has been managed in a very professional manner, with timely delivery of the activities and outputs. The YEP team monitors project performance closely and has the necessary systems in place. This enabled the project to take swift remedial action when problems occurred.

The cooperation between the YEP team and SDC and ADC are reportedly very positive and there has been continuous contact, though to various degree of intensity and depth, since the project start. However, the contracting agencies are informed regularly about the project's progress *ad hoc* (personal meetings or e-communication), in the Steering Board meetings and with the monthly and annual reporting.²³ In this context it is noteworthy that the Credit Proposal only states that SDC and ADC are responsible for "overall monitoring" of the project without further specification. There are no formal monitoring reports of SDC or ADC that the evaluators were able to review. These factors have led to a situation in which the project has been operating autonomously and has been taking decisions – e.g. as regards the change of focus of Component 2 or the replacement of experts – independently.

The YEP internal relationships appear to be exemplary – as far as the evaluators can observe this. There has been a progressive transfer of responsibilities towards the Project Assistants who, in addition to their administrative tasks, are each managing one project Component under

²² A Blueprint report and Training Needs Analysis Reports that were drafted by YEP provide additional information and insights into the current state of affairs in terms of capacity development in the public employment services in the Republika Srpska and the Brčko District.

²³ Contrary to the actual project reporting the Credit Proposal (cf. page 5) foresees semi-annual operational reports and financial statements as well as annual operational and audited financial reports.

the guidance of the Team Leader. In the long run this approach may lead to administrative bottlenecks, i.e. when Project Assistants focus more on the content of the Components. There appears to be a good understanding of the roles and responsibilities of all team members and the project receives very good support from its local partners.

The project governance rests mainly on the Steering Group, which convened five times as of February 2011. A rulebook regulates the composition, responsibilities and competences of the Steering Group. The project receives full support of the Steering Group members (and more broadly speaking of all government and school officials). However, based on the review of Steering Group meeting notes it appears that the Steering Group does not engage much in steering the project strategically; a reason for this could be the fairly large composition of the board.

The stakeholders particularly appreciate, in comparison with other donors, the approach and flexibility of SDC and ADC both in the design and implementation phases of the project. There is high esteem for the true partnership approach, as opposed to “dictating” what needs to be done, which allows the stakeholders to engage in the project and to contribute with both criticism and ideas to successful project implementation.

According to the YEP team in Sarajevo and based on the financial reports we reviewed it appears that GOPA Consultants and the local partners provided the inputs and resources needed for effective project implementation, including project assistance, office and equipment, timely transfer of funds.

The backstopping services rendered by GOPA are budgeted with fees amounting to approximately CHF 147'000 or 4.9 % of the total budget; including e.g. travel, per diem, and communication costs the amount increases to approximately CHF 250'000 or 8.3 % of the total budget. The fees for financial administration at HQ level (project accounting, invoicing) are budgeted with CHF 31'000. In light of the sizable administrative and backstopping costs the actual services rendered by GOPA should be documented more transparently.

4. Conclusions

The evaluation team considers that the project achieved remarkable results in the three core Components and has thereby laid the foundations to further develop and expand the project interventions in the second phase.

The evaluators identify the following lessons learned:

- A key feature of the project's success has been its approach to involve the project stakeholders, beneficiaries and other relevant organisations in the planning, design and implementation of the activities. This started with the participatory design process and continued throughout the project with workshops or needs assessments. The continuous and transparent dialogue that the project established also contributed to establishing an enabling environment.
- The technical competence and institutional experience, seniority and personal yet programmatic approach of the Team Leader provided immense credibility to the project. Several interviewees were of the opinion that the combination of “hard and soft factors” was critical in securing commitment and collaboration by the beneficiaries.
- The practice of delivering the project in cooperation with and through local partners provides the project *inter alia* with good access to the project stakeholders and beneficiaries; a more cost efficient means of delivering services; and the opportunity to develop local capacities and skills. The approach to grant the local partners considerable autonomy in the design and implementation of the activities, thereby recognising the professionalism of the local partners, and backing this up by defined performance targets and close monitoring, contributed to ensure their commitment and service quality.
- Capacity building and institutional reform are critical elements to ensure sustainability of the project intervention, even though their immediate impact is not verifiable.
- A flexible approach enables the project to align its activities in light of changing circumstances where and whenever this is required. Such flexibility has the potential to contribute to enhance the project's relevance, effectiveness, efficiency and impact.
- Continuous and formal communication and monitoring mechanisms are required to ensure that the project and the contracting agencies operate on the basis of the same project vision. Shifts in policies, priorities and expectations from the contracting agencies need to be communicated without delay to the contractor and the delivery team on-site and accompanied with appropriate measures (*inter alia* project internal meeting, updating logical framework and/or work plan, changing the reporting content and/or cycle, eventually revising the contract).

5. Recommendations

The project stakeholders repeatedly expressed their wish that the project would be continued in a second phase with the aim to “further develop and finalise” the work that has been started in the current phase, thereby capitalising on the experiences made in piloting the activities and on the established positive working relations.

The following recommendations, some of which are the result of our intense dialogue with project stakeholders, suggest action that the evaluators believe should be taken in the forthcoming project phase to address the challenges in the field of youth unemployment and labour market reform.

Horizontal Recommendations:

- *Continue collaboration with private employment agencies:* The job placement activity of YEP has become a key feature and driver of the project and assisting hundreds of unemployed into jobs is an achievement in itself. Also, the collaboration between the public and private employment agencies has developed momentum and has the potential to be expanded in the forthcoming YEP phase. We thus recommend that the collaboration with the private employment agencies be continued, albeit with more stringent performance targets. At the same time we emphasise that it is and remains the sole strategic choice of SDC whether it accepts that profit-driven organisations directly benefit from SDC funds. *If discontinued* we recommend that specific placement targets are established in the work of the public employment service “model offices” (see below).
- *Continue setting concrete performance targets:* The performance targets, particularly as regards the job placements in Component 3, are an important factor in the project and the commitment to achieve the targets has never wavered. Monitored correctly the performance targets are a means to enhance transparency and accountability. They positively influence the efficient use of project resources. Conversely, they are placing pressure on the implementing partners to deliver and an associated risk of unintended consequences/incentives. As regards the performance contracts for job placements (see above) the practice of rewarding mere placement should stop. We recommend that measures, other than vigorous monitoring, are installed that are adequate in mitigating risks. Such measures could include (separate or combined): bonus payment (the longer the job tenure of the youngster, the higher the bonus payment); minimum placement duration (obligation to assist in job brokering for every person who loses within four weeks the job she/he was placed into without extra cost).

- *Establish credible coordination and cooperation mechanisms:* Several donors have identified education and labour market reform as key fields of their interventions. As a consequence, there are several similar type projects and reform efforts currently being implemented in BiH. Whilst we assess the project engaged in formal and informal coordination – on a project / operational level – this has not been underpinned on the donor / strategic level. We therefore recommend that the SDC engages more actively in a dialogue with its international partners – in particular the UNDP and the EC – with a view establishing meaningful donor coordination in these policy fields.
- *Discuss the feasibility to design more distinct interventions in the two Entities:* Policy measures that are supported at government level in the RS are likely to be implemented throughout the entire Entity. With the same input, quality and level of effort more impact can thus be achieved in the RS than in the Federation, where many competences are devolved from the Entity to the Cantonal and municipal levels. It would be rational to shift resources where they yield more return; applied to this context it would mean to focus on working (only) in the RS. In the context of Bosnia and Herzegovina this bears, however, significant political risk. In light of these considerations we recommend that the activities and approaches are designed taking into account the different Entity governance structures and legal framework. This may imply in the Federation to work more on Cantonal level or investing more effort into policy dialogue and coordination (facilitating inter-cantonal cooperation).

In the following we present our recommendations to feature more Swiss specific expertise in the forthcoming project phase:

- *Consider governance as distinct Swiss input into BiH:* Particularly the Federation has an immensely complex administrative structure and cooperation between and coordination among the Cantons continues to be poor. It also makes any reform effort a challenging undertaking. The evaluators recommend that Switzerland, with its experience as highly decentralised country, should seek to capitalise on this and support improving governance in BiH. In the context of YEP this could include enhancing the capacity and processes to foster collaboration among the Cantonal Employment Services. Organisations such as the *Verband schweizerischer Arbeitsämter (VSAA)* or *Arbeitsmarktbeobachtung Ostschweiz, Aargau, Zug (AMOS)* – a joint undertaking of ten cantonal employment services – could serve as model organisations and play a supportive role for the project.
- *Consider applying a subsidiarity approach:* A future contract should include the requirement that the contractor would have i) to first seek to identify / deploy Swiss expertise (in the form of consultants / programs / organisations) that are being transferred to BiH or ii) to *ex ante* give reasons why such Swiss expertise cannot/shall not

be deployed. Such a process could help increasing Swiss know-how transfer in the project implementation while at the same time ensuring that only know-how and expertise that is relevant and applicable for the BiH context is delivered.

- *Clearly define the ambiguous term “Swissness” and its significance for YEP:* It is a legitimate interest for a donor such as SDC to ensure that genuine national expertise is made available to the project’s beneficiaries. However, SDC must clearly define its expectations in order to enable the project to take appropriate actions by establishing partnerships with Swiss organisations, identifying Swiss experts, or organising exchanges between YEP beneficiaries and their Swiss counterparts. The current ambiguity resulted in an unpleasant situation in which the contractor and the YEP team on-site were unclear about SDC’s expectations and how to meet them.
- *Continue marketing “Swissness” as a particular approach to development cooperation:* Following our discussions with project stakeholders we are of the opinion that the specific approach of SDC, namely collaborative and participative project design, flexibility, reliability, innovation, which were commonly appreciated by our interview partners, should be marketed as the “Unique Selling Proposition” of Swiss development cooperation.

Recommendations as regards Component 1:

This Component contributes to the reform of formal vocational education and training in BiH. Whilst our review confirms that the project’s work in the pilot schools is positively assessed by the project stakeholders, we are – at this stage – of the opinion that this Component should be discontinued in the forthcoming project phase. We are guided purely by considerations of donor coordination and alignment with SDC’s Cooperation Strategy and thematic focus in BiH and are mindful of the impending impact evaluation. Without foreclosing the strategic decisions of SDC, i.e. whether to continue to invest into the formal VET sector, we formulate our recommendations for Component 1.

- *Undertake an in-depth evaluation of the impact of the Career Management Programme and a strategic analysis of the pros and cons to further engage in this sector:*
 - If *continued* we recommend that the Career Management Programme is updated in terms of content and process based on the results of the impact evaluation and a debriefing workshop, in which the ideas and suggestions of the six pilot schools (teachers, pedagogues, headmasters, and pupils) are being shared and discussed. For instance: it may be advisable to bring the Career Management Programme forward, and include maybe even primary schools.

We also recommend that the findings of UNDP's research on life skills and competences²⁴ are incorporated to the extent relevant.

- *If continued* we recommend that the programme is enriched with a module in which parents and pupils and schools define jointly, possibly with the support of the respective public employment service, an education and career plan.²⁵ Such a module could lead to raising awareness of education and career issues among parents and to taking more responsibility in supporting the education and career development of their children.
- *If continued* the project should build up on its positive experience in supporting school-based firms, which are a means to increase job experience and entrepreneurial skills. The lack of working experience of school leavers has commonly been referred to by the interviewees as one of the main obstacles to youth employment. It would be recommended that efforts are being made to identify entrepreneurs to act as “mentors” for such firms with a view to bring pupils in contact with and learn from employers. This input could contribute to implementing the *Strategic Directions in Development of Education in BiH with Implementation Plan for 2008-2015*.
- *If continued* we recommend furthermore that very close cooperation is established with the key actors in the VET sector, the European Union and UNDP in particular, which could result in different measures: covering schools that are not covered by other donors; focusing purely on the “soft skill” and “career” themes of curricula development in VET (in line with the modular approach that is currently advocated for in BiH, cf. 2.4.3).
- *If discontinued* we recommend that the resources that were developed by the project and lessons learned during the design and implementation process of the Career Management Programme are actively shared with third parties (EU VET and UNDP YERP project in particular) and other (potential) beneficiaries (pedagogical institutes and schools in other Cantons and/or municipalities). Mechanisms should be designed that ensure that the project outputs are incorporated into other reform efforts, particularly of the EU and the UNDP.

Recommendations as regards Component 2:

The Component focuses on the provision of training to unemployed youth, offered *inter alia* in Job Clubs in public employment services, to help them (re-)enter the labour market.

²⁴ *Identifikacija životnih vještina i ključnih kompetencija*, UNDP BiH, 2010 (draft version)

²⁵ The education plan concept is utilised in Denmark, where parents risk losing child benefits if they fail to engage in developing such education plans with their children. See *Jobs for Youth – Denmark*, OECD, 2010

- *Focus on expanding Job Clubs throughout the Entities:* Job Clubs have been identified across Europe as an appropriate tool to (re-)activate unemployed youth for the labour market, not least due to its approach of counselling young job seekers in small groups / individually, which allows to engage in a constructive partnership. The experiences made thus far in the pilot Job Clubs and the commitment by the beneficiaries to offer this service more universally suggests that Job Clubs are expanded in both Entities. We also recommend that close cooperation is maintained with UNDP so as to align the intervention logic of Job Clubs and CISOs (cf. 2.4.2). At the same time we recommend, in order to increase sustainability, to discontinue supporting the provision of such training outside the Job Clubs. Instead, we recommend to:
 - *Consider possibilities to integrate Job Clubs also in the Skills for Jobs project:* The delivery of motivation and career skills training should be integrated into the *Skills for Jobs* project. For instance: the planned quality label for education and training providers could be dependent on the provider's ability to render such motivation and career skills training.
 - *Consider designing Job Club programmes for women and/or specific vulnerable target groups:* YEP has undertaken efforts, albeit not systemic, to assist vulnerable youth. In the forthcoming phase we recommend that the project offers rounds of Job Clubs aimed only at women and/or specific vulnerable persons.
 - *Consider the opening of "Ability Centres" for young persons with disabilities:* For the forthcoming YEP phase a focus could also be put on youth who have a persistent disability or illness and who require assistance with employment-related issues. The governing idea of such "Ability Centres" would be to identify and develop the specific abilities persons have, i.e. to shift the focus away from the disability that is a barrier to employment. Several reasons lead us to this recommendation: i) Comprehensive legislative frameworks exist in both Entities, though different in scope and philosophy, regarding the employment of disabled persons and employers' legal obligations. ii) Stakeholders expressed their need for technical assistance to put the legislative framework into practice. iii) Lastly, the Team Leader of the project has proven experience in establishing such ability centres from previous assignments in South East Europe.

We are mindful, however, that such "Ability Centres" and the placement of persons with disabilities require a different type of strategy and different placement personnel. An assessment would have to be carried out whether such

an “Ability Centre” could be implemented within an existing project activity – e.g. the Job Clubs – or as new/separate project intervention.

- *Extend Mobile Unit operations into the Republika Srpska and Brčko District:* The Mobile Unit has become a key feature of the YEP project. Its operations are currently restricted to the Federation. In light of the recently signed memorandum of understanding between the RS PEB and posao.ba, Mobile Units should also operate in the particularly in the rural areas of the RS. With a view to avoid bottlenecks the purchase of a second Mobile Unit needs to be considered.

Recommendations as regards Component 3:

- *Continue to support systemic institutional reform of public employment agencies:* The project has supported public employment services in introducing new processes that improve organisational performance. This has been achieved in particular in the Republika Srpska by introducing a reception area to separate unemployed persons seeking only passive measures from those seeking active measures, by carrying out management training to senior staff and managers, and by overhauling the website of the employment service. During the evaluation stakeholders expressed that such systemic support is greatly demanded and appreciated.

In supporting institutional reform and performance growth different options – or a combination thereof – are at the project’s disposal.

- *Shifting focus from the supply towards the demand side of the labour market:* The problems and challenges of the labour market in BiH have been repeatedly assessed and revealed many different fields that require improvement and reform. Improving the quality of service delivery of the public employment services and shifting attention towards the demand side of the labour market by applying active labour market measures are instrumental in this context. The current phase of YEP almost exclusively focused in the supply side of the project and we recommend this to change for the forthcoming project phase. For instance: public employment services need to engage in a more pro-active contact with employers by engaging “job scouts” that liaise with employers. Interventions in this regard need to be closely coordinated with ongoing and impending EU action (cf. 2.4.3).
- *Expand training in job matching and brokering services:* Targeted job-matching or broking services whereby the public employment services attempt to effect better and/or faster match between employer requirements and job seeker characteristics is recommended. This will require the design of training programs for public employment service staff and it is recommended that the

private employment services are involved in the design and delivery of the training.

- *Consider the creation of “model offices” according to good European standards:* YEP should continue focusing on improving processes and performance of public employment services and their staff by freeing time for mediation and employment activity, establish professional vacancy display, and set targets for employer visiting particularly to gather labour market information. An idea of the YEP Team Leader that he shared in the past months with stakeholders, namely to develop “model offices” in selected public employment agencies at local level, found universal support among the stakeholders. These offices would strive to perform on an above average level and provide best practice for the sector. Coupled with specific performance targets of such “model offices” and possibly special incentives for top-performing units/staff such an approach could serve as a powerful means to kick-start and spearhead larger scale reform.
- *Investing into scientific research to increase knowledge base in BiH and to support the design of evidence based policies and actions:* We encourage SDC to develop tools which help monitoring (i) the long-term impact of their programme activities and (ii) the developments in the field of skilled labour shortage, since only skilled labour is scarce. We present examples of such tools in the following paragraphs:
 - *Design and perform a quantitative longitudinal impact study:* It is undoubtedly a success to place 1.200 previously unemployed persons in a job. It remains, however, unclear how long-lasting this effect is and what the determining factors of long-term success are. Analogue to the TREE²⁶ project in Switzerland, we recommend to use the contact details of the 1.200 newly placed youngsters in order to study their employment paths, i.e. the transition from the first employment to their future employment. This information could help further sharpening the job placement programme and – more long term – the placement measures of the public employment services. In addition, it is worth considering including the participants of the Job Club programme into such research. In summary, we recommend – if the job placement programme will be continued – to increase and complement the monitor-

²⁶ The project TRansition from Education to Employment has been interviewing around 6.000 pupils who participated in the PISA-exams in 2000 since the exam took place. It allowed identifying the determining factors in the transition process from education to employment.

ing that is already undertaken by such a quantitative longitudinal study. The requirements (contact details, a certain commitment on behalf of the newly employed) are given and benefit will outweigh the relatively small additional costs.

- *Develop a system to monitor skilled labour shortage:* The occurrence of immense (youth) unemployment, while observing substantial skilled labour shortage, is a serious problem. It is therefore desirable to (re-)educate people in areas where skilled labour is scarce. However, these areas are evolving and there is a need to monitor developments in this regard. In absence of such monitoring there is the risk of a) so-called hog cycles in the labour market²⁷ or b) persistence of education of people in the wrong areas. In order to monitor the medium term skilled labour shortage, it is best to apply the standard labour market model, i.e. by deconstructing both the demand and the supply side in its determinants. While this problem is less severe in Switzerland, Federal Councillor Doris Leuthard still demanded a set of indicators, which help identifying skilled labour shortages. Consequently, Swiss know-how and the labour force survey of BiH²⁸ could be used to provide necessary information both for the job placement programme as well as for the vocational education sector in general. The cost of such a monitoring system depends largely on the amount and quality of the LFS data. In addition, there will be some set up costs in the beginning and – if properly documented and adequately set up – relatively small recurring costs. As this data is likely to be useful to other (non-)governmental bodies, we encourage SDC to seek the dialogue with them before such a system is set up. The practical use of such analysis would e.g. help counsellors in public employment services to better inform their clients on how they can improve their chances in the labour market.
- Technical assistance should be provided to train public employment agencies in the design and implementation of qualitative and quantitative research to monitor outcomes of measures to reduce youth unemployment.

Recommendations as regards Component 4:

- *Enhance advocacy for youth issues with particular focus on youth unemployment:* Youth unemployment received only little attention by state and entity level

²⁷ Training in scarce occupations will only be increased once the problem is acute and by the time sufficient numbers of employees are trained the demand for the occupation has already decreased.

²⁸ The labour force survey exists since 2006 on an annual basis.

governments in recent years. In line with SDC's programme theme of youth and the transversal theme of civic participation we recommend that youth groups are strategically involved in advocacy for youth unemployment and to instigate more policy dialogue and topical focus on the part of governments. Youth groups could play a key role in supporting the public awareness and communication effort of the project:

- *Design and rollout a campaign on youth unemployment:* As referred to above youth unemployment has not been a prime topic in the public debate. Several target groups (including youth, employers, policy makers) and issues (responsibility of employers to offer job opportunities / internships, social and economic long-term consequences of youth unemployment, mobility of youth to find jobs, realising that youth are a disadvantaged group, importance of life-long career guidance, gender issues) need to be addressed to increase awareness. Any such campaign will require research into current opinions and perceptions and – as far as youth are concerned – needs to consider social media, which are increasingly used by youth in their daily communication.
- *Raise awareness of youth unemployment among state institutions:* Closer collaboration is required with the BiH Youth Commission or the RS Ministry for Youth with a view to bring youth unemployment to a more prominent place in the policy agenda.
- *Enhance cooperation with international organisations focusing on youth unemployment:* Youth unemployment has become a concern in many European countries and governments across Europe have designed school-to-work transition programs and implemented policies with the aim of mitigating the risks of school leavers becoming unemployed or bringing youth (back) into work. We recommend that the project enhance its efforts to collaborate with and / or facilitate project stakeholder's access to international organisations and initiatives so as to ensure that BiH has access to research findings and policy innovations on youth unemployment and can tap into existing resources. For instance: the Organisation for Economic Cooperation and Development (OECD) has undertaken a review of the successes and failures of different school-to-work transition schemes in Europe; the EU Salto Inclusion initiative seek to combine youth empowerment with youth unemployment.²⁹

Recommendations to the contracting agencies:

²⁹ <http://www.salto-youth.net/rc/inclusion/aboutinclusion/inclusionunemploymentstrategy/>

The following recommendations are addressed to the contracting agencies and relate to contract and project management.

- *Consider extending the contract with the current contractor / project team:* The stakeholders repeatedly commended the performance of the YEP (core) team on site, which was assessed as a critical factor of the project's success. We thus recommend that the contract with the current contractor be extended and to ensure that the same core team is being deployed again. The risk of contracting a new contractor/team (for instance: losing the project's institutional memory, change in approach, time to build up relationships with project stakeholders) outweigh in our view the probable gains.
- *Establish continuous monitoring of the project:* Our review of the project management arrangements does not reveal any major deficiencies. However, YEP is a complex project which requires continuous monitoring. We recommend that (existing) mechanisms are applied, including continuous updating project planning and management tools such as the logical framework and work plan and internal reviews.
- *Consider a reduction of the backstopping service costs of the contractor:* Apart from administrative and financial services that are rendered at HQ level, the backstopping services by the Project Director / Project Manager include weekly contacts with the Team Leader to discuss project management as well as technical questions if warranted and field missions. The financial reports until October 2010 suggest that the HQ team spent little more than two weeks for backstopping support on site. However, the services are poorly documented and it is therefore not possible to make a sound assessment of the cost-benefit ratio of the backstopping services. For the second phase of the project the evaluators recommend to introduce mechanisms that enhance transparency of the backstopping services. These mechanisms could include for instance: regular backstopping memo prepared by HQ Project Director / Project Manager to SDC; allocating a fixed (reduced) budget of backstopping costs in the contract and keep a retainer budget; in case the contractor needs additional funds, the contractor should be required to submit a substantiated request to receive funds paid out of the retainer budget; it could be considered that approval for retainer funds is given by the Steering Board.

Annex 1: Performance Indicators

Overall Programme Objective: A substantial and attributable contribution in made to the reduction of youth unemployment in BiH.

Assessment: The overall objective (“*substantial*”, *reduction... in BiH*”) formulated in the design phase is unrealistic in light of the project’s pilot character, limited area of geographical intervention and resources that were put at its disposal.

OV Indicators envisaged	Indicators attained
The unemployment rate for marginalised youth in the selected pilot areas is reduced.	There are no government statistics, or indicators or survey results available to measure performance achievement. OECD does not provide BiH employment statistics.

Objective 1: Employability of new entrants into the labour market is improved by strengthening the capacity of the education system to prepare young school leavers to participate in the labour market.

Assessment: At this stage we can conclude that the beneficiaries – ministries, pedagogical institutes, schools, teachers, and pupils – confirmed to have benefitted from the project’s activities.

However, it is too early to assess the actual impact of the program, i.e. whether and to what extent the students who participated in the Career Management Programme are able to benefit from the programme with easier school-to-work transition.

The local partner proMENTE is in the process of developing an impact evaluation, the results of which should be available by mid 2011. The results of the evaluation eventually allow assessing the achievement of the Component’s objective. They will also be instrumental in deciding upon the continuation of this activity in the forthcoming YEP phase.

OV Indicators envisaged	Indicators attained
An approved curriculum is tested and delivered in 4 – 8 pilot schools to provide new entrants to the labour market with the necessary skills.	Based upon a needs assessment and analysis and in collaboration with the beneficiaries in the pilot schools proMENTE developed a curriculum (Career Management Programme, <i>Program Upravljanja Karijerom</i>), which was meanwhile approved. The programme is being delivered in six mixed secondary schools in Tuzla, Vlasenica, Gračanica, Brčko,

	<p>Rogatica and Prnjavor.</p> <p><i>Note:</i> Based upon the initiative of the Pedagogical Institute all schools in Tuzla Canton are planning to introduce the Career Management Programme into their curriculum as of the school year 2011/2012. Brčko District has stated the same.</p>
Number of school-leavers trained in how to prepare for the job market by undertaking an accredited course.	Approx. 1.050 final year students (school year 2010 / 2011) from the six pilot schools have all together 32 class hours dedicated to career development and job search skills. Appropriately trained teachers of different subjects, who incorporated Career Management Programme into their subjects, deliver the program.
Qualitative survey completed.	In July 2009 proMENTE completed a qualitative research on students' and employers' needs and interests. The Final Report was distributed in September 2009.
School based training programme developed.	<p>All teachers involved in delivering the Career Management Programme in the pilot schools were trained in August/September 2010. A school programme and respective teaching material was developed and provided to the schools.</p> <p><i>Note:</i> There was consensus among the interview partners in the schools that the training material and Career Management Programme material is of very good quality. It is planned to develop an updated version of the material, based on feedback by the pilot schools and results of the impact evaluation, prior to the school year 2011/2012.</p>
Feasibility study conducted.	Feasibility field trips were conducted in the initial phase by YEP team members and project partners, following which schools were

	<p>selected on the basis of initial interest and feed back received. No formal report other than a mission report was written on this.</p>
Ministerial approval obtained.	<p>In March 2009 the Federal Ministry of Education confirmed its support for the project's concept with suggestions for implementation; Ministries of Education and Pedagogical Institutes also supported the project's concepts and provided important guidelines for project implementation. All advised that technical and/or vocational schools should be selected as pilot schools.</p>
Curriculum for youth employability approved.	<p><i>Background:</i> Schools in BiH enjoy the autonomy and flexibility to design and determine 30-40 % of the curriculum that is taught in the respective school, subject to approval by the responsible Pedagogical Institute, which was granted.</p> <p>The appropriate organs of the pilot schools approved the curriculum.</p>
Trainers trained (specific number to be agreed).	<p>Six Teacher Training Workshops were organised by the project during which all teachers, who will be involved in delivering the Career Management Programme, were provided training on the Job Search modules and received "hands on" training through a series of interactive role-play exercises.</p>
Pilot schools deliver curriculum.	<p>The delivery of the Career Management Programme is ongoing in 6 selected schools, though with delay in the pilot school in Brčko.</p> <p><i>Note:</i> Based upon the initiative of the Pedagogical Institute all schools in Tuzla Canton are planning to introduce the Career Management Programme into their curriculum as of the school year 2011/2012. Brčko District stated the same.</p>

Results evaluated and dissemination report submitted.	At the time of reporting writing (February 2011) a monitoring and evaluation system is being developed by the project partner pro-MENTE. The evaluation shall be carried out in late spring/early summer 2011 and the respective results disseminated in an Evaluation Report in the third quarter of 2011.
A minimum of 4 Careers Resources Units established in pilot schools.	Careers Resources Units were established in the six pilot schools in Vlasenica, Tuzla, Rogatica, Prnjavor, Brčko and Gračanica.

Objective 2: Employability of unemployed youth is improved by improving the outreach to unemployed young people and providing them with the skills to operate successfully within the labour market.

Assessment:

Job Clubs: High demand and interest has been observed in the Job Club in Banja Luka, even though not all young persons who were offered to participate accepted to be included.

More monitoring and research would be required, however, to assess and evaluate the actual impact of the Job Club training.

Training activity: The Component is implemented as planned and the work positively assessed by the trainees.

Even though the Component is implemented as planned and the work of TALDi is commendable, it suffered to an extent from the remodelling of its activities. The job motivation and soft skills training that is offered is conceptually very similar to the one offered in the Job Clubs in the public employment services.

OV Indicators envisaged	Indicators attained
Young unemployed people are provided with the skills and appropriate active measures to be successful in the labour market and improve their chances of employment.	Active measures were introduced by both public and private employment agencies. TALDi designed and delivered on-the-job training, entrepreneurial training and job search skills training. The public employment agencies in Banja Luka and Tuzla started to deliver training in their Job Clubs.

	<p>Other outreach and training programs to unemployed youth by other partner NGOs are ongoing.</p> <p>City Development Agency Banja Luka (CIDEA) delivered entrepreneurial training for young unemployed women.</p> <p>During the Mobile Unit events one-day training in job searching skills was provided.</p>
<p>Number of unemployed youth registered with the employment service.</p>	<p><i>Note:</i> The evaluators are of the opinion that this indicator is not suitable to assess performance of this Component. For mere information purposes we quote current figures in the following:</p> <p>In 2010, 42.985 persons below the age of 30 were registered as unemployed at the RS Public Employment Bureau; as of December 2010 the Federation Employment Service reports 128.060 persons below the age of 30 registered unemployed, which is 35 % of all unemployed.</p>
<p>Number of young people self-employed.</p>	<p>The initial focus on self-employment and promotion of entrepreneurial culture – designed and implemented by the project partner TALDi – was eventually switched to job search and motivation training. 7 of 5 planned training cycles (with planned 12-15 participants) were eventually carried out with 75 participants. The reasons for this change were an apparent lack of seed funding and a consequential lack of interest for self-employment.</p> <p>The promotion of self-employment was eventually taken up again by supporting CIDEA Banja Luka in supporting entrepreneurship training of 30 young women. As of February 2011 seven participants established business.</p> <p><i>Note:</i> A school based greenhouse business in</p>

	Vlasenica offers students the possibility to gain first-hand practical business and entrepreneurship experience. The project supports NGO Nešto Više with herbal business in rural areas.
Promotional events organised with implementation organisation.	Promotional events were organised for the opening of both Job Clubs and the Brčko and Vlasenica Career Resources Centres; round table events were organised in Bijeljina in cooperation with the RS Employment Bureau; 21 Mobile Unit events and four Job Fairs/events were organised by posao.ba in the Federation; including a Job Fair for persons with disabilities.
Contract with implementing organisation.	Performance contracts with specific targets were signed with the local partners posao.ba, proMENTE, Spektar, and TALDi as well as other NGO partners, including a Roma organisation from Sarajevo, Nešto Više, Teledom and CIDEA. <i>Note:</i> The project monitored the service delivery continuously; this required significant resources of the project.
Programme agreed.	This indicator is not suitable. <i>Note:</i> The concrete services to be rendered by the local partners are subject of the performance contract (see above).
Trainers trained if necessary.	Training of trainers for “Job Club leaders” was provided to public employment services and local partners (TALDi and Spektar). Trainers: Banja Luka 3, Tuzla Canton 2; Spektar 3, TALDi 3. 2x5 day training. Job Club training based on UK program.
Programme of 15 courses delivered.	TALDi had two contracts related to trainings, delivering in total 17 courses (including bene-

	<p>ficiaries from rural areas).</p> <p>Ongoing trainings in Job Clubs in Banja Luka (until January 2011 seven groups completed the three week programme); in Tuzla one training group was completed by January 2011.</p>
A minimum of 210 young people trained.	Above target. TALDi trained unemployed youth 170 in total (including one group from Job Club Tuzla), while Banja Luka Job Club trained 70 unemployed young people. Total: 240 young people trained by January 2011.
A minimum of 20% into employment during life of the programme.	Indicator will be measured at the end of YEP. Note: As of January 2011 69 young people benefiting from Component 2 training were placed into employment, which is 28% of those that passed training.
Follow up support service operational.	Job Club trainees are entitled to utilise Job Club facilities and resources for three weeks after completion of the program.
Mobile Careers Resources Unit (Mobile Unit) operations.	A van was purchased by YEP and posao.ba (with 50:50 financing) in spring 2009.
Mobile Unit activity schedule agreed.	<p>Planning agreed annually. Full programme of visits and events providing careers advice, CV writing and job search training has been operations since spring 2009.</p> <p>Until January 2011 25 Mobile Units were organised in 21 municipalities.</p>

Objective 3: Collaboration among private and state labour market service providers is improved by developing the capacity of the public employment service and private providers to deal with young unemployed and to demonstrate active measures, which can improve the employability of young people.

Assessment: Component 3 is well on track and expected outputs and results will be achieved.

Indeed, collaboration between the public employment services and the three local partners – posao.ba, TALDi, Spektar – is reportedly very positive. While several joint events were organised and carried out, more research would be required to assess whether and to what extent there has been skills and knowhow transfer.

For our assessment of the Mobile Units please see below.

OV Indicators envisaged	Indicators attained
<p>Both public and private sector stakeholders in the labour market develop their capacity to deal with the unemployed. Through their partnership a broader and more effective range of support services will be made available to the unemployed.</p>	<p>Public employment services improved their capacity through their new / improved website, joint events with private agencies, new Reception Point in the Banja Luka public employment service, etc.</p> <p>Cooperation agreements were signed between Spektar and RS Employment Bureau, posao.ba and Federation Public Employment Service, and Employment Service of Sarajevo Canton.</p> <p>It is expected that the RS Employment Bureau will sign a contract with posao.ba regarding exchange of vacancies in the near future.</p> <p>Collaboration RS PEB / Spektar (source Spektar):</p> <p>The following events etc. were organised and/or carried out in close cooperation with the RS PEB. In the Human Resource Conference, although not participating directly as organisers, RS PEB general management worked closely in several work-groups. More than 50 workshops organised by Spektar have been carried out in cooperation with RS PEB representatives.</p> <ul style="list-style-type: none"> ▪ Mini Conference on Employment - Bijeljina, 2009 ▪ Job Fair - Bijeljina, 2009 ▪ Job Fair - Pale, 2009 ▪ Employment Days - Trebinje, 2010

	<ul style="list-style-type: none"> ▪ Human Resources Conference - Banja Luka, 2010 ▪ Job Fair - Pale, 2010 ▪ Over 70 Workshops "How To Look For a Job", 2009 - 2011
Number of young people assisted through placement services of public and private labour agencies.	<p>The combined placement target of 1.200 is expected to be reached by the end of the project.</p> <p>Until January 2011 953 of young people have been placed into employment.</p>
Training Needs Analysis Report.	<p>A comprehensive TNA for the RS Employment Bureau was completed in March 2009 and is being used by other donor agencies. The project also delivered a TNA of the Brčko Employment Service. The findings of the TNA are summarised in a Blueprint Report.</p>
Support Programme for target ES operations + minimum 100 days training in ES operations + 10 delegates.	<p>Training delivery is ongoing. Until January 2011:</p> <ul style="list-style-type: none"> - 10 days of training for Federation Employment Service for a total of 93 staff on Development Programme (organisation, management training) - 18 days of training organised for RS Employment Bureau with a total of 134 staff on Training of Trainers, marketing, project management, etc. - 10 days Job Club training for five Job Club leaders. <p>Moreover, distance learning material was distributed. Distance learning materials: Practical Guide for Monitoring & Evaluation in Active Labour Market Measures, Supervisory Manual - Workshops for development of basic skills, Job Club Manual, Interview Skills and</p>

	Counselling Manual, Job Kit – a resource material available on the UK JobCentrePlus website.
Training Programme for targeted ES offices + minimum 100 days training for ten people.	Please see above.
Training programme for private sector agreed / operational.	Spektar and TALDi staff trained for Job Club delivery in summer 2010.
Pilot project identified.	Reception area and Job Clubs in public employment services Banja Luka and Tuzla. Distance learning with public employment services: Please see above.
Contracts agreed with implementers.	Performance contracts are signed with all four partners. The YEP team has taken a cautious approach in this regard and offered only six month contracts that were subject to renewal and extension upon positive performance. As a result and following initial difficulties and concerns about the performance of Spektar, only six month contracts are agreed. posao.ba received a twelve-month contract running.
300 placed in employment year 1.	The two private employment agencies reported 304 placements in the period February-November 2009.
400 placed in employment year 2.	From November 2009 to November 2010 the job placements amounted to 589.
500 placed in employment year 3.	As of end 2010 posao.ba and Spektar reported the 60 placements. Judging upon the past two performance periods it is likely that this indicator will be achieved by September 2011.
Submission to placing ratio 15:1 in first year reduced to 8:1 by year 3	Information to verify achievement of this indicator is unavailable.
Database for monitoring and evaluation developed.	Database developed. Monitoring of placement activity is done directly with the employers on a monthly basis.

Objective 4: Through appropriate dialogue, coordination of activities and through subsequent evaluation and dissemination to all key stakeholders, youth employment policy in B&H is positively influenced.

Assessment:

OV Indicators envisaged	Indicators attained
Youth employment policy development is actively influenced through work on Components 1-3 by coordinating effectively and establishing effective policy dialogue with all major stakeholders.	<p>The project contributed to CDS and SIS development.</p> <p>Positive spreading effects of Reception Point at Banja Luka public employment service, Career Management Centres, website, school curriculum, etc.</p> <p>Mobile Unit is servicing all three Components while also being useful in establishing dialogue with major stakeholders.</p>
Policy directly changed or influenced as a result of YEP activity.	<p>Collaboration between private and public employment services, signed memoranda of understanding.</p> <p>Business processes have changed in Banja Luka public employment service.</p>
Frequent participation at policy dialogue events.	<p>The Deputy Team Leader took part in and contributed to working groups that drafted the Country Development Strategy (CDS) and the Social Inclusion Strategy (SIS) and their respective Action Plans. The documents contain specific measures related to youth unemployment.</p> <p>Annual training plans of Federation BiH Employment Service incorporated YEP activity.</p>
Effective internal / external networking.	<p><i>Internal networking:</i> The stakeholders confirmed that there is good understanding of the project activities amongst the project partners and the YEP team. Regular contact is maintained with the local partners, though more</p>

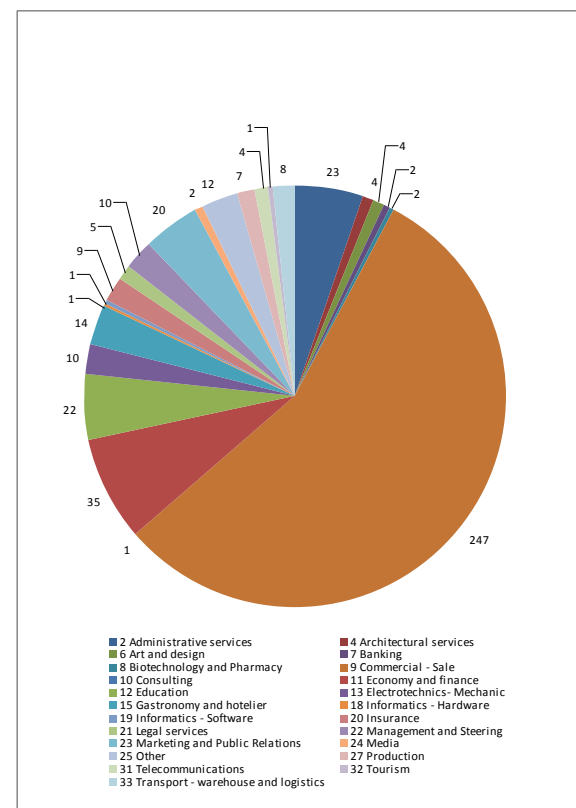
	<p>joint meetings with all local partners would be required. Cooperation and contacts between SDC and the YEP team appear to be little formalised and often scheduled <i>ad hoc</i>.</p> <p><i>External networking:</i> The project undertook a range of activities to foster cooperation and cooperation with youth employment stakeholders, in particular with the UNDP-led YERP project. These contacts were mainly of an informal nature and thus little documented. Several interviewees have commended the supportive and forthcoming approach by the YEP team.</p> <p>The Steering Group is a central part of the external networking. As of February 2011 it convened five times.</p> <p>Other external networking activities include the project website (http://yep.mojakarijera.com/) and the organisation of job fairs and Mobile Unit events.</p>
Positive public relations.	<p>Public relations plans are developed on a monthly basis in cooperation with posao.ba and Spektar. Mobile Unit used for public relations strategy especially in rural and remote areas.</p> <p>Two websites were developed:</p> <ul style="list-style-type: none"> ▪ http://www.mojakarijera.com ▪ http://yep.mojakarijera.com <p>From September 2010 onwards the public relations profile has increased significantly.</p> <p><i>Note:</i> The similar website titles can cause confusion among internet users.</p>
YEP findings influencing long term policy.	<p>The project set in motion policy changes in the public employment services, which are likely to be maintained in the long run, including Job Clubs, new business processes (clients separat-</p>

	<p>ed for active vs. passive measures).</p> <p>School curricula were complemented with the Career Management Programme in the pilot schools with intent to roll this out in Tuzla Canton and Brčko District.</p>
<p>Public employment service priority change as a result of YEP activity e.g. greater profile on matching unemployed to vacancies.</p>	<p>See above.</p> <p><i>Note:</i> The project plans supporting public employment services in setting targets for employer visits. Public employment services websites are designed to service employers by offering them access to posting vacancies and profiles of job seekers.</p>
<p>Improved working relationship between public and private sector.</p>	<p>There has been a progressive build up of cooperation between the private and public employment agencies and the project played an instrumental facilitation role in this regard.</p> <p>This collaboration is exemplified by the signing of Memoranda of Understanding between the public employment services and posao.ba and Spektar respectively. In the Federation an agreement has been reached that database information would be shared. In the Republika Srpska a labour market conference was organised jointly.</p> <p>No progress can be measured as regards the active contact between public employment agencies and employers.</p>

Annex 2a: Job Placement Indicators – posao.ba

By January 2011 posao.ba reported 444 job placements, the vast majority of which were realised in Sarajevo Canton (307) and Zenica-Doboj Canton (30), i.e. the commercial centres of BiH. It is thus not surprising that more than half of all jobs were in the sales industry. Only a mere 10-15 job placements occurred in more remote areas of BiH. The gender ratio is 251 women and 193 men.

	Employment seector	Employed
2	Administrative services	23
4	Architectural services	4
6	Art and design	4
7	Banking	2
8	Biotechnology and Pharmacy	2
9	Commercial - Sale	247
10	Consulting	1
11	Economy and finance	35
12	Education	22
13	Electrotechnics- Mechanic	10
15	Gastronomy and hotelier	14
18	Informatics - Hardware	1
19	Informatics - Software	1
20	Insurance	9
21	Legal services	5
22	Management and Steering	10
23	Marketing and Public Relations	20
24	Media	2
25	Other	12
27	Production	7
31	Telecommunications	4
32	Tourism	1
33	Transport - warehouse and logistics	8
		444



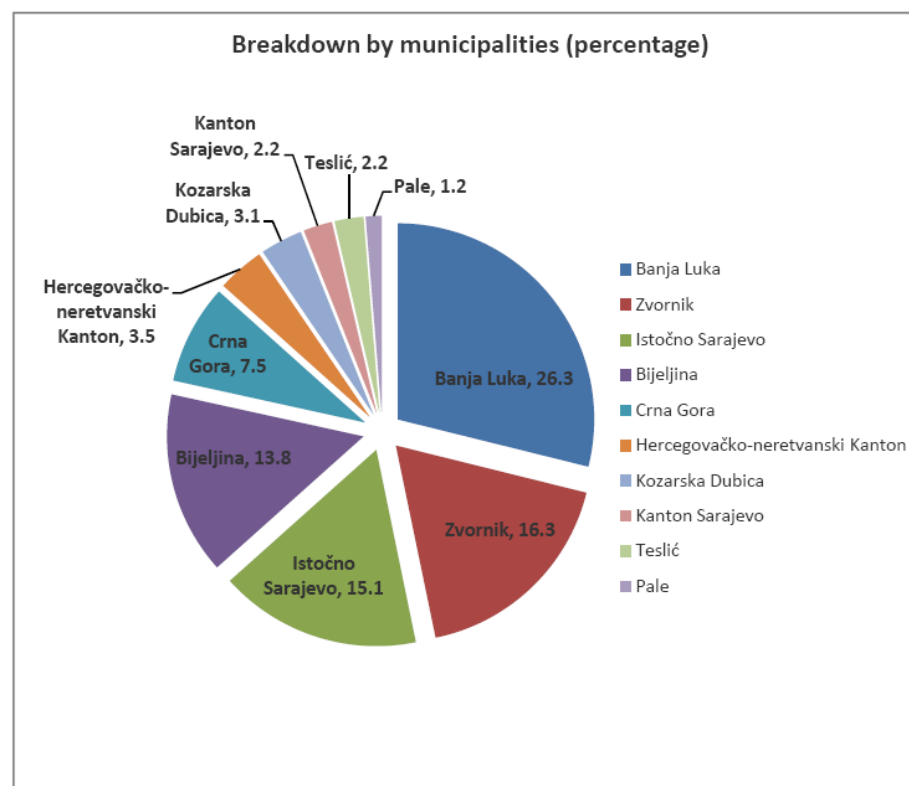
Source: posao.ba

Annex 2b: Job Placement Indicators – Spektar

By January 2011 Spektar reported 509 job placements (gender ratio: 280 men, 229 women) into 105 different companies. Also in the RS more than half of all placements were into sales jobs, though the placements are more evenly spread among different areas in the RS.

Age group	Placements	Percentage
18 - 24 years	315	61.89
25 - 30 years	194	38.11
	509	100

Company	Percentage
Sales	53.9%
Hotel industry	15.3%
Services	11.0%
Construction	7.5%
Production	3.9%
IT	2.6%
Culture services	2.3%
Other	3.6%
	100.0%



Source: Spektar

Annex 3: Job Placement Costs

Development Studio doo, Sarajevo/posao.ba

No	Duration of the contract	PLANNED				ACHIEVED		
		Target	Amount KM	Average KM	Average TOTAL	Target	Amount KM	Average KM
1	03.03.2009 - 03.09.2009	75	61'768.23	823.58		91	61'768.23	678.77
2	04.09.2009 - 04.09.2010	220	136'250.00	619.32	671.25	259	136'250.00	526.06
3	05.09.2010 - 30.08.2011	280	136'250.00	486.61		94*		

* result achieved by 12/2010

Agency Spektar doo, Banja Luka

No	Duration of the contract	PLANNED				ACHIEVED		
		Target	Amount KM	Average KM	Average TOTAL	Target	Amount KM	Average KM
1	09.02.2009 - 09.08.2009	75	61'805.00	824.07		92	61'805.00	671.79
2	12.08.2009 - 12.02.2010	120	74'346.00	619.55	698.21	116	74'346.00	640.91
3	12.02.2010 - 12.02.2011	280	145'572.00	519.90		301*		

* result achieved by 12/2010

Source: GOPA internal data

Annex 2: Interview Partners

Name	Position	Organisation / Institution
Simone Giger	Deputy Country Director	Swiss Agency for Development Cooperation
Mersiha Culjevic	National Programme Officer	Swiss Agency for Development Cooperation
Kristina Milošević	Programme Officer	Austrian Development Cooperation
David B. Blackburn	Team Leader	GOPA Consultants
Ranko Markuš	Deputy Team Leader	GOPA Consultants
Venesa Omerhodžić	Project Officer	GOPA Consultants
Maja Zirojević	Project Officer	GOPA Consultants
Richard Schottdorf	Project Director	GOPA Consultants
Alma Kadić	Researcher & HR Trainer	proMENTE
Sidik Lepić	Researcher	proMENTE
Mersiha Mehić	Project Manager	Posao.ba
Mersiha Mehić	Project Manager	Posao.ba
Benjamin Kadić	Key Account Manager	Posao.ba
Mevlida Kunosić-Vlajić	Director / Consultant	TALDi
Indira Prljača	Manager / Consultant	TALDi
Miroslav Vukajlović	Director	Spektar
Nenad Kovačić	Project Consultant	Spektar
Miralem Sarić	Director	Federal Employment Service
Velida Draško	Advisor to Director	Federal Employment Service
Omer Korjenić	Head of Employment Sector	Federal Employment Service
Snežana Borovčanin	Assistant Director	Employment Service of the Republika Srpska
Gordana Latinović	Acting Director	Employment Service of the Republika Srpska
Razija Majstorović	Sector Manager	Employment Office Canton Tuzla

Sanja Alatović	Assistant Coordinator	Brčko District BiH Office Coordinator at the BiH Council of Minister
Meksud Bećirović	Director	Technical School Brčko District
Senada Cickusic-Sahovic	Director	Mixed High School in Tuzla
Emira Hamidović	School Pedagogue	Mixed High School in Tuzla
Azika Musemić	Professor	Mixed High School in Tuzla
Ediba Pozdarevic	Advisor	Pedagogical Institute Tuzla Canton
Dalibor Zunic	Head of Srbac Office	RS Employment Bureau
Tomislava Graonić	Head of Čelinac Office	RS Employment Bureau
Rajko Kličković	Head of Department	Ministry of Employment and War Invalids of the Republika Srpska
Zoran Dobraš	President	Coordination Board of Organisations for Invalid Persons of the Republika Srpska
Jan Zlatan Kulenović	Executive Director	Youth Information Agency Bosnia and Herzegovina
Goran Tinjić	Country Operations Officer	The World Bank Country Office in Bosnia and Herzegovina
Jadranka Mihić	Task Manager	Delegation of the European Commission to Bosnia and Herzegovina
Džemal Hodžić	Task Manager	Delegation of the European Commission to Bosnia and Herzegovina
Oana Vodita	Consultant	ABU Consult Berlin
Seid Fijuljanin	Consultant	ABU Consult Berlin
Vesna Marinković Vojvodić	Consultant	CIDEA
Vladimir Vidaković	Sales Manager	Maxi Delta Group
Šefika Hasanagić	Expert Advisor	Federation BiH Ministry of Labour and Social Policy
Cvijan Jovanović	Assistant Minister	Ministry of Education of the Republika Srpska
Lejla Tanović	Coordinator	International Labour Office Sarajevo
Marin Ivić	Assistant Minister	Federation BiH Ministry of Education
Radojka Tešanović	Senior officer for labour	Ministry of Civil Affairs
Ljerka Marić	Director	Directorate for Economic Planning, Council of Ministers, Sarajevo

Dean Malčić, Sanja Adžić, Jelena Mutić, Jovana Vučković, Mirjana Stojić, Saša Crnojević	Youth Roundtable Banja Luka	All of them passed or undergoing Banja Luka Job Club training
Adnan Karajdić, Irhad Avdagić, Maja Branković, Milica Simić, Dajana Tomanović and Alma Hadžić	Youth Roundtable Sarajevo	Received different types of assistance through YEP. Refer to Interview notes.
Jasminka Mujdžić and Meriha Harvadžija	HR officers	Interview with employers in Sarajevo
Julia Casutt	AMOS, Manager	Telephone discussion (22 March 2011)
Glenda Quintini	OECD, Labour Economist	Telephone discussion (11 March 2011)

Annex 3: Field Mission Plan

External Review of the Youth Employment Project

24 January 2011 – 01 February 2011

Evaluator / Team Leader:

Mr Harald Meier, +41 76 388 46 41, harald.meier@bss-basel.ch

Evaluator:

Ms Nikolina Obradović, +387 63 311 686; 686nika@gmail.com

Dates	Hours	Program	Evaluator	Contacts	Comments
Day 0 – Sarajevo					
Mon 24 Jan	21:40	Arrival Harald Meier SJJ 21:40 hours Flight VIE-SJJ Austrian - OS 759	Meier	Harald Meier Tel. +41/76/388 46 41	Taxi to the hotel Europa Hotel Vladislava Skarića 5, 71000 Sarajevo +387 33 580 400
Day 1 – Sarajevo					
Tue 25 Jan	08:00	Meeting Meier / Obradović	Meier Obradović	Nikolina Obradović Tel. +387 63 311 68	Briefing Meeting

	09:00	Swiss Agency for Development Cooperation (SDC) Austrian Development Cooperation (ADC)		Simone Giger, Deputy Country Director Tel: +387 33 233 408 Priuša 1 Kristina Milošević, Programme Coordinator Tel: +387 33 667 951 Titova 46/2	SCO Driver will pick up Mr Meier and Mrs Obradović at the Hotel Briefing Meeting
	10:15	YEP Team		David B. Blackburn, Team Leader Maja Zirojević, Project Officer Venesa Omerhodžić, Project Officer Ljubljanska 34 Tel. 033/222 703	
	13:30	Promente Sarajevo		Alma Kadić Sidik Lepić Kranjčevićeva 35, Sarajevo Tel. 033/556 865	
	14:30	Posao.bih Sarajevo		Davor Odošić Benjamin Kadić Mersiha Mehić	

				<p>Bosne Srebrene 55 Tel. 035/228 512/513</p> <p>Ediba Pozdarević, Advisor, Pedagogical Institute Tuzla Canton (to join the meeting at the school) Tel. 061/898-830</p>	
	14:30	Employment Office Canton Tuzla	Meier Obradović	<p>Razija Majstorović, Head of Employment Sector Bosne Srebrene 31 Tel. 035/228-567</p>	Job Club (premises)
	16:15 17:30 depar- ture Tu- zla 20:30	Taldi Tuzla	Meier Obradović	<p>Mevlida Kunosić-Vlajić Indira Prljaca</p> <p>Stupine B13, Lamela B Tel. 035/250-045</p>	
		Day 3 – Sarajevo			

Thu 27 Jan	08:30	Employment Service Federation BiH	Obradović Meier	Miralem Saric, Director Velida Draško, Advisor to Director Omer Korjenic, Head of employ- ment sector/operations Djoke Mazalica 3 Tel. 033/562-915,900	
	10:30	Youth Information Agency		Jan Zlatan Kulenovic Branilaca grada 19 B Tel. 033/209-753	
	13:00	Employment Bureau RS (Pale or Sarajevo)		Snežana Borovčanin, executive director/operations Srpskih ratnika 44, Pale Tel. 057/226-714	
	14:30	District Brčko Office Sarajevo		Sanja Alatović, coordinator Meksud Berbić, Headmaster of Brčko High School Trg BiH 1 (Parliamentary build- ing) Tel. 033/282-960	
	16:15	The World Bank	Meier	Goran Tinjić Unitic Tower (17 th floor)	

				Tel. 033/251 518	
	18:00	Posao.ba	Meier	Davor Odobašić Benjamin Kadić Trampina 2/2 Tel. 033/204 592	
Day 4 – Sarajevo					
Fri 28 Jan	08:45	Austrian Development Coopera- tion	Meier	Kristina Milošević, Programme Coordinator Tel: +387 33 667 951 Titova 46/2	
	10:00	Delegation of the European Commission	Meier	Jadranka Mihić, Task Manager for Health and Education Tel. 033/254-767 Dzermal Hodzić, Task Manager for Labour Tel. 033/254-761 ECD Building	Task Managers responsible for Education and Labour Market and Employment
	12:00	EC Project – Entrepreneurial Learning in the Education Sector in BiH	Meier	Oana Vodita Seid Fijuljanin Cekalusa 2 033/200 950	

	13:30	UNDP YERP Project	Meier / Obradović	Erol Mujanović Titova 28, Sarajevo Tel. 033/563 069 Tel. 061/356-061	
	16:00	YEP Project	Meier Obradović	YEP Team	
Sat- Sun 29-30 Jan	16:00	Day 5-6 (Weekend) – Sarajevo			Day 5: Hotel Europa Day 6: Hotel Bosna Travel: SJJ – BL: 15:00
		Day 7 – Banja Luka			
Mon 31 Jan	08:30	Spektar	Meier	Miroslav Vukajlović Nenad Kovacić Jevrejska 38 Tel. 051/321-930	
	09:00	Ministry for youth and sport	Obradović	Dario Sandić, Deputy Minister Trg Republike Srpske 1 Tel. 051/338-332	Interview did not take place because Mr. Sandić took leave from work.
	10:00	Job Club	Obradović	Dalibor Zunić Tomislava Graonić (EI)	

				Nikolina Lukić Save Mrkalja 14 Tel. 051/228-580	
	11:00	Youth Round table	Obradović	Job club members (6), some of which already found employment	Meeting in the Job Club
	11:00	Delta Maxi Group	Meier	Vladimir Vidaković Jevrejska 38 Tel. 051/321-930	Meeting at Spektar offices
	13:00	RS Ministry of Labour and War Veterans	Obradović Meier	Rajko Kličković, Assistant to Minister Zoran Dobraš, Head of Management Board, Fund for Professional Rehabilitation and Employment of People with Disabilities	
	14:00	CIDEA	Meier Obradović	Vesna Marinković-Vojvodić Krajiske brigade 1 Tel. 051/435-781	
	16.00	Debriefing SDC/ADA	Meier Obradović	Simone Giger Mersiha Culjević	Debriefing Meeting at Hotel Bosna Banja Luka
Day 8 – Sarajevo					
Tue 1 Feb	07:15	Departure Harald Meier – SJJ 07:15 hours	Meier		Taxi pick up at 06:00 hours latest

		Flight SJJ-VIE Austrian - OS 760			
		Day 9 – Sarajevo / tbd			
Wed 2 Feb	11:00	Federation Ministry of Labour and Social Policy	Obradović	Šefika Hasanagić, Employment Sector Vilsonovo setaliste 10 Tel. 033/712-340	
	12:30	Ministry of Education	Obradović	Cvijan Jovanović Trg Republike Srpske 1 Tel. 051/338-461	Telephone interview. It was agreed to send translated interview questions by mail. Mr. Jovanović sent back his answers on Saturday (05.02.2011).
	14:00	ILO Sarajevo	Obradović	Lejla Tanović Country Coordinator ILO Office Sarajevo	
		Day 10 – Sarajevo			
Thu 3 Feb	15:00	Posao.ba	Obradović	Interview with three employers	
		Day 11 – Sarajevo			
Friday 4 Feb	11:00	Council of Ministers, Directorate for Economic Planning	Obradović	Ljerka Marić, Director	
	14:00	Posao.ba	Obradović	Round table with youth	

	16:00	Ministry of Civil Affairs	Obradović	Radojka Tešanović, Senior officer for labour and design, monitoring of projects; Slvaica Vučić Head of section for labour and employment Ministry of Civil Affairs Trg BiH 1, Sarajevo Tel. 033/492-507	.
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Annex 4: Literature

- Credit Proposal Youth Employment Project*, SDC
- YEP Project Document*, GOPA Consultants, July 2008
- YEP Logical Framework and Offer Form*, GOPA Consultants, July 2008
- YEP Inception Report*, GOPA Consultants, January 2009
- YEP First Year Report*, GOPA Consultants, September 2009
- YEP Second Year Report*, GOPA Consultants, December 2010
- YEP Monthly Reports*, GOPA Consultants, April 2009 – January 2011
- YEP selected expert mission reports*, GOPA Consultants
- YEP selected technical outputs developed*, inter alia, in the context of the general programme activities (e.g. training curricula, monitoring reports), GOPA Consultants
- Strategy of Cooperation with Bosnia and Herzegovina 2009-2012*, SDC-SECO
- Länderinformation*, ADA, November 2010
- Bosnia-Herzegovina 2010 Progress Report*, European Commission, November 2009
- Young People Need a Youth Policy – Analysis*, GTZ, 2008
- YERP Joint Programme Document*, UNDP
- YERP Inception Report*, UNDP, July 2010
- Employment Situation Review*, ILO and Council of Europe, 2010
- Draft BiH Development Strategy*, BiH Council of Ministers, May 2010
- Draft BiH Social Inclusion Strategy and Action Plan*, BiH Council of Ministers, June 2010
- Are Sills Constraining Growth in Bosnia and Herzegovina*, World Bank, December 2009
- Federation of Bosnia and Herzegovina – A Parallel Crisis*, ICG, September 2010
- Off to a Good Start? Jobs for Youth*, OECD, December 2010