

Final Evaluation Report
External Mid-Term Review
of the
Education to Employment Project (E2E), Phase 2
(01.2020 – 12.2023)
Serbia



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On behalf of: Swiss Agency for Development and Cooperation (SDC)

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List of Abbreviations

Abbreviation	Explanation
ADA	Austrian Development Agency
AfQ	Agency for Qualification
ALMM	Active Labour Market Measures
CGC	Career Guidance Services
CHF	Swiss Frank
CNC	Computer Numerical Control
CP	Cooperation Programme
CSO	Civil Society Organisation
DAC	Development Assistance Committee of the OECD
DCED	Donor Committee for Enterprise Development
FGD	Focus Group Discussions
GIZ	German International Development Cooperation
HPY	Hard to Place Youth
JIC	Job Information Centre
JPOA	Certification as Adult Education Provider in Serbia
LEAP	Local Employment Action Plan
LEC	Local Employment Council
LFS	Labour Force Survey
LLL	Lifelong Learning
LSG	Local Self Governments
M&E	Monitoring and Evaluation
MoEST	Ministry of Education, Science and Technology
MoLEVSA	Ministry of Labour, Employment, Veteran and Social Affairs
MoYS	Ministry of Youth and Sports
MSD	Market Systems Development (formerly known as M4P = Markets for the Poor)
MTR	Mid Term Review
NEET	Not in Education, Employment or Training
NES	National Employment Service

PIU	Project Implementation Unit
PKS	Serbian National Chamber of Commerce
SCTM	Association of Towns and Municipalities of Serbia
SDC	Swiss Agency for Development and Cooperation
SIPRU	Social Inclusion and Poverty Reduction Unit of Government of Serbia
ToC	Theory of Change
ToER	NES Training on Employers Request
ToR	Terms of References
VET	Vocational Education and Training
VSD	Vocational Skills Development
WBL	Work-based Learning
WebMo	Web-based monitoring programme
ZAVOD	Institute for the Improvement of Education

Executive Summary

The present report summarises the findings of the Mid Term Review (MTR) for the phase 2 of the SDC funded and NIRAS-IP implemented from Education to Employment (E2E) project. The project was launched in 2016 with phase 1, whereas the second phase covers the four-year period from January 2020 to December 2023 with a total SDC budget of CHF 9.25 Mio.

The review team considers **relevance of E2E** to be **high at all levels**: It makes an important contribution to youth employment – on average 10% of newly registered employment in the target regions - responding to the needs of many young people and enterprises, it is strongly aligned to policies and strategies at national and sub-national level and is a key contributor to the Economic Development and Employment Thematic Area of Switzerland's Cooperation Programme with Serbia 2022-25.

Effectiveness of the project is high and most LogFrame targets are going to be overachieved. The M&E system and processes are of high-quality feeding into high quality reports. But reporting tends to be overly quantitative making it difficult to see the full story behind numbers and in particular progress towards achieving systemic changes at different levels. E2E has managed to provide evidence for innovative ways for non-formal education and training through work-based learning (WBL) and has shown the importance of improved career guidance and counselling services. It has built up capacities in local CSO organisations to become brokers of change and service providers for active labour market and career guidance services. However, it is important that **E2E is understood as more than the standard WBL and CGC packages delivered through brokers**, but as a project which has a wide range of important indirect results in different systems and organisations...results which currently remain under-reported.

In terms of transversal themes, E2E makes an important contribution to reducing stereotypes related to different forms of disadvantage, including related to gender, disability and ethnic minorities.

E2E is implemented by a **strong management team stimulating a participatory collaboration and discussion culture, as well as competent team members** with established networks to key partner organisations. The project has a proven track record in leveraging funds from both the private sector and the public sector, leading to up to 50% of WBL trainings being funded by companies and 5 different Local Self Governments (LSG), the latter contributing a total of CHF 117'000 in cash – an amount which would allow to produce 20% of the current output of WBL graduates. This results in a continuous reduction of training amounts paid through Swiss taxpayer money.

While sustainability of results remains a challenge, **E2E has managed to facilitate a range of important enablers for future sustainability**:

- Institutional capacities at the level of broker organisations, but also in key public sector organisations (e.g. NES, MOLEVSA, MoESTD, LSGs) and in a broad range of companies have been strengthened.
- Financial sustainability is facilitated through lobbying and advocacy at different levels
- Key changes in the enabling environment, e.g. changes in key policies, are being induced opening up the space for CSOs to become key actors for the delivery of local employment and labour market related services

The review team is of the opinion that a **third phase should pro-actively be considered**, as it would allow to further strengthen sub-national level employment and labour market alliances, to support the rolling out of key policies currently being revised, to capitalise on upcoming key opportunities (e.g. Youth Guarantee) and to consistently manage for scale and sustainability along a diverse range of systemic change pathways.

In line with the above, our **five main recommendations** are:

- Improve monitoring, management and reporting on different **systemic change aspects and diversify systemic change pathways**

- Further strengthen ***local employment and labour market partnerships and alliances*** (e.g. LSGs, LEC, companies, chambers, brokers, specialised CSOs)
- Continuously invest into a ***strong business case and evidence base*** (e.g. Pirot WBL adaption, STAX WBL adaption, Comparative Study) and use for further ***promotion and advocacy*** at local and national levels
- Establish strong synergies and institutionalise collaboration as part of an ***SDC portfolio approach*** between E2E, SDC VET reform and SDC-ADA PKS support (e.g. joint round tables, jointly financed and implemented activities, joint steering mechanisms).
- ***Pro-actively consider a phase 3*** focussing on strengthening local employment and labour market partnerships and managing for scale through key system actors at local and national level (e.g. NES, MoLEVSA, SCTM, Master Brokers).

1. Background and Introduction

Despite positive changes in the labour market in Serbia and a decline of the official unemployment rate to 10.6% in January 2022 from 20% in 2014, youth unemployment remains almost three times as high with 28.8% at the beginning of January 2022. The share of unemployed youth who are not in education, employment or training (NEET) stands at 16% in 2022. The position of young women in the labour market is worse than for young men. Youth unemployment is especially high in southern parts of Serbia. The Government budget for active labour market measures reaches only 3% of the unemployed (Statistical Office of Republic of Serbia, 2022).

The SDC Project '**From Education to Employment - E2E**', supports the Serbian Government in key reforms in the employment sector. It was launched in January 2016 and was initially designed as a two-phase project combining a contribution to the Social Inclusion and Poverty Reduction Unit of the Government of Serbia (SIPRU) and an internationally tendered mandate won by NIRAS-IP. The project's **main goal** is to *increase decent youth employment in Serbia in a socially inclusive and sustainable way*.

The project has two outcomes:

Outcome 1 (policy level): '*Relevant national and local key stakeholders apply effective and evidence-based policies on youth employment and employability with increased performance capacities and diversified funding portfolio.*' Until December 2021 this outcome was mainly delivered through a contribution to SIPRU, but taken over by NIRAS-IP from January 2022 onwards with SIPRU's mandate coming to an end.

Outcome 2 (piloting and testing at sub-national level): '*Young jobseekers position themselves on the labor market with improved employment promotion measures and non-formal training offers required by the private sector in focus locations and surrounding areas of Serbia.*' This outcome is delivered through NIRAS-IP over both project phases.

In line with the outcome formulations E2E follows a **twofold approach**:

- a. A **top-down** approach aiming to build capacity amongst line ministries and national agencies for evidence-based policy making, implementation and monitoring in the field of youth employment
- b. A **bottom-up** approach focussed on developing, testing and upscaling good practices for youth employment through local level civil society organizations (CSOs) which, in the role of so-called brokers, engage with local public, private and CSO actors.

The Theory of Change (ToC)¹ of E2E is modelled on the assumption that *if companies, public sector and civil society actors collaborate more effectively at sub-national level on innovative career guidance and work-based learning services and can use respective evidence for policy advocacy, and if key national level stakeholders have increased capacities to adapt and enforce inclusive policies based on evidence, then public resources will be used more effectively leading to increased youth employment in target areas and Serbia as a whole.*

The project targets to reach 15'000 young people through career guidance and coaching (CGC) services and train 1300 youngsters through trainings focussed on work-based learning (WBL). Of the WBL graduates, 750 are expected to still be employed 12 months after graduation.² E2E works in 12 out of 29 districts, through local partner organizations (CSOs), called brokers. Six brokers have been part of E2E since phase 1 – the collaboration with one of them has been phased out in 2021 - and three new brokers were phased in throughout 2022. The project's total budget for phase 2 amounts to CHF 12.9 Mio, including counterpart financing from the Serbian government. SDC's contribution for phase 2 was CHF 8.05 Mio, which was topped up in March 2022 to CHF 9.25 Mio.

¹ This ToC follows the review team's own formulation.

² Targets were increased from the original Credit Proposal (CHF 8.05 Mio) targets through an additional credit (CHF 1.2 Mio) agreed upon on the 2nd of March 2022.

Serbia – map of counties and E2E territories

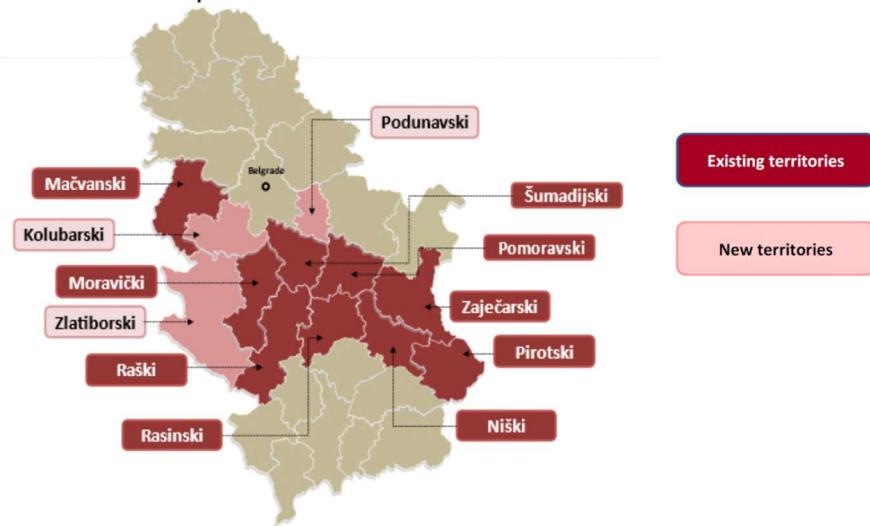


Figure 1: E2E geographic coverage showing existing phase 2 territories and new territories (since 2022)
(source: SDC Additional Credit Proposal, March 2022)

The present Mid Term Review (MTR) is taking place a little over one year before the end of phase 2 at a time when the SDC is fairly confident with the relevance and quality of results achieved by the project. The fact that an additional credit of CHF 1.2 was approved in March 2022 is testimony to that. The main questions for SDC relate to efficiency, sustainability and whether a potential additional phase could deliver additional value for money for both bilateral partners – Switzerland and Serbia - currently co-financing E2E.

2. Objectives and Methodology

The objective of the present MTR is twofold and focuses on:

1. the validation of progress of E2E one year before the end of phase 2 (31.12.2023)
2. providing a deeper analysis of the cost-effectiveness, sustainability potential and replicability/scalability of the E2E approach and instruments, both for the remainder of phase 2 and potentially beyond.

As per the Terms of References (ToR) the evaluation will focus on the OECD DAC evaluation criteria **relevance, effectiveness, efficiency and sustainability**. Annex 1 provides a detailed list of the evaluation questions outlined in the ToR. The evaluation is structured into three main parts:

- Part A focuses on the validation of relevance and effectiveness of E2E
- Part B is to provide a deeper dive into efficiency and sustainability
- Part C is oriented towards the future and makes recommendations for a potential phase 3 of E2E

The review **methodology was predominantly qualitative** in nature and takes place in a spirit of joint learning with SDC Serbia, the E2E PIU and all its implementing partners. A mix of methods was applied during the evaluation process, including:

- **Secondary data review:** Key documents, such as credit proposals, project documents, semi-annual and annual progress reports, as well as other strategic documents, were analysed. **Annex 3** provides a list of the main documents reviewed.
- **Primary data collection:** **Annex 2** shows the stakeholders consulted during the field mission using the following methods:
 - a. **Expert interviews:** Semi-structured expert interviews following an interview guide were carried-out with:
 - SDC Serbia
 - Several NIRAS-IP PIU members

- *Selected Broker Organisations*
- *Selected National Authorities and Stakeholders (e.g. MoLEVSA, MoEST, NES, PKS, ZAVOD, AfQ)*
- *Selected Development Partners (e.g. GIZ, EU, ILO)*
- *Selected employers (STAX, Elektromontaza, Caffe Shop Bas Celik, Association for helping persons with mental disorders)*
- b. *Focus Group Discussions (FGDs):* FGDs were carried out with beneficiaries from both WBL and CGC services and with public and private stakeholder groups (e.g. employers, LSGs, NES representatives, selected primary, secondary and VET schools) in selected target areas
- c. *Field observations:* Observations complemented interviews and FGDs during visits to brokers and companies in the selected target areas.
- d. *Self-Assessments:* SDC Serbia and the NIRAS-IP PIU team were requested to carry out a self-assessment following guidance and instructions given by the MTR team. These self-assessments followed to a wide extent the questions put forward in the ToR and provided a key input into the MTR process.

Annex 4 illustrates the field mission schedule. The mission took place in Belgrade to meet key national level stakeholders, the E2E PIU and SDC Serbia, but also in four different field locations, namely Kragujevac, Kraljevo, Cacak and Pirot. The selection of places to visit and stakeholders to consult was done in coordination with E2E and SDC Serbia and tried to provide an as balanced picture as possible. None of the areas with very recent broker organisations were visited, as experiences within the project were too recent. The review team nevertheless had the opportunity to observe E2E's annual broker workshop event in Belgrade in which all current broker organisations participated.

The present report is structured according to the three parts described in this chapter. For each part, the associated ToR questions are being addressed while also making more generic statements about each DAC criterion. As several of the ToR questions refer to several DAC criteria at the same time, it is difficult to avoid overlaps completely. Several Annexures provide complementary information. The inception report provides some more details on the methodology of the review. In addition, the Comparative Study between the E2E WBL model and the NES Training on Employers Request (ToER) carried out by A. Hilpert and S. Hummelsheim which is being finalised at the time of writing this report provides further and more detailed analysis to some of the questions put forward in the ToR for this review. Where this is the case, a reference to the study will be made – from here onwards referred to as the Comparative Study -, rather than trying to answer the same question again.

2.1 Key Conceptual Issues

This chapter intends to point towards a range of conceptual issues which come together in a project like E2E. They are important in terms of rightsizing expectations of what an SDC funded project can realistically achieve and are intended to support the review of this report. At the core of this is the **ambition to contribute to systemic change** which is part and parcel of most SDC funded projects. While this is an important ambition to have and central to good development work, projects often fall short in **clarifying system boundaries and systemic change definitions**: Which system is a project trying to influence? How does systemic change look like? What are the key change agents? What can an externally funded development project achieve within the lifetime of a project? When is a project's job done and what is the optimal point of exit? While it is very difficult to answer such questions sharply and concisely and while answers to such questions are likely to evolve over time, it is important to keep asking them and continuously reflect and report on them.

There is an inherent conceptualising of systems as predominantly being national and formal. There is also an understanding of aiming to change that 'one and only' system that can be changed to an optimal state of sustainability. At that point, supposedly, the job is done and development interventions will no longer be needed, as local system actors and funders take over. But the reality is far more **complex with several different, often overlapping systems**, some more formal, some less formal, some national, others sub-national. There is no optimal end state which can be achieved at a

specific point in time, as **systems will always be evolving**. The ambition is therefore rather to contribute to an adaptive capacity amongst system stakeholders to which development projects can contribute.

The E2E phase 1 evaluation has used the SDC typology tool to clarify the system – without using the term - to which E2E is to contribute and has stated that E2E is clearly positioned ‘... *as an employment generation program with a focus on Labour Market Integration of unemployed youth ...*’. While this is true in principle, it is important to not lock E2E into a specific box but to underline that E2E contributes to several different systems at the same time. As **a transition project along the continuum from education to employment**, as its name says, it contributes at the same time to the formal and non-formal education system, to local productivity and economic systems, to local and national labor markets, as well as to social inclusion issues. This **multiple contributor function is in our view a key strength of the project** which at the same time increases its challenges, as it must work with a broad range of different stakeholders. Figure 2 below maps the different LogFrame indicators (orange = outcome 1 related indicators; blue = outcome 2 related indicators) of E2E phase 2 onto the SDC VSD typology tool. Marked in yellow are selected SDC funded initiatives to which E2E can contribute and with which E2E can find synergies to leverage results.

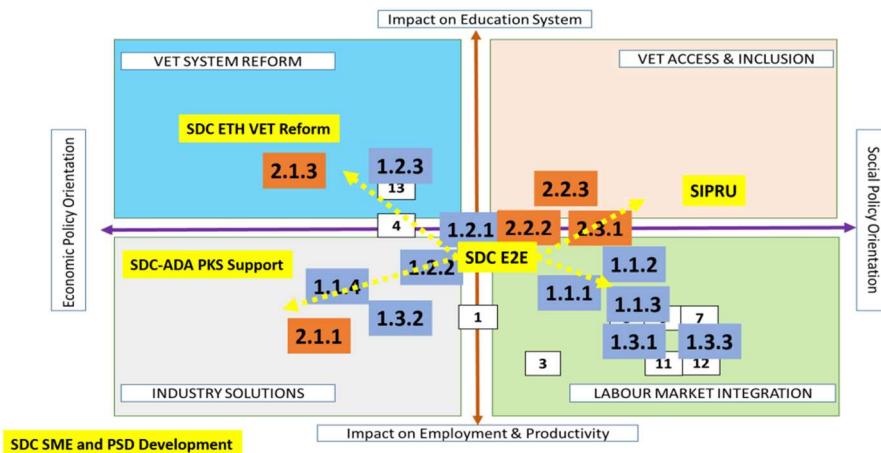


Figure 2: E2E phase 2 LogFrame indicators mapped onto the SDC VSD typology tool
(own graphic based on graphic in E2E phase 1 evaluation report, 2019:21)

As is explained further ahead in this document, an understanding of E2E as **a project at the cross-roads of several different systems and a management of Swiss funded projects in Serbia from a portfolio logic**, rather than an individual project logic will increase performance against most of the DAC criteria assessed in this report.

An interesting conceptual way to look at E2E is in our view provided through a **Market Systems Development (MSD) lens**. Below figure shows the different embedded market systems within which E2E intervenes. The main overarching market system could be defined as the (youth) labour market system with labour demand and labour supply (the core market interaction) being influenced by a range of supporting functions, such as transport, technology, labour market information, job matching, skills development and other functions. An array of formal and less formal rules and norms structure the overarching labour market system, such as for instance youth policies, social norms and economic policies. The job matching function can then be understood as an embedded system where demand for (e.g. by young people) and supply (e.g. by brokers, NES or schools) of job matching services are influenced by a range of separate supporting functions and a set of specific rules and norms. Similarly, the skills development supporting function can be analysed as an own market system with skills demand (e.g. by young people, companies) and supply (e.g. by training providers, companies)

are again influenced by different supporting functions, rules and norms. Such a view may help, in our view, to clarify different system boundaries and to clarify potential systemic change pathways for E2E.

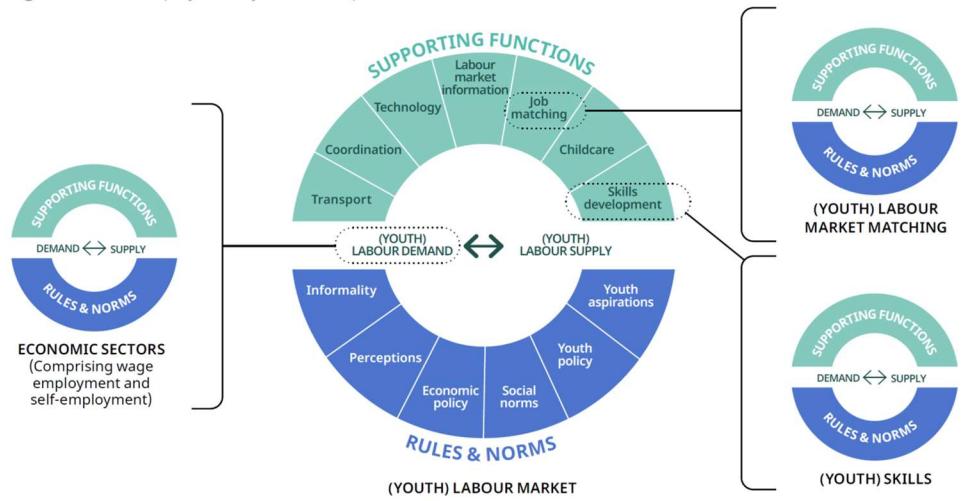


Figure 3: Different embedded market systems within which E2E intervenes
(source: Van Rhyn, DCED, 2022)

The intention of the above inputs is not to provide a very clear-cut solution to a particular E2E challenge, but to offer different perspectives and viewpoints which will in our view further strengthen E2E design, management and steering from here onwards. We would recommend looking in particular at Van Rhyn (DCED, 2022) and at the updated M4P Operational Guide (Beam Exchange, 2015).

3. Part 1: Discussion of Relevance and Effectiveness

3.1 Relevance

Relevance, in general, refers to the extent to which the intervention objectives and design of E2E responds to:

- economic, social and labour market trends in the targeted regions of Serbia
- needs of both (young) women and men in the targeted regions of Serbia
- priorities, needs and strategies of the public sector at national and sub-national level
- priorities and needs of the private sector at national and sub-national level
- priorities of Switzerland and SDC at global level and specifically in Serbia

The ToR ask the following specific questions related to relevance:

- R1: To what extent were E2E interventions relevant with regard to youth employment in the targeted regions?
- R2: How do project stakeholders (MoLEVSA, NES, MoESTD, AfQ, ZAVOD, LSGs) and beneficiaries assess the relevance of the E2E actions?
- R3: Considering the scarce evidence in this regard, is there any indication of CGC beneficiaries reaping benefits in terms of better employment outcomes, or more informed or independent career choices from CGC services received?
- R4: How does the E2E WBL-model compare to active labour market measures in the country such as the NES “Training upon Employers Request” or PKS promoted “My First Salary”, implemented by NES? What is the additional value of the E2E WBL model compared to these programmes?
- R5: How relevant are E2E policy objectives locally and at the national level? Did the support provided to the Ministry of Labour (including NES) and Ministry of Education by E2E (through both SIPRU and NIRAS IP) make a difference on the ground in terms of anchoring the model of CSO-led WBL and CGC so far, or is there a potential for such a contribution going forward?

The review team considers relevance of E2E to be **high at all levels and from all different perspectives outlined above**: It makes an important contribution to youth employment in the target regions

responding to the needs of many young people and enterprises, it is strongly aligned to policies and strategies at national and sub-national level and is a key contributor to the Economic Development and Employment Thematic Area of Switzerland's Cooperation Programme with Serbia 2022-25, most notably outcome statement 2.3 aiming at '*... a labour market oriented vocational skills development system and effective intermediation between the economy and education system...*'.

To assess the importance in terms of youth employment (Question R1) we have looked at employment rates 12 months after training, at employment quality, as well as at the contribution of WBL employed graduates to overall registered employment in specific target regions. The respective information is available in comprehensive annual beneficiary surveys commissioned by the E2E project allowing comparisons over time, as well as through comparisons of the project M&E data with official statistics³. We have also collected anecdotal evidence for relevance in direct interactions with former WBL trainees and companies throughout the field trips carried out.

Both **former trainees and companies consider relevance to be high** in particular because the training is tailor made to the real workplace situation and focussed predominantly - at least 80% of the training - on practical content. In several cases, the WBL training served as 'top-up training' for on-boarding into companies of graduates after 3-year dual vocational training, as the more school based dual stream was not able to fully prepare learners for the world of work.

As illustrated in Figure 4 **average employment rates 12 months after training stood at 77%** in the 2021 beneficiary survey which is a 9% improvement compared to 2020. This is similar to the comparable NES measure Training on Employers' Request (ToER) which reports a 75% employment rate 6 months after training, although the data is not fully comparable as the measurement points are different – NES measures 6 months after training - and NES puts a less strong emphasis on improved quality of employment conditions. In any case, the continuity of the NES measure over time and the absorption ability of the E2E WBL measure are an indicator for the **high relevance of demand-oriented work-based training measures** supporting both companies to fill gaps for skilled labour and unemployed people to find jobs. Many companies met during the field trips mentioned that any programme supporting them in the challenges to find skilled labour is welcome and relevant, while the **comprehensiveness and quality of the E2E WBL support package was particularly valued**.

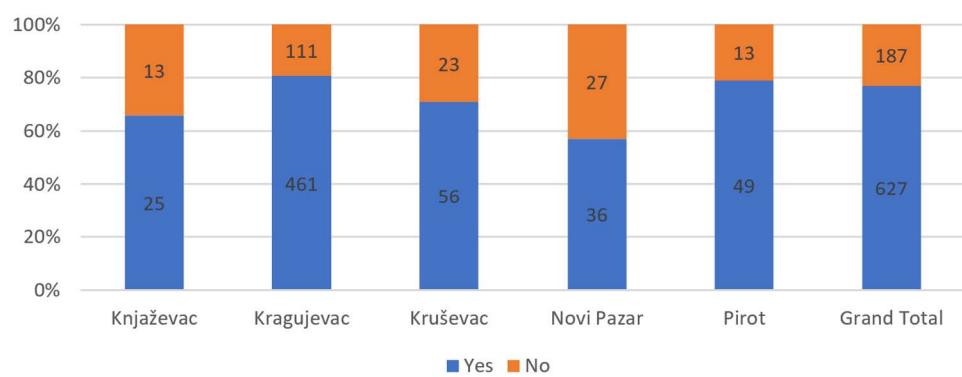


Figure 4: Number of WBL trainees employed 12 months after WBL, indicated by blue colour; percentage of WBL trainees employed shown on y-axis (source: Annual E2E Beneficiary Survey, 2021)

As the next figure shows, more than 75% of 579 beneficiary respondents in the 2021 survey, when directly asked about the relevance of the WBL for their future employment prospects, consider the WBL to have a high (4) to very high (5) influence.

³ Data on registered employment and unemployment as well as the employment/unemployment rates are derived from various data sources (e.g. NES register, CROSO, LFS), the scope and methodology of which may limit the quality and accuracy of the available data.

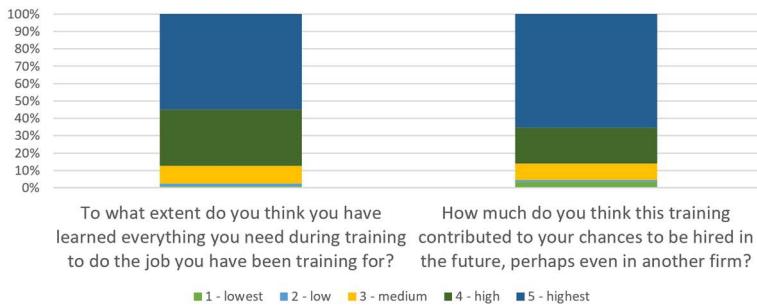


Figure 5: Relevance of WBL for Future Employment Prospects (source: Annual E2E Beneficiary Survey, 2021)

An interesting measure to put the WBL results into perspective and to understand the scale of the results achieved is offered by comparing the change in registered employment⁴ from one year to the next in each region to the newly employed WBL graduates in that region for the same period of time. Figure 6 illustrates that the **WBL measure of E2E was able to contribute on average to 10% of the total newly registered employment for people up to 30 years of age** in the target regions. In some regions, such as for instance Pirot, this contribution amounted to as much as 30% of the total newly registered employment, a significant contribution to the local labour market.

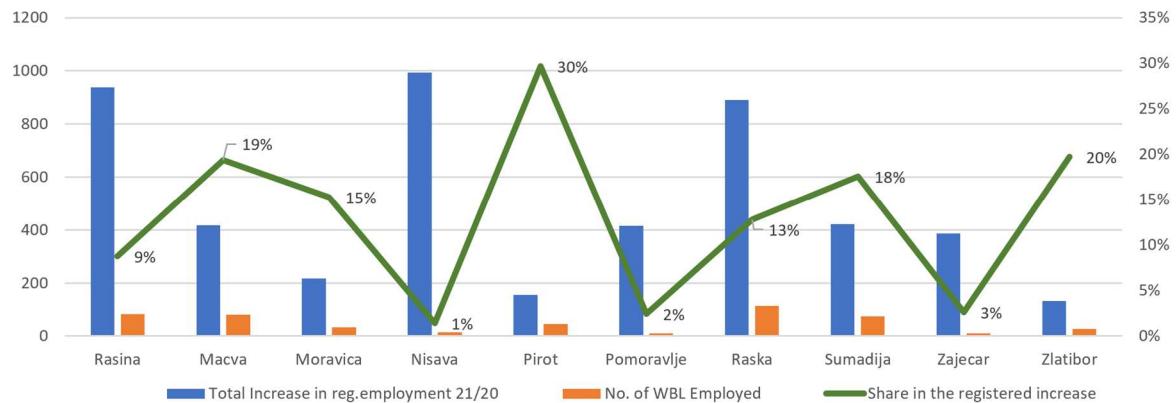


Figure 6: Share of WBL graduates in employment as part of total newly registered employment (age up to 30 years) (source: own graphic based on project data and data from Statistical Office of Republic of Serbia)

In response to Question R2, most project **stakeholders interviewed consider relevance to be high or very high**, the assessment depending on the extent to which the E2E and the stakeholder mandate align. In particular in the case of MoLEVSA, the LSGs, the participating private sector and the E2E beneficiaries, relevance is considered to be very high, evidenced by the integration of E2E induced measures into organisational strategies (e.g. MoLEVSA Employment Strategy and Action Plan, LSG LEAPs) and the willingness to increasingly co-fund WBL (e.g. private sector, LSGs). Amongst the companies surveyed as part of the annual business survey 2021 almost 100% mentioned to be willing to participate in future WBL calls, a clear sign of their needs and the perceived relevance of E2E's WBL. More than 90% of the companies were also interested to participate in formal dual education despite the vast majority of them not having had prior exposure to dual education. E2E has in this sense a **key door opener role for dual education**, as it has shown companies the value of more structured and more practical training in collaboration with key public, CSO and private stakeholders. Several companies have in addition adopted and adapted the E2E WBL training for their internal training processes with some of the companies visited keen to become more formalised training providers

⁴ It has to be taken into account when interpreting Figure 6 that a large part of employment or unemployment remains unregistered, and accuracy of official statistics varies.

(e.g. Elektromontaza, Stax) offering trainings to their own staff, but as well throughout their supply chain.

In the case of MoESTD, NES, AfQ, ZAVOD and PKS relevance is seen as high. While all these stakeholders mention important contributions of E2E in terms of their own capacity (e.g. through training of NES counsellors on career guidance and counselling, study tour to Switzerland), institutional development (e.g. new methodologies and tools for development of occupational standards and accreditation of CGCs) and overall collaboration and exchange along the intersections of the education, employment and productivity systems, E2E is mainly seen as ***offering complementarities or partial contributions to the core mandate*** of the respective stakeholder.

Stakeholder	Relevance level	Explanation
MoLEVSA	Very high	<ul style="list-style-type: none"> Core bilateral partner and signatory of MoU with CH strengthening visibility of MoLEVSA Dedicated E2E secondment working within MoLEVSA in an understaffed ministry Seen as providing direct support to fulfillment of core mandate
MoESTD	High	<ul style="list-style-type: none"> Joint action plan with E2E supporting key activities of MoESTD (e.g. JPOA status) Perceives itself as having 'lost' certain influence since end of SIPRU in December 2021
NES	High	<ul style="list-style-type: none"> Direct beneficiary in terms of institutional development through capacity building of NES counsellors Key partner in E2E target areas, but rather seen as complementary than support in fulfilling core mandate; E2E sometimes seen as 'competitor'
AfQ	High	<ul style="list-style-type: none"> Key national level partner supporting standards, accreditation, and licensing Sees E2E as innovation provider
ZAVOD	High	<ul style="list-style-type: none"> Contribution to development of educational curricula and educational standards Evaluation of companies' training centers as well as their training potentials which is seen highly important for further development of formal dual education
PKS	High	<ul style="list-style-type: none"> Sees E2E as key bridge builder between formal and non-formal education and training
LSG	Very high	<ul style="list-style-type: none"> E2E as key contributor to LEAP mandate Increasingly co-finance WBL
Private Sector	Very high	<ul style="list-style-type: none"> E2E as key contributor to more structured company training (mentors, own in-house training programmes) E2E as door opener for more formal dual VET in many companies Increasingly co-finance WBL
Beneficiaries	Very high	<ul style="list-style-type: none"> See text above

Table 1: Qualitative assessment of relevance as seen by project stakeholders based on field mission interviews

In some cases, in particular at the level of some local NES offices, there is a certain unease with the E2E measures, as it may be seen as an implicit competitor or criticism of key measures of the stakeholders, such as for instance in the case of certain local NES branches, but there is in general openness at various levels to learn from E2E WBL. In the case of MoESTD, while positive in general, there is a perception of a certain loss in influence since the dissolution of SIPRU, as MoESTD does not have direct personal support with an own internal PIU and budget, while MoLEVSA has a dedicated E2E person supporting the ministry in the fulfilment of its mandate. This is despite the fact that MoESTD will have its own PIU and budget for the new phase of the SDC funded VET reform project which will offer diverse opportunities for synergies with E2E.

Question R3 is aimed at understanding the correlation between CGC, better employment and career choice results. It is ***impossible to plausibly attribute the impact of CGC services induced through E2E to final employment outcomes***, as the time lag is often too big, influence factors are multiple and complex and the depth of CGC services varies considerably between group sessions, one-off individual sessions and repeat individual sessions. The 2021 Annual Beneficiary Survey Report illustrates the importance CGC beneficiaries assign to the support received. ***More than 65% consider the CGC session as either very or extremely helpful*** in making more informed career choices.

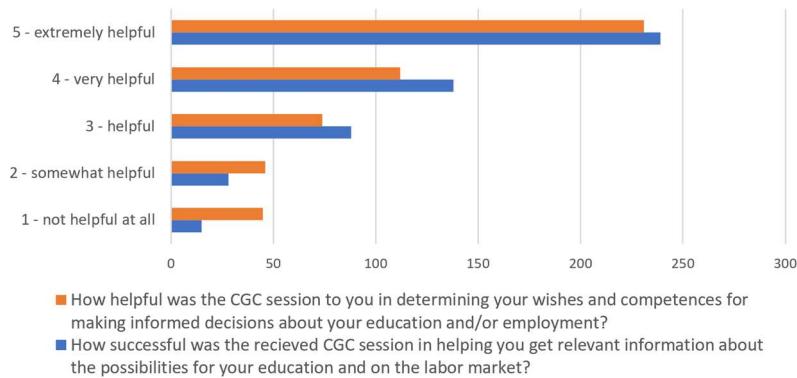


Figure 7: Importance assigned to CGC by CGC beneficiaries for making more informed career choices
(source: E2E beneficiary survey 2021)

When asking CGC beneficiaries who are in employment about the relevance they assign to the CGC measure for the finding of their current employment, around **70% state that the CGC sessions were important for them to find their current jobs**, whereas 30% did not see a direct correlation.

During the field trips it was obvious that all stakeholder groups assigned a high importance level to improved CGC, as the current offer in Serbia does not seem to work well enough. While there are career guidance teams at secondary schools⁵ as requested by the Law on Secondary Education, the capacity in terms of human resources, time and quality is very limited. The provided services include generic information services at best. The tailored approach piloted by E2E through state-of-the-art CGC tools tested and refined in Switzerland was considered of high importance to address the overall unemployment challenge in Serbia. Interviewed beneficiaries have mentioned to have become active ambassadors for the services provided by the Job Info Centers installed through E2E facilitation and most of them mentioned a strong buy-in for improved CGC from their parents. The fact that most brokers are registering at AfQ for JPOA accreditation for provision of CGC is a sign that there is a need and potential 'market' for such services in the future.

A comparison between the E2E WBL to other government-initiated programmes with similar objectives (Question R4) provides interesting insights regarding the value addition of E2E WBL. Table 2 shows key elements and results of the different programmes.

	Targeting and Outreach (2021)	Implementation Modality	Employment Results
E2E WBL	<ul style="list-style-type: none"> Young people (up to 30 years) Hard to Place Youth (age 30+, e.g. Roma, Women and other vulnerable groups) Learner Outreach 2021: 590 Company Outreach 2017 – 2021: 109 	<ul style="list-style-type: none"> CSO brokers as match makers between young people and companies Tailor-made training according to company needs based on modern curriculum development methods Standardized and structured training with high importance of in-company mentors Between 3-6 months Co-financed by company, LSG and E2E 	<ul style="list-style-type: none"> Employment rates 12 months after training of 77% in 2021 More decent employment conditions with higher salaries, longer term contracts and better working conditions
NES ToER	<ul style="list-style-type: none"> Registered unemployed (no age limit) Learner Outreach 2021: 708 (age 15 - 65, Serbia), of which 259 (age 15-65, E2E territory) Company Outreach 2017 – 21: 95 	<ul style="list-style-type: none"> Through NES branch offices Fully subsidized without co-financing from companies Limited standardization, high flexibility for companies on how to deliver training Between 3-6 months 	<ul style="list-style-type: none"> Employment rates 6 months after training of 75% in 2019 No assessment or conditions related to quality of employment

⁵ The Law on Primary Education envisages establishment of school teams for professional orientation for pupils attending seventh and eighth grade of primary schooling.

My First Salary	<ul style="list-style-type: none"> High school and university graduates (up to 30 years), no prior work experience Learner Outreach 2021: 10,000 Company Outreach: 5,000 (approx) 	<ul style="list-style-type: none"> Traineeship rather than WBL type of programme Zero paper, fully digital application procedure over state-of-the-art platform No matching, communication between companies and candidates is direct 9 months fully government subsidized salaries No conditions for companies to mentor trainees or for specific employment conditions 	<ul style="list-style-type: none"> No assessment or conditions related to quality of employment Employment rates are mentioned to stand at 43%⁶ after phase 1 of the programme
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Table 2: Targeting, outreach, key design features and results of three key employment support programmes in Serbia
(Source: Comparative Study 2022 and rs.n1info.com)

Most stakeholders consulted about the three different programmes do not consider a risk of one programme distorting the other or potential competition between the different programmes, but see a **need for 'any kind of programme' that helps to address the (youth) unemployment and skills challenge** in the Serbian labour market. Several companies are making use of more than one programme as they are different ways of supporting their skills and HR challenges. The fact that E2E WBL requires co-financing compared to the other, fully subsidized programmes does not seem to be a deterrent for participating in E2E WBL. Anecdotal evidence from the field trips has shown that **some companies have fully adopted the E2E WBL trainings**, as there is a clear recognition of the quality of the measure, and run it also under the NES ToER scheme (e.g. STAX).

The particular **value addition of E2E WBL** is its **comprehensive support package** offered to companies, public sector agencies and job seekers. The role of the brokers is seen as a strong advantage, as the broker takes on a **key bridging role** between young people and companies and facilitates an optimal matching. It further **connects key labour market stakeholders** from the public sector (e.g. LSG, LECs, VET schools), the private sector (e.g. chambers, lead companies) and civil society (e.g. specialised organisations for youth unemployment or inclusion issues) to better address labour market issues within the respective local economies. The broker facilitates the administrative management for all sides which is highly valued by companies and LSGs alike and reduces their transaction costs. In addition, as confirmed by the Comparative Study, WBL offers **higher level of structure and standardization** which makes it easier to get official recognition and to forge connections between formal and non-formal VET. Different to most other programmes, E2E puts a strong emphasis not only on the quantity of people employed, but on the **quality and decency of that employment**. A careful selection of employers who are able and willing to offer better working conditions is a key differentiator of the broker based WBL model. At the same time, this may also drive away some companies who perceive the conditionality of the E2E WBL as being too high.

The My First Salary Programme has a different focus and targets mainly high school and university graduates. It is fully subsidised and has no conditionality for the companies in terms of quality of training or employment provided. The outreach is impressive, but it is very much up to the individual companies how trainees are supported throughout the process.

In summary, through the use of brokers as key labour market intermediaries, the E2E WBL provides a **high-quality complementary channel** for young people, companies and LSGs to match job seekers with job vacancies in companies in the context of an overburdened public system not able to address the scale of the employment challenge on its own.

Finally, we are of the view that it is important to manage expectations when it comes to comparing different ALMM programmes. The My First Salary programme for instance, although it may not offer an as comprehensive support package to companies, has a very strong political ownership and

⁶ <https://rs.n1info.com/biznis/pks-jos-sedam-dana-prijave-za-moju-prvu-platu/>

visibility. Similar, although less pronounced, the NES ToER measure has been the key ALMM measure for NES over years – although underfunded with only 3% of NES' budget for ALMMs - and designers and implementers are 'proud' of the measure. The ***E2E WBL is not likely going to replace any of these programmes*** as a better and higher quality alternative, but the ambition should be that the different yet comparable ***ALMM actively learn from each other and co-exist*** to support a challenge which is bigger than any of these programmes can address on their own. The Comparative Study was able to confirm that '*there is mutual interest to intensify and formalize the concept of mutual learning between NES and E2E...*', which is promising for future sustainability. Question R5 is broad and multi-facetted and difficult to answer within the frame of this MTR. In general, objectively assessing results of policy interventions is challenging at best, as policy interventions are rarely based on one-off interventions, but rather revolve around long-term discussions and a bundle of interventions at different levels involving different partners over time. Nevertheless, the evaluation team has made an intent to qualify the relevance and effectiveness of policy interventions based on discussions with the E2E team and other key stakeholders, such as MoLEVSA and MoESTD (see Annex 11 for details). There are several policy related aspects which are addressed through E2E and a jointly agreed, ***demand-oriented action plan with both the MoLEVSA and the MoESTD*** are clear indications of the high level of relevance from a policy perspective. We are of the opinion that the set-up of E2E with a direct entry into policy discussions through a range of project initiated working groups which allow for an ***evidence-based dialogue*** and with a dedicated person seconded into the MoLEVSA, the project has an effective entry to policy level discussions.

According to the project's own self-assessment, CGC was an underprioritized topic before E2E started to engage on this and piloted innovative CGC in the context of Serbia. Many of our interview partners confirmed that the project was instrumental in putting it high up onto the policy agenda and was able to build interest and capacities throughout the system (e.g. NES counsellors, AfQ CGC counsellor accreditation). The interest and buy in for improved CGC was obvious in all discussions and interviews carried-out as part of the field mission for this MTR.

We are of the view that the project's key policy achievements is related to the ***redefinition and legalisation of the role of CSOs as key actors in the provision of employment and active labour market measures (ALMM)*** While the JPOA accreditation is work in progress, the level of confidence that this will materialise within the next months amongst the project team and key stakeholders consulted, including MoLEVSA and NES, is high. To what extent this will result in actual government funds flowing through accredited CSO channels to provide CGC and WBL services is difficult to judge at this point in time, but the pressure on the government to use such channels in order to be able to deliver on commitments for instance in the frame of the upcoming Youth Guarantee Scheme will increase. The project can in our view claim an ***important contribution to a more enabling policy environment*** for bottom-up, demand and needs based career guidance and non-formal education services.

3.2 Effectiveness

Effectiveness refers to the extent to which the project achieved or is expected to achieve its objectives and its results. The ToR point specifically towards:

- EF1: Validating the progress of the achieved vs planned objectives, systematically along the LogFrame (see also Annex 5)
- EF2: Validating the contribution to youth employment in the five regions where E2E has been active since the beginning of phase 2 (see chapter 3.1)
- EF3: Validating the project teams self-assessment related to the most impactful achievements in terms of policy support (see chapter 3.1)

In addition, three questions related to transversal themes are asked as follows:

- TT1: Gender equality: is there potential to strengthen engagement of women in traditionally male-dominated occupations and vice-versa? What is the root cause for higher outreach to women in career guidance and counselling, and lower outreach to women in work-based learning?

- TT2: Inclusion: is there potential to strengthen inclusion of hard-to place youths, and specifically of people with disabilities, in the E2E WBL and CGC offer? Would such measures better be implemented as part of brokers' general offer, or as part of specific, tailor-made offers by brokers?
- TT3: Migration: collect and triangulate available information from tracer studies, broker organisations on emigrating graduates of E2E WBLs, the typical age, sex and subjective motives of emigrating graduates an opinion on whether WBL are likely to increase outmigration of participating youths.

In general, we are of the opinion that **effectiveness of E2E is high**. The project is likely to achieve and, in some cases, overachieve the targets set in the LogFrame, including the revised targets agreed upon through the approval of an additional credit in March 2022 (see **Annex 5** for detailed LogFrame review). The project's **monitoring system and processes are well set-up** with clearly defined and assigned tasks for each team member and broker, with an online platform (WebMo) allowing for efficient data entry and the generation of a range of different analyses. It comprises institutionalised processes for beneficiary and business tracer studies which allow the project to make steering-relevant comparisons over time. E2E's **reporting is** in general considered to be **of very high quality**. While the overall story line and change trajectory is well narrated in the annual and semi-annual project reports, we observe a tendency for an **overly quantitative monitoring**. This is certainly spurred by a rather quantitative LogFrame and a certain need for standardisation across different partner organisations. But this leads to the result that **the more qualitative aspects in terms of change are underprioritized** and it is sometimes difficult to see clear pathways to systemic change, for instance:

- How do individual activities lead to capacity and behaviour changes of system actors over time?
- How does copying, adoption and adaption of E2E interventions take place within the broader environment?
- How do E2E interventions lead to ripple effects through different labour market related systems (e.g. the dual VET system, local economic systems, local labour markets)?
- What is behind the quantitative target number of a policy change (how are companies and young people likely going to be affected by the change in policy)?
- How does collaboration between different actors change and lead to a more enabling environment for youth employment and enterprise performance, both at local and national level?

The project does for instance not have a definition of indirect beneficiaries and does therefore **not measure nor report potential effects beyond its direct outreach**. For instance: A company, copying the E2E WBL model and replicating it on an annual basis or an LSG copying the approach commissioning a broker to deliver the WBL through its own funds are key achievements of the project. In fact, such **indirect effects should have as much, if not higher importance in terms of results measurement, as these are clear signs of systemic changes**. By not assessing such effects systematically, the **project underreports its overall performance** which again affects overall cost-benefit calculations. This becomes in particular important towards the end of a project's lifetime, when indirect and system effects should have higher priority, as they are signs that results are likely to last in a sustainable manner.

We have commented on EF2 and EF3 in chapter 3.1 and Annex 11 and are referring to these sections.

Gender Equality: in terms of gender equality, we are of the view that **the project has managed to integrate a gender-sensitive approach and that it makes an important contribution towards challenging existing gender stereotypes**. In particular amongst young people, such stereotypes seem to be changing and E2E's work through regular career guidance sessions, specific workshops related to gender equality and high-quality promotional material related to the topic is highly appreciated by stakeholders on the ground. CGC counsellors in broker organisations, but to a certain extent also E2E trained counsellors in NES and schools, are given the tools to address gender stereotypes and to incentivise youngsters to pursue any career which may be of interest to them, independent of whether it is traditionally considered a male or female job. According to brokers and beneficiaries themselves,

the basic check has proven to be an important tool to open the mindset of youngsters beyond gender stereotypical borders.

There is no evidence to support that CGC services have a higher outreach to women. According to the brokers and the E2E team this is more influenced by which schools specific broker organisations were reaching during the implementation period and less by any other factor. On the other hand, in the case of WBL, there is a correlation between the kind of jobs available in the local economy and lower outreach to women: most available jobs are in sectors related to jobs traditionally seen as more male dominated, such as the automotive industry and metal processing sector (see Figure 8 below). The project was able to contribute to some great examples of women and men breaking the gender stereotypes, for instance female CNC operators, some of whom have also become mentors in their companies and can thus serve as important ambassadors for others. Feedbacks from youngsters during field trips were always very positive regarding women or men in non-typical roles and it is often parents or the wider society which limits the blurring of gender boundaries.

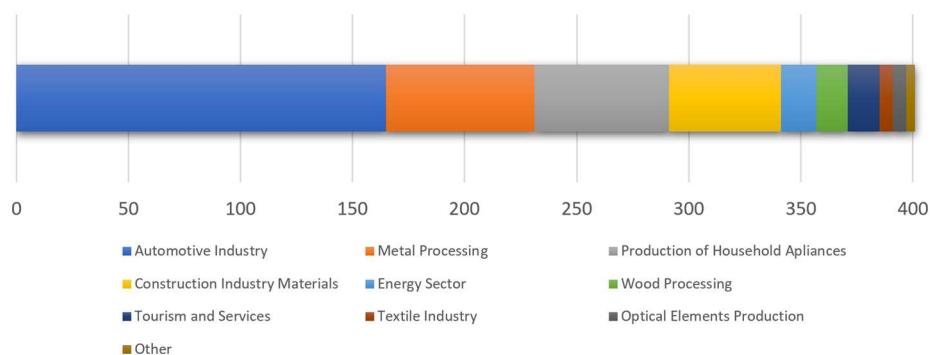


Figure 8: Number of WBL trainees to be trained in 2022 according to newest Opportunity Fund Call Expressions of Interest
(Source: E2E Semi-Annual Report Jan-Jun 2022)

Social Inclusion: In terms of inclusion of people with different abilities and hard to place youth, the project considers this to be **part of its DNA since the start of E2E**. The social inclusion mandate was likely more explicit at the time when SIPRU was still operational with separate calls for Hard to Place Youth (HPY). We are of the view that the current practice of **consistently mainstreaming social inclusion** throughout all activities of E2E, rather than managing the inclusion topic as part of separate activities and WBL calls is the right approach. For example, the field visits provided opportunities to listen to the real-life stories of E2E WBL beneficiaries, for instance a single Roma mother who managed to find decent employment and can feed her family, an opportunity she would have otherwise never had. Yet, **E2E is not predominantly a social inclusion project** and needs to stay true to its overall mandate of employment promotion and providing industry solutions. Its ability to deliver will water down, if it tries to be a youth employment, a social inclusion, an industry solution provider and a dual VET advocate at the same time.

Where E2E can do more in terms of gender equality and social inclusion is:

- increasing incentives for companies to offer workplaces for different vulnerable groups (e.g. persons with different abilities, Roma, single mothers), for instance through reduced co-financing need from the company or increased outcome based payments for people successfully employed
- increased capacity building of CGC counsellors to be able to address the diverse needs of different vulnerable groups
- strengthen the debates and awareness around issues of social exclusion - e.g. of people with different abilities, ethnic minorities, LGBTQ community members – at the local level, similar to the work already being done for gender equality
- support brokers to work more systematically with specialised CSO organisations to increase outreach to disadvantaged groups as part of regular opportunity fund calls.

We consider it important that the project is mindful in the way it uses and assigns different labels, for instance the label of hard to place youth. ***There is a risk of increasing stereotypes by doing so and for focussing on deficits or inabilities, rather than the skills and the potential each person has.*** There is also a need for revisiting the categorisation of what counts as hard to place to not focus on a mere numbers game while forgetting the debate about the core underlying constraints. While we felt that ***the project has strong in-house capacities in terms of understanding issues of gender equality and social inclusion,*** we did not see or were not pro-actively given a conscious strategy related to how transversal themes are strategically understood and operationalised.

Migration: Labour migration is a key element to all local labour market dynamics in Serbia rendering it difficult for companies to find workers and increasingly looking towards Asia to bring in labour to replace the vacuum created through young Serbians moving to Europe for work. Anecdotal evidence from field trips shows that around 50% of youngsters would consider emigration as an option, depending on whether they can find a decent job locally. There is no direct evidence from interviews with brokers and beneficiaries, as well as from the review of secondary literature, that WBL increases the chances for migration. Rather the opposite seems to be the case, as it offers ***chances for more decent employment at the local level*** close to family and friends. The pull and push factors for labor migration are rather structural to the Serbian labour market (see Arandarenko, 2021) with:

- *'a significant portion of the labour force stuck in insecure or outright informal, relatively poorly paid jobs offering few career prospects;'*
- *'substantial and persistent wage differences between Serbia and the EU countries, especially for low- and medium-skilled workers in the private sector;'*
- *'lengthy school-to-work transition, reflecting skills mismatches and a low general level of quality-job creation in the country;'*
- *'uneven quality of education and over-production of certain medium-skill profiles.'*

It is important to see the migration issue within this broader context which needs broader systemic changes at various levels and cannot be significantly addressed by an externally funded development project beyond preparing people better for work in the local economy and improving matching between job seekers with job vacancies.

4. Part 2: Discussion of Efficiency and Sustainability

4.1 Efficiency

Efficiency refers to the extent to which a project manages to deliver results in an economic and timely manner. The ToR specifically ask the following:

- EY1: Have the resources (financial, human, technical) been used efficiently to achieve the planned results?
- EY2: Validate the project internal assessments on the efficiency of unit costs per CGC service and WBL across regions
- EY3: Based on a deeper analysis of the individual components of the WBL offer under the opportunity fund, identify the most valuable aspects (such as e.g. the co-funding, identification/screening of recruits, WBL curricula or mentorship support) from the employers' perspectives. Discuss options for adjusting or customizing the opportunity fund's offer to employers to achieve employment outcomes more efficiently.
- EY4: Are CGC services provided by brokers essential to the success of WBL measures?

We are assessing EY1 in terms of the project's human resources and their ability to deliver high quality results, in terms of the transfer of knowledge to local stakeholders and in terms of the project's ability to leverage resources from other sources. Our assessment of the E2E team is very positive with a ***strong management team, a participatory collaboration and discussion culture, as well as very competent team members*** with their clearly defined areas of work. Most team members have worked in E2E relevant institutions before – e.g. NES, MoESTD, MoLEVSA – and do not only bring inside knowledge of these partner institutions into the Project Implementation Unit (PIU), but ***established***

networks which allow for smooth partnerships and access to policy dialogue. The brokers, the key delivery partners of E2E, are selected in a rigorous process involving different key informants and sources and offer in most cases competent partnerships for the implementation of high quality CGC and WBL in their respective localities. Their **embeddedness in the local economy** and labour market allows them to have good access to key stakeholders, such as companies, LSGs, schools and local chambers. We experienced the collaboration with brokers in general to be participatory allowing for a **constructive two-way dialogue** with brokers actively being incentivised to bring in ideas and innovation (e.g. the Job Info Centres from Pirot). There is further room in terms of co-designing the opportunity fund call windows and testing their actual feasibility, as some of the brokers feel that they are 'given' calls with fairly complex administrative procedures and targets which are not always easy to meet within their specific contexts and leads to them taking certain short-cuts or quality compromises (e.g. simply consulting the NES registry for Youth Outreach).

We consider E2E **efficient in transferring Swiss expertise and innovation to the Serbian context**: state of the art CGC tools and methods are piloted within the local context and the necessary local capacities to apply and further adapt them are built in the E2E PIU, in broker organisations and other institutions engaged in CGC (e.g. NES). This brings on the one hand important capacities to the country and provides at the same time **strong 'Swissibility'**, visibility of Switzerland as an innovative partner when it comes to skills and labour market development. Institutionalising such partnerships, for instance between www.gateway.one and NES or MoLEVSA beyond E2E's lifetime could be an interesting sustainability avenue to look into.

An important observation in terms of efficiency, effectiveness and sustainability is the **project's ability to leverage funds from the public and private sector**. It is important to understand this within an environment which is in general underfunded by public sector budgets, but at the same time over-subsidised (e.g. not asking for company contributions), potentially distorting buy-in from the private sector and reducing the outreach of public sector funds. Despite of this context, E2E is able to implement WBL trainings with **companies co-financing between 30% and 50% of the training costs** (see Table 4 below). On the public sector side, E2E managed to get **co-funding from 5 different LSGs** (see also chapter 4.2) for the carrying out of WBL. These are cash contributions from the LSGs out of their own budgets going through the brokers bank accounts reducing the co-financing from Swiss taxpayers' money. At the time of writing this report, the committed amounts by LSGs were amounting to a total of CHF 117'000. While this is not a fixed recurring amount, the current tendency observed is **more LSGs buying into co-financing** which increases their respective shares in the WBL trainings. There seems to be a **certain copying effect**, where LSGs are starting to co-finance WBL, because other LSGs are doing it and because concrete results aligned to their mandates are becoming visible. This dynamic is promising for further up-scaling throughout Serbia and needs to be capitalised on.

Comparing unit costs (Question EY2) and cost benefit between different projects and between projects in different countries carries several risks, as the definition of unit costs, the calculation method and the calculation point in time often varies. In particular for projects working at systems level, it is difficult to sharply quantify unit costs and cost benefit, as **attribution is challenging**⁷. In our view the most useful comparison for E2E is offered through the Comparative Study. Preliminary findings show that, while the **average cost per trainee⁸ is higher in the case of E2E WBL**, which has a more comprehensive support package to companies and learners, **the cost to the public sector ends up being lower**, as private companies are co-financing a considerable amount of the training. It is important to notice that the average share and contribution of private sector has gone up over the lifetime of the E2E project without leading to considerable dropouts of companies in parallel to an increase in contributions from the LSGs. This has led to a **reduction of the share of Swiss taxpayers money in the financing of WBL** over time. In the case of Pirot, the WBL training is even fully self-funded with the LSG and local private sector sharing the costs of training. And as mentioned before,

⁷ A request to other SDC funded projects in the region for data on this has so far remained without response

⁸ The average cost per trainee is influenced by the occupation, complexity/level and length of training.

some companies have included the WBL training into their own in-house training measures. Such cases will offer important learnings in terms of sustainability of WBL, as the WBLs have been adapted (often simplified) to better fit the specific context.

Training Measure	Average Cost per Trainee	Average Cost to Public Sector / Donor	Average Cost to Private Sector
E2E WBL	1564 Euro	863 Euro	687 Euro
NES ToER	1019 Euro	1019 Euro	0 Euro

Table 3: Unit Costs Comparison between different Training Measures
(Source: Hilpert 2022, Comparative Study)

For CGC, the project's internal assessment on the development of unit costs over time and in each region is able to produce Figure 9.⁹ While it shows in general a reducing tendency of unit costs in most regions over time, it is difficult to draw clear conclusions regarding efficiency, as performance in terms of CGC per broker is dependent on:

- Performance agreements with E2E (weight of WBL vs weight of CGC in each region)
- Balance between WBL and CGC targets (WBL targets are more cumbersome to reach, as more time and resource intensive)
- Balance between group counselling and individual counselling sessions (individual counselling is more time and resource intensive)
- Experience of a broker (more experienced brokers have capable staff which can deliver more efficiently)
- Reputation and visibility of a broker and its CGC offer (the better known the CGC services, the less pro-active outreach the broker has to do)
- Benchmarks (there is no similar service to the one provided by E2E brokers which would offer a reasonable comparison)

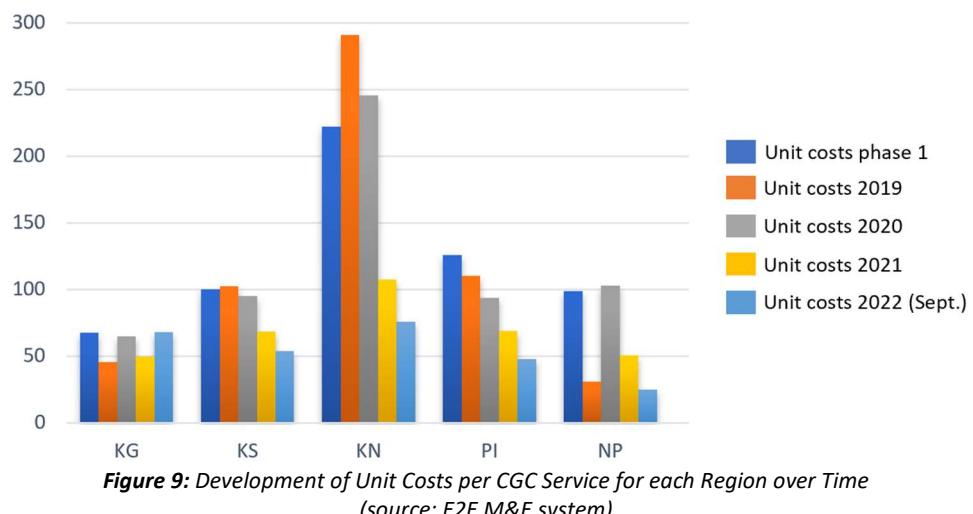


Figure 9: Development of Unit Costs per CGC Service for each Region over Time
(source: E2E M&E system)

Rather than looking at unit costs for CGC over time, we think it would be more insightful to have better information on what a realistic quality CGC service package and its respective costs would look like, if implemented through the broker JIC. This would then allow LSGs, central government and schools to assess, whether and how to outsource and commission potential CGC services from brokers.

⁹ The unit costs are calculated by dividing the salaries of broker's CGC staff members by the number of CGC beneficiaries, not differentiating between group or individual counselling.

Referring to Question EY3, the Opportunity Fund offer contains a package of measures intending to match the right learners with the right workplaces to increase positive employment outcomes for learners and companies alike. The support package provided by the broker organisations contains:

Administration and application process support	Technical support for in-house training	Mobilization/selection of learners	Financial support
<ul style="list-style-type: none"> - Technical assistance in the application preparation process - Assistance in reporting and administration of the WBL programmes - Stakeholder facilitation (visibility for companies) 	<ul style="list-style-type: none"> - Technical assistance in designing a WBL course through SKA analysis - Development of occupational profiles - WBL curriculum design, jointly with company experts - Mentor training - Provision of external assessors for the final competence test of the trainees 	<ul style="list-style-type: none"> - Mobilization and pre-selection of potential candidates 	<ul style="list-style-type: none"> - Co-funding support (through E2E means and through LSG budgets)

Table 4: Different Elements of the Broker Support Package to Companies

Most companies asked during the field trips were not able to isolate specific aspects of the opportunity fund which they consider decisive for their participation in the call, but rather the **comprehensiveness of the overall package** including all elements exposed in table 5. In both the business surveys carried out for 2020/21 and 2021/22 companies mentioned an **increased visibility on the local labour market**, the **support in the selection of the right learners**, the **technical support for the development of in-house training programmes** and the **co-financing** to be amongst the most important reasons to participate in the WBL call. Only 25% of the companies surveyed consider the financial support provided too small, whereas the majority is happy with the amount of co-financing. Interestingly, most of the companies interviewed during the field trips mention **the costs of the WBL trainings to be lower compared to their own in-house training costs**, while WBL training results are considered to be of better quality. This may be an indication of being able to negotiate even higher private sector contributions, further reducing Swiss taxpayer contributions.

When asked about which aspects of the broker's role companies considered most useful a similar result emerges from the 2021/22 business survey with the majority agreeing that **brokers had a very important role** for administration, in-house training development and mobilisation of the right participants.



Figure 10: Valuation of Different Aspects of the Opportunity Fund Support Package by Companies, responding to the statement 'I am satisfied with the brokers role in ...' (Source: E2E Annual Business Survey 2021-22)

The Comparative Analysis offers another interesting indication of the usefulness of the broker support services. The study team asked the NES companies – the companies currently not benefitting from broker services - whether they would need the support services offered to E2E WBL companies. Between 30% and 50% of the companies were clearly stating 'yes' and around 30% were indecisive, possibly due to a lack of information about what the support package comprises. This is an indication that ***through increased promotion of broker services at local level company outreach could be increased*** considerably. This would further be facilitated by a stronger promotion of the broker model through NES and its local branches. The Comparative Study commissioned jointly by NES and E2E has shown that there is a high level of interest on NES'side to further strengthen collaboration and jointly contribute to the improvement of ALMM provided at local level.

In summary, ***it is the role of the brokers as service providers and the comprehensiveness of the support package, rather than specific individual aspects of the fund, which is most valued.***

Where there seems to be further room to adapt the opportunity fund is with regards to the following:

- The opportunity ***fund procedure is considered to be too long*** (time from first contact to trainees actually starting inside the company) by some companies leading to a loss in interest and dropouts
- The opportunity fund is seen as ***too complex*** by some companies and some of the brokers, leading to a reluctance to apply and/or promote the fund respectively
- Some of the conditions imposed are perceived as either being too ambitious (e.g. decency of work) or too artificial (e.g. definition of HPY, disadvantaged) and may drive away companies and not address underlying constraints.
- ***Quantitative target pressure*** from the E2E PIU and the donor - in particular for WBL - in very challenging labour market environments may lead to a certain loss in quality of results.
- Some of the newer windows in the 2022 call (for traineeship, for up-skilling) are ***not well enough understood*** (and may not have sufficient demand overall), hence have limited to no applications

We are of the view that much of this can be improved through an ***even stronger co-design process***, where brokers, LSGs and companies have a stronger say in terms of content, structure and process of the opportunity fund calls assessing/testing demand in more detail before launching specific calls.

A final efficiency related question asked in the ToR refers to whether CGC services are essential to the success of WBL (EY4). Currently, all WBL participants have gone through some form of individual CGC and are matched to the specific job opportunities in selected companies which is highly valued by 80% of WBL participating companies. The drop-out rates of WBL learners in the latest call was around 10% and overall employment rates 12 months after training are at 77%. The NES ToER has similar employment rates after training and offers some form of CGC by NES Employment Counsellors and Adult Education Officers. The Comparative Study concludes that:

- 86% of NES and 96% of E2E participants rated the CGC individual sessions as very or extremely useful
- 85% of NES and 92% of E2E participants rated the CGC group sessions as very or extremely useful

While there is no clear control group for making an informed judgement about the exact effectiveness contribution of CGC for improved WBL results, ***responses of companies and of youngsters clearly point towards the importance of CGC for a better matching to companies and their respective training measures.*** The E2E CGC support seems to enjoy an even higher satisfaction rate compared to the NES measures which is testimony for its quality and relevance.

4.2 Sustainability

Sustainability refers to the likelihood that benefits of the project interventions are likely to continue beyond project duration and funding. This has two main aspects, namely:

- a. To what extent the ultimate beneficiaries are able to continuously reap benefits from the project support received, and;

b. To what extent the public, private and CSO actors within the broader employment environment are able to continuously provide services installed through project facilitation

The ToR specifically refer to the following sustainability questions¹⁰:

- S1: Institutional sustainability:
 - Validate sustainability assessments carried out by the project team for each of the broker organisations
 - Critically assess the plausibility of the sustainability plan, and progress against the sustainability plan reported so far.
 - Recommend improvements in the sustainability plans, if relevant.
- S2: Financial sustainability:
 - Validate the amounts already committed to the OF by selected municipalities out of their own budgets, and assess what levels of continued service delivery these annual allocations by LSGs would allow if made recurrent under their budgets (see also Annex 9).
 - Specifically focus on the likelihood that accreditation of broker organisations as non-formal training providers (obtaining of JPOA status) results in additional demand and new clients for CGC / WBL services provided by brokers (such as central Government agencies, NES).
- S3: Scale, systemic change and sustainability:
 - To what extent are E2E measures replicable or scalable at a national level? Which ones are the most promising, and which channels could be used to replicate or scale up the approaches more efficiently and cost effectively in new regions or at national level?

E2E has in our view ***created important pre-conditions for sustainability at a variety of levels*** with some clear indications for independent copying and adoption of E2E induced measures already taking place, such as for instance the copying of the E2E WBL by the Pirot LSG working directly together with the local broker organisation without any external funding or the company STAX replicating the E2E WBL in-house through the NES ToER. Close to 80% of WBL participants being employed 12 months after training are also encouraging signs in terms of sustainability of results. At the same time, there are a wide range of clear life changing stories evidenced during our field visits at the level of beneficiaries, where the participation in E2E WBL has provided opportunities for disadvantaged individuals to make a more decent living...opportunities they would have otherwise not had.

It is clear that ***at the core of sustainability in E2E are the broker organisations*** as key facilitator between local stakeholders, between youngsters and companies and between local level experiences and national level policy making. While this offers a ***promising channel*** for improving the unemployment situation and skills challenges in companies, it is at the same time ***risky***, as under current legal framework the CSO channel is not yet acknowledged as a channel for providing employment measures and services. Sustainability chances of E2E induced services would considerably be increased if the labour law would allow CSOs to provide CGC and ALMM services and if quality standards through JPOA accreditation of CSOs could be strengthened. The project and most stakeholders are optimistic that this will take place, but decisions on this are currently on hold due to the non-appointment of a formal government in Serbia.

Specifically referring to S1, ***there are no sustainability plans as such in the sense of an organisational business plan for each broker established which makes progress reporting on this difficult*** (see S1 and S3) and we would question whether to facilitate the development of such plans is the role of E2E overall. The project has a role in facilitating the enabling environment, building capacities and incentives for a sustainable delivery of WBL and CGC services involving brokers, but sustainability of the brokers as organisations is influenced by many factors outside the project's control, for instance:

- All brokers are CSOs and were formed based on specific missions which influence their organisational profile, thematic focus and capacity

¹⁰ We have reorganized the original ToR questions into 3 main thematic blocks to make reporting more consistent.

- Brokers are very much influenced by people/leadership, personal preferences and objectives which cannot be assessed and foreseen in a fully objective manner
- Brokers are embedded in local ecosystems and a local political economy environment with connections and relationships to other local public, private and CSO stakeholders. This will be highly influential on their future decision making and can change based on a variety of factors which cannot objectively be assessed.
- Brokers will be opportunistic in their strategies and go for funding which provides them, according to their own risk and opportunity assessment, with the best opportunities (individually, institutionally). Upcoming opportunities and how this affects future delivery of CGC or WBL cannot be objectively foreseen at this point in time.

We are of the view that more important than a business plan for each broker, the E2E project has established a ***participatory process and culture of discussing the institutional and financial health of each broker*** (e.g. performance agreement discussions, broker workshops, field visits). It has ***built organisational capacities*** beyond E2E related technical WBL and CGC skills, such as M&E capacities, networking and fundraising capacities which will support organisational development into the future. It is at the same time ***working on key enabling environment issues*** which strengthen chances for sustainable delivery of CGC and WBL through brokers, such as:

- Working on an amendment of the employment law to legally allow CSOs to provide ALMM
- Supporting brokers with the accreditation process as JPOAs for CGC and WBL
- Supporting the Pirot broker consortium initiative to register a joint Job Information Centre brand (JIC) for all brokers to be able to offer CGC services
- Lobbying the LSGs to include WBL and CGC into local employment action plans (LEAPs)
- Facilitating the JPOA accreditation process of companies keen to provide WBL, jointly with brokers
- Collaborating with NES on improving work-based training provision or on assessing potential for outsourcing of WBL to brokers

In terms of individual brokers, as illustrated also as part of the analysis in Annex 6, there are ***three clear frontrunners***, namely RBC, BIPS and the Pirot Consortium which have the ***highest will, skill and innovation drive to adopt, adapt and expand CGC and WBL services*** in their respective local contexts beyond E2E funding. They are at the same time the brokers which can - and already are to some extent - take on a key role in institutional development of new brokers, potentially also beyond a phase 2.

Looking at the co-financing levels from different LSGs (question S2), at the time of the field mission for this MTR E2E had commitments from 5 different LSGs for a total amount of 13.95 Mio SRD or CHF 117'000. If made recurrent under the respective LSG budgets assuming private sector co-funding and average costs per trainee stay at similar levels, this would allow an ***outreach to 120 WBL participants overall or around 19% of what was reached with E2E and Swiss tax payer co-funding*** until the end of 2021. This is a considerable achievement and has potential for further increase, as new municipalities are coming in and learn from experiences from their peers.

	Cacak	Kraljevo	Kragujevac	Pirot	Svilajnac	Total
Co-funding 2022 (in Mio RSD)	4.15	2	1.8	4	2	13.95
Number of WBL spaces ¹¹	36	17	16	34	17	120

Table 5: Financial Commitment of LSGs and Potential WBL Outreach without E2E funding
(Source: E2E PIU data)

¹¹ The average costs per trainee financed through the E2E budget (=excluding the company contributions) for WBL is CHF 966 or SRD 116'000. The number of WBL spaces which could be funded assumes that the company contribution remains at 50% of the total cost.

One of the key financial sustainability proposals of E2E is to **establish a WBL training fund which could be fed from different funding sources**, namely national funds, LSG funds or donor funds. While the idea is interesting and can learn from peers elsewhere (e.g. the SDC funded Employment Fund in Nepal or the NIRAS implemented and African Union launched Skills Initiative for Africa), its success will depend on the institutional set-up and the respective quality assurance mechanisms. There is currently a range of funding mechanisms, often initiated and driven by development projects for similar endeavours in Serbia, which may affect feasibility of such a fund. We would recommend **investing further into the development of a potential funding concept, sketching out different set-up options, critically assessing feasibility and risks**.



Figure 11: Current E2E vision for a WBL training fund (source: E2E Semi Annual Report Jan-Jun 2022)

While we would like to underline that the frame of the MTR is not sufficient to more clearly answer the question related to the necessity of a future funding mechanism (opportunity fund/challenge fund/training fund), SDC has requested the evaluators to provide an opinion related to advantages and disadvantages of such a fund in a potential phase 3. We will do so in chapter 5, Part 3 of this report.

Finally, we have tried to make a qualitative assessment of the likelihood for different funding streams to come through to provide financial sustainability for E2E piloted CGC and WBL services (see Annex 8). Potential of **central government funding** for both CGC and WBL is there, in particular if the employment law opens up for CSOs and if JPOA accreditation would allow for some sort of quality assurance, but **we consider the scope of this to be fairly limited**, as the main channel will always remain the central governments' own delivery mechanism (e.g. NES). Interestingly, as part of a GIZ funded initiative, there is currently an open call for funding innovative measures for ALMM at LSG level which is channelled through MOLEVSA to which several E2E brokers have applied to. The Youth Guarantee Initiative may increase central government pressure to also use CSOs for outreach activities, but it is **not likely going to fund large scale WBL or CGC delivery** through CSOs. **NES itself**, is normally using up its own funds to try and meet its own ambitious targets and is **not likely to outsource large scale CGC or WBL delivery**. But the potential to influence the NES' own training and CGC measures through a constructive dialogue is high and would lead to a significant qualitative impact.

LSG funds offer a more optimistic option for funding of WBL and, potentially, CGC, but within the limitations of local budgets which are tight in the best of cases.

Private sector funds are likely going to be available for WBL-like trainings, if there are broker organisations providing a high-quality support package. **There is room to push the private sector contribution further**, while for larger companies the WBL inspired trainings may be fully absorbed into their in-house training programmes. An interesting option for E2E, ideally in collaboration with NES, could be to lobby companies who receive NES ToER funding to apply the core elements of the WBL model also in the ToER process. This is happening already partially in some companies (e.g. STAX).

Donor money, in particular from the EU in the process of Serbia's EU accession process, is likely going to be the main funding source for sub-national level engagement on CGC and WBL for the next decade at least. Influencing future programmes to adopt key WBL and CGC lessons learned, tools, models and methodologies offers an important contribution towards sustainability and system change.

In summary, there will be no single source of funding which is likely to cover the needs and demands for CGC and WBL in E2E focus areas beyond phase 2, but the **combination of different co-funding arrangements** has some potential. It is the task of the local stakeholders (e.g. LSGs, NES, companies, brokers) to find suitable solutions for their respective local economy in the frame of their local employment action planning process. E2E can facilitate this process and further support capacity building in this regard.

Question S3 points at scale, systemic change and sustainability and is likely the most complex one to answer. Two key points we would like to make at this point:

- E2E should not only judge itself and be judged by the extent to which its exact models for WBL and CGC (= the full package) are copied and replicated by different stakeholders and funders in Serbia, but also **assess and systematically report on the extent to which these models have led to improvements in other services, delivery channels, policies and practices** (= the wider system effects).
- In line with the first point, **E2E has to be seen as more than the broker model** and the sustainability of brokers as organisations

Therefore, it is important to **diversify the view on sustainability and show the breadth in sustainability pathways which E2E can pursue**. The E2E PIU and the reports produced do give a strong indication that the project has a good idea on different systemic change pathways beyond the broker option. What is missing in our view is **a more systematic monitoring, steering and reporting on this**. Annex 7 provides an option on how such different pathways and broader systemic change effects could be analysed. It also indicates the likelihood and scale that we are attributing to each of the possible changes, the strategies which are needed in phase 2 to get to these changes and the potential leverage effect a phase 3 could offer. The project itself has developed in 2020 a valuable power point presentation assessing sustainability of its key results produced. On request of the MTR review team, this presentation was updated and offers a good view on sustainability and is available from the PIU.

In summary, here are the E2E innovations and measures which are in our view **most promising in terms of scaling-up and replication**. Channels and pathways which are possible, but in our view less promising, are mentioned in Annex 7, but not shown here:

Aspect with scale potential	Scale agent / channel	Likelihood	Scale	Implications for strategy
WBL related				
➤ Full WBL package using brokers	<ul style="list-style-type: none"> ▪ LSG with local private sector through LEAP ▪ Brokers 	High	Medium	<ul style="list-style-type: none"> ▪ Further strengthen broker capacity and local networks ▪ Keep building strong case (cost-benefit) and use for advocacy through peer-to-peer learning and SCTM
	<ul style="list-style-type: none"> ▪ Donors through project funding ▪ Brokers 	High	Medium	<ul style="list-style-type: none"> ▪ Further strengthen broker capacity and local networks ▪ Engaging in donor coordination and mechanisms in collaboration with SDC
➤ WBL triggers adaptations in other ALMM (e.g. NES ToER)	▪ NES, MoLEVSA	Medium	High	<ul style="list-style-type: none"> ▪ Engage in constructive dialogue with NES and MoLEVSA in line with recommendations of Comparative Study
➤ WBL influences quality of in-house training in companies	<ul style="list-style-type: none"> ▪ Lead companies ▪ Sector associations ▪ Brokers 	Medium	Medium	<ul style="list-style-type: none"> ▪ Keep building strong case (cost-benefit) and use for advocacy through PS networks and peer to peer promotion ▪ Offer advisory services to companies for in-house training development
➤ WBL contributes to better quality/integration of NFE into formal training system and leads to a	<ul style="list-style-type: none"> ▪ MoLEVSA ▪ MOESTD ▪ NES ▪ PKS ▪ AfQ ▪ ZAVOD 	Medium	High	<ul style="list-style-type: none"> ▪ Maintain strong multi-stakeholder coordination at national level ▪ Closely link with other SDC projects on VET and labour market issues

more enabling ecosystem for VSD and LLL					
➤ WBL triggers buy-in for formal VET amongst local private sector	▪ Lead companies ▪ VET schools ▪ Brokers	Medium	Medium	▪ Further strengthen broker capacity and local networks ▪ Advocacy through PS networks at local and national level (e.g. PKS, sector associations)	

CGC related

➤ Full CGC package using brokers	▪ LSG through LEAP ▪ Brokers	Medium	Medium	▪ Keep building strong case (cost-benefit) and use for advocacy through peer-to-peer learning and SCTM	
	▪ Donors through project funding ▪ Brokers	High	Medium	▪ Engaging in donor coordination and mechanisms in collaboration with SDC	
➤ CGC practitioner is offered as a career and respective quality standards and profiles are developed	▪ Primary, secondary and VET schools ▪ Brokers ▪ MoESTD ▪ Selected educational institutions	Medium	Medium	▪ Keep building strong case (cost-benefit) and use for advocacy through MoESTD and local networks	▪ Keep building strong case (cost-benefit) and use for advocacy through MoESTD and national level networks

Other elements

➤ Broker as key facilitator for local public, private CSO alliances on employment issues	▪ MoLEVSA, NES ▪ SCTM ▪ Brokers	Medium	Medium	▪ Keep building strong case (cost-benefit) and use for advocacy through national level networks	
➤ Local multi-stakeholder platforms/networks as evidence providing policy advocacy body	▪ LSGs ▪ SCTM ▪ PKS and chapters ▪ Brokers	Medium	Medium	▪ Strengthen capacities, processes and structures for policy advocacy	
➤ Broker network as policy advocacy body	▪ Broker network	Medium	Medium	▪ Strengthen broker network and build capacity for policy advocacy	
➤ Master brokers serve as trainers for other brokers and scaling throughout country	▪ Master brokers	Medium	Medium	▪ Develop model for Master broker and ToB programme	

Table 6: Key elements of E2E innovations, their scale potential and pathways

We would recommend further validating the above table and assessment jointly with key stakeholders and further elaborate on more specific scale strategies showing possibilities for scale until end of phase 2 and potential further opportunities in a potential phase 3.

5. Part 3: Outlook and Future Orientation

This chapter focuses on the time beyond phase 2 and whether a phase 3 of E2E could make sense. We are discussing the unique selling point of E2E – its niche – within the context of Serbia, we are looking at results achievement and potential for strengthening scale, systemic change and sustainability through an additional phase and offer options for what shape a potential future phase could take. Specifically, the following questions are addressed:

- F1: What is the niche of E2E in the youth employment sector in Serbia, considering particularly GIZ and EU-funded programmes?
- F2: Do results (particularly in terms of efficiency and sustainability) achieved so far justify a continuation of the project beyond 2023?
- F3: If they do, what could be the priority and geographical orientation of phase 3? Should a potential phase 3 be about consolidation of results achieved so far in the current regions (including recently added ones), or about upscaling in new regions? The recommendations regarding

geographical orientation should be grounded in the labour market situations and related demographic and migration trends in the target regions.

- F4: Should the target group be further adjusted, i.e. extended to even older job-seekers, or possibly to existing employees (up- and reskilling)?
- F5: Should a further phase focus more strongly on:
 - 1) anchoring approaches and partnerships in existing public institutions (NES, MoLEVSA, MoESTD, LSGs), or more on
 - 2) strengthening coordination and collaboration across companies and LSGs in selected territories (training alliances), or
 - 3) a combination of both? Why? Which approaches should be anchored in the formal system, which should be upscaled in collaboration with the private sector and LSGs?

We are of the view that **E2E covers a valuable niche** within the density of projects and initiatives on education, training and employment in Serbia. Its uniqueness comes down to the combination of below elements, many of which are typical SDC project characteristics:

- A **long-term horizon allowing more strategic engagements with stakeholders** and a more comprehensive building of capacities amongst system actors.
- A **multi-stakeholder approach brokering partnerships and networks** between public sector, private sector and civil society.
- The ability to **leverage micro-macro linkages** by working on the one hand on the ground on piloting and testing innovative models and on the other hand feeding these experiences into policy.
- A **strong demand orientation** matching the needs of the **private sector** for labour with the needs of young job seekers.
- Work on **non-formal training** adding an important element to a versatile training landscape offering options for life-long learning (LLL) in different learning environments.
- A **strong connection to Switzerland** and its innovative labour market and employment tools and methods which are adapted to the local context.
- A **clear intent to work systemic** beyond project silos building the necessary capacities of system actors and finding synergies and complementarities, wherever possible.

Other donor funded projects in the Serbian employment and labour market space (e.g. EU, GIZ, ILO) are often more short-term, very much formal and public sector focussed and often more top-down oriented.

Although phase 2 was set out as a last phase of E2E, we believe that E2Es niche in Serbia, its performance and results warrant to **consider an additional final phase to maximise systemic change, sustainability and scale potential**. The following table provides arguments in favour and against a potential phase 3:

Arguments Pro Phase 3	Arguments Contra Phase 3
<ul style="list-style-type: none"> - Good results and performance by E2E PIU and brokers showing ability to deliver - Strong reputation at sub-national and national level making E2E a go-to partner on WBL and CGC related issues - Key ingredients for sustainability of results are there, but scaling-up throughout country would benefit from strong facilitation support - Interesting mechanisms, such as for instance a WBL fund could offer sustainability, but needs time for testing - Upcoming key initiatives, such as the Youth Guarantee Scheme offer important opportunities for further leveraging E2E results but will only materialize from 2024 onwards - E2E is a key contributor to Switzerland's CP with Serbia delivering key parts of the Economic Growth and Employment Results Framework Targets 	<ul style="list-style-type: none"> - SDC head office agreed to phase 2 being a last phase and procurement was organized accordingly - Many stakeholders will always ask for an additional phase and are less incentivized towards operating development money independent - Some of the key changes needed to maximize sustainability of results are beyond the project's control - Many other projects do not operate with the same systemic change philosophy potentially undermining E2E results and sustainability, for instance insisting in the need for private sector co-financing

- E2E would offer important leveraging effects in combination with the upcoming SDC dual VET reform projects and the SDC-ADA PKS project

Table 7: Arguments in favour and against a potential phase 3

In our view, the arguments in favour clearly outweigh the arguments against a phase 3: ***E2E is a project with a very good reputation which is able to deliver innovative results in a challenging context***. A phase 3 would offer opportunities to ***reach deeper systemic changes and scale*** and would allow to pro-actively address some of the risks alluded to under above arguments in contra a phase 3, such as for instance the risk of market distortions through other projects. E2E makes Switzerland's portfolio stronger overall and allows leveraging effects which benefit other projects and domains within the CP with Serbia 2022 – 2025.

Questions F3 – F5 point into similar directions and are answered in the same line of argumentation. We have alluded to the importance of a ***further flexibilization of age limits for the target groups*** already in Part A of this report. We believe that it would ***strengthen relevance for the local economy and society***, as people above 35 are more likely to stay in their local communities, in which they have been embedded for years and often have a stronger commitment towards being able to work. The focus should in our view remain on unemployed people, rather than upskilling existing employees, as employment and income effects are much less pronounced for the latter and project attribution is much more difficult. Improved upskilling may be more understood as a side product of improved in-house training processes and systems in E2E partner companies and could be addressed as part of overall, broker advisory services towards improving in-house training.

In terms of overall shape of phase 3, it is valuable to take a conceptual view on the trajectory and lifetime of the whole project (see also Annex 9). ***Phase 1 was mainly about piloting and testing innovative WBL and CGC services*** at sub-national level identifying and building up CSOs as key service providers, while at the same time testing innovative social inclusion mechanisms from the national level. Micro-macro linkages were less strong in phase 1, partially also due to the fact that the project was operating through two different implementing arrangements and evidence from the ground was only starting to shape up. ***Phase 2*** had a much stronger evidence base and, from 2022 onwards, a more integrated mechanism for feeding evidence into policy discussions, which further strengthened policy dialogue and discussions and ***laid key foundations for sustainability and certain systemic changes***. The project further focussed on geographic expansion by bringing on board new regions and brokers, while existing brokers have taken on a more prominent role.

Phase 3 should in our view focus much more on enrooting in selected LSGs, ***scale and on the deepening of systemic changes***. The main thrust should be to enable existing actors (e.g. brokers, LSGs, chambers, NES) to deliver with the ***project taking more and more a facilitating back seat role***, in line with how its role has evolved so far. Existing regions with their network of partners around some of the stronger brokers should serve much more as influencers, ambassadors and, to the extent possible, capacity builders for peers. Existing evidence from the ground in phase 2 geographic areas should be further fed into policy discussion, as much as possible directly through local stakeholders and less the E2E PIU, and national level stakeholder should be supported in scaling such experiences into other areas of the country. The opportunity fund could potentially have a key role for this, but it is again important to first establish a clear concept with different options for institutional anchoring of that fund before deciding on scale-up strategies. The option of replicating the same model through the same delivery mechanism to other geographic areas – finding new brokers in new regions with the E2E PIU directly nurturing their development – is in our view less attractive from a development perspective for a phase 3. If systemic change is the ambition, it should be ***different system stakeholders which deliver change in phase 3***. This could for instance work through a master broker mechanism/programme, where master brokers are tasked to coach new brokers in different areas of the country with employment potential. Incentives and capacities for this need to be further assessed, but this is already taking place to a certain extent now with the three frontrunner brokers with a more

prominent role coaching newcomers. Similarly, if systemic change is the ambition, the ***focus in phase 3 must shift away from churning out direct beneficiaries mainly towards focusing also on indirect beneficiaries***, as this is a better – although technically challenging – measure for systemic change and sustainability.

Referring more specifically to F5 above, we believe that ***diversification of strategies is key***, hence option 5.3 – a combination of anchoring at national and strengthening at sub-national level -, in particular in a complex environment where the project has little control over the change trajectory. The focus should be less on the individual brokers in phase 3, but on the ***overall ecosystem and governance of labour market and employment issues*** improving processes and structures for bringing the public sector, private sector and civil society together ***at sub-national level***. This goes beyond collaboration on the E2E WBL and CGC models, but using them as entry on how to better analyse, plan, deliver, monitor and evaluate ALMM and CGC services within a local economy and labour market (e.g. in the frame of the LEAP process). The focus should be on existing geographic regions with established partnerships and certain collaboration models emerging from where experiences can again be used for advocating towards other regions.

At the same time, ***phase 3 should focus on working with key public sector institutions to institutionalise E2E innovations within the formal delivery and financing mechanisms***. It is at this point difficult to say which channels will offer which opportunities, as many key decisions are pending and crucial programmes, such as for instance the Youth Guarantee, are in very early design stage. It is therefore all the more important to maintain a presence both on the ground, as well as at national level, similar to the set-up in the current phase.

Related to the question on whether some form of opportunity fund makes sense in a phase 3, the following table provides some key considerations:

An opportunity fund in phase 3 makes sense, because...	An opportunity in phase 3 should not be considered, because...
<ul style="list-style-type: none"> ▪ It could allow the further anchoring of CGC and WBL services which have gained good traction and have buy-in (including financial) from local key stakeholders (e.g. LSGs) 	<ul style="list-style-type: none"> ▪ It risks creating parallel structures within an environment of many different ALMM funding streams, including for instance various donor induced challenge funds
<ul style="list-style-type: none"> ▪ It could allow a broadening of the offer of services supported through the fund beyond the E2E tools only bringing local key stakeholders together to jointly address employment and skills challenges 	<ul style="list-style-type: none"> ▪ It may create incentives for local stakeholders to bypass/undermine existing government funding and service mechanisms (e.g. NES ALMM measures)
<ul style="list-style-type: none"> ▪ It could facilitate a scaling up into other regions 	<ul style="list-style-type: none"> ▪ It risks overall sustainability of key E2E induced CGC and WBL innovations, as it may not survive post phase 3

Table 8: Argument in favour and against a phase 3 opportunity fund

We believe that the arguments pro-opportunity fund outweigh the arguments against it, but it will be of utmost importance to ***design it embedded into a broader vision on how the local ALMM and skills systems is to function at the end of E3E phase 3***. It needs to be co-designed and co-owned by stakeholders from within the sub-national and national employment system with the project less in the driver seat for the administration and management of the fund. This may imply a certain simplification of procedures and control in favour of better ‘localised’ feasibility. The fund could be anchored on the one hand at sub-national level in each E2E focus area or institutionally housed in a national level institution, such as MoLEVSA, NES or PKS. We underline again the importance of assessing this further with good care involving key stakeholders from national and sub-national level, as well as other development partners active in the field of CG and ALMM.

In order to further trim the project towards a more facilitative role in phase 3, a ***more prominent adoption of MSD principles, tools and culture overall*** – without the intention to become a MSD programme - would in our view strengthen the management for systemic change, scale and

sustainability. Clearly articulated results chains as monitoring and management tools, an analysis of roles and functions focussed on who is expected to take on future roles and who is expected to pay for them will support the design of a potential phase 3, which, provided there is green light from SDC, should start as early as possible. Below table shows key phase 3 project design aspects which we would suggest based on our current knowledge and insights into E2E, whereas Annex 10 proposes a generic ToC for Phase 3.

Key project design aspects	Suggested form	Rationale
▪ Intervention areas	<ul style="list-style-type: none"> ▪ Strengthen sub-national ecosystem and policy advocacy for employment and labor market issues (e.g. training alliances, LECs, WBL through key system actors ▪ Support adoption, adaption and scaling of CGC through key system actors (Chambers, LSGs) in phase 2 focus areas ▪ Strengthen enabling environment for collaboration along the education to employment continuum at national level (e.g. MoLEVSA, MoEST, PKS, NES) 	<ul style="list-style-type: none"> ▪ Allows for continuity based on E2E USP (see also discussion of niche) ▪ Puts focus on scale and sustainability through diversified channels ▪ Avoids spreading too thinly ▪ Avoids direct delivery of services ▪ Allows for a clearer management for exit
▪ Geographic focus	<ul style="list-style-type: none"> ▪ Maintain current phase geographic areas and invest in particular in ecosystem building ▪ Enter other areas only/mainly by delivering through others 	<ul style="list-style-type: none"> ▪ Builds on existing capacities, relationships and networks ▪ Avoids spreading too thinly in a last phase which should focus on depth, rather than spread, if results are to last
▪ Delivery mechanism and project set-up	<ul style="list-style-type: none"> ▪ As much as possible through system actors with E2E PIU taking a much more facilitative role, but maintain presence close to MoLEVSA for demand-led policy support ▪ Similar staff and project set-up to phase 2, but with brokers having a broader role in local employment ecosystem facilitation ▪ Revised concept for opportunity fund as key funding mechanism to be considered 	<ul style="list-style-type: none"> ▪ Builds the necessary capacities within the Serbian context at various levels ▪ Allows to work more broadly on employment issues in selected localities making a more system-wide difference at local level ▪ Facilitates anchoring and upscaling of key CGC and ALMM measures
▪ Working approach	<ul style="list-style-type: none"> ▪ Similar to now, but stronger focus on MSD principles, methodology and approaches 	<ul style="list-style-type: none"> ▪ Avoids market distortion and builds the necessary capacities within the Serbian context at various levels
▪ Timeframe	<ul style="list-style-type: none"> ▪ 3 years (2024 – 2026) 	<ul style="list-style-type: none"> ▪ Aligned to the National Employment Strategy Action Plan 2024 - 2026
▪ Budget	<ul style="list-style-type: none"> ▪ Similar annual budget frame as in phase 2 	<ul style="list-style-type: none"> ▪ Allows for continuity and adequate scale

Table 9: Key Project Design Aspects for a Potential Phase 3

4. Conclusions and Summary Recommendations

This chapter summarises the main conclusions and recommendations the phase 2 MTR review team has for the E2E phase 2. In terms of **relevance and effectiveness**, **E2E performs very well**: it is highly relevant for young people in need of employment, for companies looking to fill vacancies with skilled workers, for the public sector at sub-national and national level in Serbia with high priorities attributed to employment of young people and increased productivity and for SDC and its CP 2022-2025. Most LogFrame results are going to be achieved and, in many areas, overachieved. The main avenues for further strengthening of relevance and effectiveness for the remainder of the phase, several of which have already been identified by E2E, are:

Recommended measure	Expected result
R1	<ul style="list-style-type: none"> Flexibilize age range for WBL and CGC participants and adapt training programme design and opportunity fund calls accordingly. This has already been agreed in the last Steering Committee but needs to be operationalized more consistently.
R2	<ul style="list-style-type: none"> Revise conditionalities (e.g. for decent work) and definitions (e.g. HPY) put forward in opportunity fund jointly with local stakeholders and assess ways to increase outreach without compromising too much on quality
R3	<ul style="list-style-type: none"> Invest into clarifying the business case for WBL and CGC (e.g. provide cost-benefit analysis) at local level and invest into further promotion of services (e.g. to NES ToER companies)
R4	<ul style="list-style-type: none"> Further invest into the strengthening of local employment and labor market ecosystem with brokers in an active facilitator role (e.g. in the frame of LEAP) and use experiences for policy advocacy and replication (e.g. through SCTM)
R5	<ul style="list-style-type: none"> Pro-actively engage – as planned – in the buildup of other donor funded initiatives around ALMM and CGC (e.g. GIZ MOLEVSA LSG innovation fund, Youth Guarantee) and create synergies with CSO driven labor market and employment support measures in E2E
R6	<ul style="list-style-type: none"> Improve management, monitoring and reporting on systemic change to clarify progress towards systemic changes at various levels. Specifically, we would recommend to: <ul style="list-style-type: none"> improve off-LogFrame reporting on systemic change and systemic change pathways. improve reporting on indirect beneficiaries and align to core principles of the DCED standard for results measurement (e.g. measure results for up to 2 years beyond project funding) strengthen monitoring on policy impacts, in particular with regards to depth and breadth of the impact use result chains for intervention design, monitoring and steering
R7	<ul style="list-style-type: none"> Consider using additional incentives for further inclusion of women and disadvantaged groups while taking good care with labelling and categorization
R8	<ul style="list-style-type: none"> Develop light touch strategies for transversal themes, such as gender and social inclusion (GESI) to make the topics better visible within the project and build partner capacities accordingly
R9	<ul style="list-style-type: none"> Consider adding climate change as new transversal theme given the importance it has for Serbia, for Switzerland and the wider global community

Table 10: Recommendations to strengthen relevance and effectiveness

In terms of **efficiency**, **we assess the project's performance as good**. It manages to bring innovative (Swiss) models to the Serbian context, has a competent management and team with strong networks

that builds valuable individual and institutional capacities amongst key system stakeholders along the continuum from education to the world of work. It has proven a **strong ability to leverage co-financing** from both public and private sector and was able to **stimulate key changes in the enabling environment** allowing CSOs to become key actors in the provision of CGC and ALMM. It has shown a strong ability to pilot and test innovations on the ground and feed that evidence into policy discussions.

Many ingredients for sustainability of results are there, but will need continuous facilitation and capacity building at national and sub-national levels to materialise. Our main recommendations in terms of efficiency and sustainability until the end of phase 2 are:

Recommended measure		Expected result
R10	<ul style="list-style-type: none"> Strengthen co-design process for WBL to adapt offer better to local demand, needs and challenges involving brokers, LSGs, companies and CSOs as much as possible. This may lead to a simplification of procedures and relaxation of conditions. 	<ul style="list-style-type: none"> This will strengthen ownership and context-fit of WBL measures leading to efficiency gains
R11	<ul style="list-style-type: none"> Further leverage co-funding from LSGs, companies and national level stakeholders using different channels (e.g. SCTM, ambassador LSGs, ambassador companies) and offering a strong evidence base 	<ul style="list-style-type: none"> This will increase financial sustainability of WBL and CGC
R12	<ul style="list-style-type: none"> Engage and institutionalize, as much as possible, cross-learning between NES ToER and E2E WBL in order to improve both measures, in line with the recommendations of the Comparative Study. 	<ul style="list-style-type: none"> This will lead to broader impacts throughout the country and will strengthen NES's own ownership and results achievement
R13	<ul style="list-style-type: none"> Fully capitalize on key experiences and learnings in terms of sustainability, such as from the Pirot municipality and STAX WBL adaptation case. 	<ul style="list-style-type: none"> This will show possibilities for systemic change and sustainability which can actively be promoted
R14	<ul style="list-style-type: none"> SDC: facilitate and institutionalize, as much as possible, a portfolio approach and collaboration between E2E, VET reform and PKS projects, but potentially also beyond (e.g. local governance projects, local PSD and SME promotion projects) 	<ul style="list-style-type: none"> This will increase leverage effects and synergies and hence can increase value for money; it will also increase buy in from national level stakeholders (e.g. MoESTD)
R15	<ul style="list-style-type: none"> Refine and document broker institutional development package (ToB = training of broker) and assess incentives and feasibility for Master Broker Scheme 	<ul style="list-style-type: none"> This would allow to install broker training capacity within Serbia beyond E2E and its PIU
R16	<ul style="list-style-type: none"> Invest into the development of a concept for the WBL/challenge fund, sketching out different set-up options, critically assessing feasibility and risks 	<ul style="list-style-type: none"> This will contribute to financial sustainability of E2E
R17	<ul style="list-style-type: none"> In line with R6, diversify the sustainability discussion away from the full CGC and WBL package and the broker model only, and refine and pursue different systemic change pathways 	<ul style="list-style-type: none"> This will strengthen project performance against all DAC criteria

Table 11: Recommendations to strengthen efficiency and sustainability

Based on its success in terms of results achievement and reputation, as explained throughout parts A and B of this report, **we recommend to actively consider a phase 3 for E2E**. The project has in our view a clear niche and has laid the foundations for sustainability and systemic changes. A phase 3 would help to realise this.

Recommended measure		Expected result
R18	<ul style="list-style-type: none"> Decide as soon as possible on a phase 3 in principle to adjust phase 2 planning in line with it 	<ul style="list-style-type: none"> Smoothen longer-term planning allowing optimal preparations for exit and sustainability
R19	<ul style="list-style-type: none"> Engage in phase 3 design process in a co-design process involving key stakeholders, such as brokers and key national counterparts 	<ul style="list-style-type: none"> Stronger ownerships and sustainability of results

R20

- Further strengthen capacities amongst project design team on MSD methodologies and tools
- Clearer orientation towards systemic change, sustainability and scale

Table 12: Recommendations for future of E2E

Annexures

Annex 1: Evaluation Questions as per original ToR

Annex 2: List of Stakeholders Consulted

Annex 3: List of Documents Reviewed

Annex 4: Field Mission Schedule

Annex 5: Review of Progress along LogFrame

Annex 6: Qualitative Assessment of Sustainability Plans of Brokers

Annex 7: Systemic Change Pathways for Key E2E Measures

Annex 8: Qualitative Assessment of Potential Future Funding Sources for WBL and CGC

Annex 9: Conceptual visualisation of E2E trajectory throughout its lifetime from phase 1 to a potential phase 3

Annex 10: Theory of Change for a Potential Phase 3

Annex 11: Qualitative Assessment of Relevance and Effectiveness of Policy Interventions Implemented by E2E

Annex 1: Evaluation Questions as per Terms of Reference

PART 1 (Validation) will focus amongst the general OECD DAC principles on relevance and effectiveness:

Relevance (Are we doing the right things?)

- To what extent were E2E interventions relevant with regard to youth employment in the targeted regions?
- How do project stakeholders (MoLEVSA, NES, MoESTD, AoQ, ZAVOD, Local administration) and beneficiaries assess the relevance of the E2E actions?
- Focus on CGC: considering the scarce evidence in this regard, is there any indication of CGC beneficiaries reaping benefits in terms of better employment outcomes, or more informed or independent career choices from CGC services received?
- Focus on WBL: How does the E2E WBL-model compare to active labour market measures in the country such as the NES “Training upon Employers Request” or PKS promoted “My First Salary”, implemented by NES? What is the additional value of the E2E WBL model compared to these programmes?
- How relevant are E2E policy objectives locally and at the national level? Did the support provided to the Ministry of Labour (including NES) and Ministry of Education by E2E (through both SIPRU and NIRAS IP) make a difference on the ground in terms of anchoring the model of CSO-led WBL and CGC so far, or is there a potential for such a contribution going forward?
- How can relevance be strengthened for the remainder of the phase?

Effectiveness (are we doing things right?)

- Validate the progress of the achieved results vs. planned objectives, systematically along the logframe.
- What is the review team’s validation of the ‘contribution to youth employment assessment’ in the five regions provided by the project implementation team?
- What is the review team’s validation of the project’s self-assessment related to most impactful achievements in terms of policy support?
- How can effectiveness be strengthened for the remainder of the phase?

PART 2 (Deeper analysis) will focus on Sustainability and Efficiency of E2E phase 2

Efficiency

- Have the resources (financial, human, technical) been used efficiently to achieve the planned results? What measures could improve efficiency and allow to achieve results using the same resources?
- Validate the internal assessment on the efficiency of unit costs per CGC service and WBL across regions
- Based on a deeper analysis of the individual components of the WBL offer under the opportunity fund, identify the most valuable aspects (such as e.g. the co-funding, identification/screening of recruits, WBL curricula or mentorship support) from the employers’ perspectives. Discuss options for adjusting or customizing the opportunity fund’s offer to employers to achieve employment outcomes more efficiently.
- Are CGC services provided by brokers essential to the success of WBL measures?
- To what extent are E2E measures replicable or scalable at a national level? Which ones are the most promising, and which multipliers / channels could be used to replicate or scale up the approaches more efficiently and cost effectively in new regions or at national level?

Sustainability

- Validate sustainability assessment carried out by the project team for each of the broker organisations
- Validate the amounts already committed to the OF by four municipalities out of their own budgets, and assess what levels of continued service delivery these annual allocations by LSGs would allow if made recurrent under their budgets.
- Based on the analysis above, critically assess the plausibility of the sustainability plan, and progress against the sustainability plan reported so far. Specifically focus on the likelihood that accreditation of broker organisations as non-formal training providers (obtaining of JPOA status) actually results in additional demand and new clients for CGC / WBL services provided by brokers (such as central Government agencies, NES). Recommend improvements in the sustainability plan if relevant.

Specific points pertaining to crosscutting issues: **gender equality, inclusion, migration:**

- Gender equality: is there potential to strengthen engagement of women in traditionally male-dominated occupations and vice-versa? What is the root cause for higher outreach to women in career guidance and counselling, and lower outreach to women in work-based learning?
- Inclusion: is there potential to strengthen inclusion of hard-to place youths, and specifically of people with disabilities, in the E2E WBL and CGC offer? Would such measures better be implemented as part of brokers' general offer, or as part of specific, tailor-made offers by brokers?
- Migration: collect and triangulate available information from tracer studies, broker organisations on emigrating graduates of E2E WBLs, the typical age, sex and subjective motives of emigrating graduates an opinion on whether WBL are likely to increase outmigration of participating youths.

PART 3 Recommendations for possible options for E2E phase 3.

Based on the findings in part 1 and 2, provide recommendations on 1) the relevance and added-value of planning of an additional phase, and, if applicable, 2) recommend and prioritize options for the strategic focus of a potential additional and **final** phase. Questions of interest include the following:

1. What is the niche of E2E in the youth employment sector in Serbia, considering particularly GIZ and EU-funded programmes?
2. Do results (particularly in terms of efficiency and sustainability) achieved so far justify a continuation of the project beyond 2023?
3. If they do, what could be the priority and geographical orientation of phase 3? Should a potential phase 3 be about consolidation of results achieved so far in the current regions (including recently added ones), or about upscaling in new regions? The recommendations regarding geographical orientation should be grounded in the labour market situations and related demographic and migration trends in the target regions.
4. Target group: should the target group be further adjusted, i.e. extended to even older job-seekers, or possibly to existing employees (up- and reskilling)?
5. Should a further phase focus more strongly on 1) anchoring approaches and partnerships in existing public institutions (NES, MoLEVSA, MoESTD, LSGs), or more on 2) strengthening coordination and collaboration across companies and LSGs in selected territories (training alliances), or 3) a combination of both? Why? Which approaches should be anchored in the formal system, which should be upscaled in collaboration with the private sector and LSGs?

Annex 3: List of Documents Reviewed

NR	Document Name
1	SROVRS 2030 Master
2	E2E SIPRU Evaluation Pilot Grants SER (word)
3	E2E SIPRU Periodic Evaluation of the local youth employment initiatives 2018
4	E2E MTR Serbia SDC E2E NIRAS IP 2018
5	E2E Management Response Review
6	E2E Final Report E2E Review to SDC 2019 (reviewed)
7	Additional Credit E2E
8	Credit Proposal E2E phase 2 (reviewed)
9	CS Serbia 2018-21 Final
10	SKVIS Strategy
11	Adult Education Strategy
12	Akcioni Plan 2021-23
13	Annex 2 Sustainability Plan Broker Performance Comparison 17-21
14	CP Serbia Web Version
15	E2E II Annual Report 2021 Annex 8_Action Plan Broker JPOA Status
16	E2E II Annual Report 2021 Annex 9 Economic Analysis E2E Targeted Areas
17	E2E II Annual Report 2021 Annex 10 Company Survey
18	E2E II Annual Report 2021 Annex 11 Interim Report Comparative NEX Study
19	E2EII Annual Report 2021 Annex 13 Summary of 6 Brokers of E2E 2021
20	E2E II Annual Report 2021 Annex 15 LogFrame Results Framework
21	E2E II Annual Report 2021 Annex 18 CGC Evaluation Results
22	E2E Annual Report 2021 Annex 19 WBL Participant Industries
23	E2E Annual Report 2021 Annex 20 WBL Profiles per Sectors
24	E2E II Annual Report 2021 Annex 22 Career Guidance and Counselling
25	E2E II Annual Report 2021 Annex 23 Annual Beneficiary Survey
26	E2E II Annual Report 2021 Annex 24 Cost Benefit Analysis per Occupation
27	E2E II Annual Report 2021 Annex 34 Bylaw on Accreditation for JOPA
28	E2E II Annual Report 2021 Annex 35 Bylaw on Evaluation of JPOA Performance
29	E2E II Annual Report 2021 Annex 40 WBL Beneficiary Structure Breakdown
30	E2E II Annual Report 2021 Final
31	E2E II Annual Report 2020
32	E2E II Annual Report 2020 Annex zip folder
33	E2E II Semi Annual Report Jan – Jun 2020
34	E2E II Semi Annual Report Annexes 1-22 zip
35	E2E II Semin Annual Report Jan – Jun 2021 Final
36	KJC2KK
37	Law on Adult Education SRB
38	Law on National Qualifications Framework Serbia
39	Nacionalna strategija za mlade
40	Strategija zaposljavanja u Republici Srbiji 21-26
41	VEEDA Springfield Centre Case Study 2017, Private sector responsive VET in Serbia
42	E2E Semi-Annual Report Jan – Jun 2022, including all Annexures
43	Sustainability Plan Power Point Presentation 27.07.2020
44	Selected Cooperation Agreements with LSGs for co-financing
45	Selected Performance Agreements with brokers
46	Input presentations for annual broker meeting on 6 th of October 2022

Annex 5: Review of Progress along LogFrame

Summary comments on LogFrame:

- Progress and results achievement is very promising in general
- Reporting is overly qualitative not giving a clear story line of what is behind the numbers (becomes much better through the high quality annual and semester reports) ...as a standalone tool the LogFrame is difficult to be read in its current form.
- Often difficult to see progress towards change in the way indicators and targets are formulated, which makes it difficult to understand steering needs
- Indicator definitions often too complicated, making it difficult to understand what exactly is measured
- Targets and aggregation of numbers over time often inconsistent, partially because not fully updated since additional credit approval in March 2022
- Steering implication box in LogFrame, although not a standard box for a LogFrame, is not used well enough and often remains empty (becomes much better through the high quality annual and semester reports)

Goals, Outcomes and Outputs	Indicator Code		Phase Target	Status October 2022	Likelihood of achievement by 12.23 (green= high, orange = medium)	Comments
Goal: Increase youth employability in Serbia in inclusive and sustainable way	GI1	National NEET percentage lowered				No attribution or contribution can realistically be established for these indicators, hence steering implications currently formulated at this level not very realistic
OC1: Relevant national and local key stakeholder apply effective and evidence-based policies on youth employment and employability	GI2	Regional NEET percentage lowered				
	GI3	National gender wage gap lowered				
	OC1.1	Nr of GoS policies (MoL, MoE) using evidence-based approach to non-formal adult education and training	7	100%		Lacking information on breadth and depth of these policies, as well as the definition of what counts as a policy for this indicator; would be good to have steering implications formulated, exactly because targets are achieved already
	OC1.2	Nr of GoS policies developed in accordance with Law on planning system transpar. requir.	4	120%		Lacking information on breadth and depth of these policies, as well as the definition of what counts as a policy for this indicator; would be good to have steering implications formulated, exactly because targets are achieved already
	OC1.3	Co-funding rate of broker key services	50% for companies, 10% for LSGs	100%		Reporting on target difficult to understand in LogFrame; would be good to have steering implications formulated, exactly because targets are achieved already; relevance of indicator to measure OC1?

	OC1.4	Public budget rate for outsourcing qualitative empl., training and counselling services	5	?	?	Target difficult to understand and to monitor
OP 1.1: More PS effective and responsive legal and policy framework	OP1.1.1	Nr of national policies which have incorp. E2E rec. actions	7	4		Would need forward looking steering implications formulated
	OP1.1.2	National gender wage gap introduced in new national empl. strategy and NEAP	1	?	?	Difficult to assess this indicator: Usefulness?
	OP1.1.3	Nr of local action plans that increased budget for E2E partners	3	2		
	OP1.1.4	Increased PS satisfaction with compliance of youth empl. policies framework with their needs	60%	98%		Indicator formulation (youth employment policy framework) and what is actually measured (E2E services) does not seem to be logically aligned; PS satisfaction is a good measure, but the indicator formulation does not match
OP 1.2: Improved quality of existing and new public services for employment promotion	OP1.2.1	Nr of counselors in NES, VET schools and CSOs with accredited CGC training completion	30	78		Clearly overachieved target, therefore should have steering implications formulated
	OP1.2.2	Nr of revised services of the NES that meet needs of PS and youth based on E2E recommendations	3	1.5		Says little about depth and breadth of NES measures...changes in the NES ToER would be very significant, but does not come through because of the way indicator is formulated
	OP1.2.3	Revised template process for accred. of WBL courses by AoQ	1	1		Usefulness of indicator, as does not allow to measure progress over time
OP 1.3: Established competence of local labor market players to ensure funding and provide better services for youngsters	OP1.3.1	Nr of brokers/ CSOs registered or attached to Empl. Agency recognised as potential contracting partners	8	0.5		Indicator likely to be achieved, as dependent on a specific policy change due to happen in 2022...does not allow measurement of progress
		Nr of in company instructors trained as mentors	150	130%		Numbers adding in LogFrame not clear, but target likely to be overachieved; would probably be more useful to measure Nr of companies with at least 2 mentors, rather than overall number of mentors
	OP1.3.2	NR of broker personnel capacitated with set of relevant compet. for sustainable operations	35	45		Indicator says little about quality and intensity of training and whether staff still remains in broker organisations
	OP1.3.3					

OC2: Young jobseekers are able to better position themselves on labour market OP 2.1: WBL opportunities and PS industry solutions OP 2.2: Established CG and Matching Services for Youngsters OP 2.3: Socially innovative and inclusive models for youth employment disseminated and practiced within supported CSO/broker organisations	OC2.1	Nr of youth who gained access to use improved WBL, LMI, CG, matching services	15000	71%		Indicator combines services of very different intensity (WBL and CGC group counselling counts as the same)
		Nr and % of participants with empl. contract 12 months after training programme	750	71%		Would be better to have the percentage of people employed as a target as well, as this is a clear measurement of quality
	OC2.2	Nr of companies using broker service portfolio	200	46%		Adding up of achieved numbers in LogFrame not clear; this target may not be fully achieved, hence would need some steering implications formulated
		OP2.1.1 Nr of developed WBL curricula and industry solutions developed by broker and PS	40	26		Would be good to have steering implications formulated; number of 40 is not the most relevant target, it is more about having the process and methodology institutionalised
	OP2.1.2 Nr of trainees with completed WBL training		1300	586 or 45%		Likely going to be achieved, but needs to have steering implications formulated to make clear how; annual targets are not updated since additional credit and hence do not add up
		Nr of occup. profiles which contribute to devel. of occupat. standards	20	3		Numbers and how they add up in relation to target not clear
		OP2.2.1 NR of benefic. which benefited from CGC	15000	71%		Same indicator and target as for OC2.1, but with differently formulated indicator; usefulness?
	OP2.2.2 Nr of competence assessm. and matching services conducted by CGC centers/ brokers		3200	55%		Targets over years to not add up; better steering implications to show how targets will be achieved would be important
		Nr of women empowered and applying for WBL	700	261		Difficult to understand how numbers are counted for this indicator; indicator formulation too complex
		OP2.3.1 Nr of innovative youth empl. models regularly practiced at local level	6	3		Difficult to understand indicator and number counting
	OP2.3.2 Nr of service packages such as WBL, CGC, innovative models transferred to other E2E partners (mutual learning)		5	5		Hard to understand indicator and its relevance

Annex 6: Qualitative Assessment of Sustainability of Brokers

This Annex provides a qualitative assessment of the institutional sustainability of brokers related to E2E CGC and WBL services. The following criteria are used to assess this:

1. The size of the organisation in terms of human resources and annual turn-over: this is an indication of an organisation's ability to absorb and manage additional funds.
2. The importance of E2E as part of the overall portfolio (in percentage of total budget, in number of staff members involved in E2E activities): this indicates the dependence of the organisation on the E2E measure
3. The level of funding diversification: this indicates the dependence of the organisation on the E2E measure and likelihood for an organisation to acquire funding from elsewhere
4. The management and leadership: This shows capacity and interest to engage on CGC and WBL in the future and likelihood to successfully procure funding
5. The overall longer-term organisational vision: this shows the overall alignment of E2E measures with the organisational strategy and vision and the likelihood that E2E measures are staying a key part of the organisation's portfolio
6. The will and skill to deliver CGC and WBL services in the future (judged by current performance and by efforts to undergo JPOA registration for specific services): this shows the incentives and capacities of an organisation to keep engaging on CGC and WBL measures in the future.
7. Likelihood to receive/accept funds from other sources beyond E2E: not all organisations are keen to accept funds from different sources, for instance the LSG, as it may be too complicated and compromise the NGO philosophy.

	Qualitative Assessment of Broker Sustainability Plans (Performance Assessments, Sustainability Plans, etc.)									
	HR size of broker	E2E as part of overall portfolio and budget	Funding diversification	Management and leadership	Overall longer-term organizational vision	CGC Future		WBL Future		Likelihood to receive/accept funds from other sources (LSG, NES, Nat Gov, Private Sector, Donors) beyond E2E
	Annual Turn-over 2021 or 2022 (CHF)					Will to deliver	Skill to deliver	Will to deliver	Skill to deliver	
RBC (Kragujevac)	6	5 staff involved in E2E (part-time or 222% full time)	Current: Several other smaller projects with EU funding, GIZ Past exp: EU, SDC, UNOPS	Strong leadership with background in entrepr.; good outreach to companies	Sustainable socio-economic development in partnerships with public, private and CSO sector; spin-off out of Dutch NGO SPARK	**	***	***	***	<ul style="list-style-type: none"> RBC is well established and positioned to receive funds from private sector (their background and core competence), LSGs (established networks) and other donors (one of the strongest CSOs in the region) for WBL or CGC related trainings
	CHF 161'850 (2021)	<ul style="list-style-type: none"> Funds from E2E = CHF 43'320 E2E funds = 27% of total portfolio 								
BIPS (Kragujevac)	4	3 staff involved in E2E (part-time or 240% full time)	Current: One other start-up mentorship programme Past exp: GIZ, UNOPS, USAID, Norway, LSG	Strong leadership with background in entrepr.; good outreach to companies	Job creation and economic development in focus	**	***	***	***	<ul style="list-style-type: none"> BIPS is well established and positioned to receive funds from private sector (their background and core competence), LSGs (established networks) and other donors (one of the strongest CSOs in the region) for WBL or CGC related trainings
	CHF 133'000 (2022)	<ul style="list-style-type: none"> Funds from E2E = CHF 39'000 E2E funds = 30% of total portfolio 								

Pirot Consortium (Pirot)	5	4 involved in E2E (part-time or 180% full time)	Current: Several EU funded projects Past exp: EU, GIZ, SDC, LSG	Very proactive and innovative with strong outreach to local stakeholders	Focus on cultural and educational development of young people	***	***	**	***	<ul style="list-style-type: none"> The Pirot Consortium is well established and positioned to receive funds from private sector, LSGs (established networks) and other donors (one of the strongest CSOs in the region) for WBL or CGC related trainings The consortium belongs to the main innovators within E2E has proven in many ways how to adapt the E2E models to the local context and how to leverage funding from different sources
	CHF 108'000 (2022)	<ul style="list-style-type: none"> Funds from E2E = CHF 45'000 E2E funds = 41% of total portfolio 								
Timok Club (Knjazevac)	3	All staff involved in E2E (part-time or 299% full time)	Current: IOM, UNDP, GIZ Past exp: more than 80 projects through a range of NGO networks	Smaller NGO focussed on smaller projects, but with good outreach to CSO in KN	Environmentally sound social and economic development	**	**	*	*	<ul style="list-style-type: none"> For Timok Club E2E makes up a major share of its financial portfolio; interests for CGC are clear, whereas there is no stated interest to offer WBL in the future under a JPOA accreditation
	CHF 98'550 (2022)	<ul style="list-style-type: none"> Funds from E2E = CHF 39'420 E2E funds = 40% of total portfolio 								
Educational Centre (ECK) (Krusevac)	6	4 involved in E2E (part-time or 329% full time)	Current: Several EU funded projects, Helvetas Past exp: more than 80 local projects with strong focus on youth	Smaller NGO focussed on smaller projects, but with good outreach to CSO in KR	CSO development and lifelong learning in focus	**	**	**	*	<ul style="list-style-type: none"> For ECK E2E makes up a major share of its financial portfolio; interests for CGC are clear, whereas there is no stated interest to offer WBL in the future under a JPOA accreditation
	CHF 91'960 (2022)	<ul style="list-style-type: none"> Funds from E2E = CHF 45'980 E2E funds = 50% of total portfolio 								
ENECA (Nis), contracted only since May 2022 (7)	9	5 involved in E2E (part-time or 420% full time)	Current: sizeable projects with Germany,	N/A	Focus on regional development through	**	N/A	*	N/A	<ul style="list-style-type: none"> ENECA is a fairly large CSO with a diversified portfolio, but new to E2E; hence it is difficult to judge their future orientation besides

months) for 2022.	CHF 307'100 (2022)	<ul style="list-style-type: none"> Funds from E2E = CHF 25'640 E2E funds = 8% of total portfolio 	Philippe Morris and Sweden		business and skills development					<ul style="list-style-type: none"> the expressed interest to register as JPOA for CGC Expects to double its financial portfolio for 2022 through additional donor funding which may absorb the organization to a high extent
FORCA (Pozega), contracted only since May 2022 (7 months) for 2022.	5	4 involved in E2E (part-time or 302% full time)	Current: several EU grants, Sweden	N/A	Local community development through citizen participation	**	N/A	*	N/A	<ul style="list-style-type: none"> FORCA is new to E2E and in the process of testing both CGC and WBL
	CHF 95'450 (2022)	<ul style="list-style-type: none"> Funds from E2E = CHF 22'070 E2E funds = 23% of total portfolio 	Past exp: EU, USAID, British C., Ministry of Youth							
Asssociation Svetlost (Sabac), contracted only since May 2022 (7 months) for 2022.	4	3 involved in E2E (part-time or 250% full time)	Current: several smaller Erasmus grants	N/A	Create strong citizen participation in local development	**	N/A	*	N/A	<ul style="list-style-type: none"> Association Svetlost is new to E2E and in the process of testing both CGC and WBL
	CHF 55'610 (2022)	<ul style="list-style-type: none"> Funds from E2E = CHF 22'990 E2E funds = 41% of total portfolio 	Past exp: Several smaller Erasmus and EU grants							

Annex 7: Systemic Change Pathways for Key E2E Measures

Key E2E Measure	Future Vision & Expected Systemic Change (scale agent shown in bold)	E2E strategy to facilitate systemic change until end of Phase 2	Expected difference in terms of sustainability and scale through a phase 3
<ul style="list-style-type: none"> ▪ WBL aligned to E2E quality standards (e.g. demand oriented, needs based, co-financed, decent employment, aligned to standards) 	<p>Direct system impacts ('adopting/replicating' E2E WBL)</p> <ul style="list-style-type: none"> ▪ WBL is on offer and on demand in different sub-national labour market environments through: <ul style="list-style-type: none"> - NES adapting its own offer of ToER adopting key E2E WBL features (likelihood: medium, scale: high) - NES outsourcing WBL to brokers (likelihood: low, scale: medium) - LSGs integrating WBL into their own LEAPs and co-funding WBLs with private sector (likelihood: high, scale: medium) - National public sector (e.g. MoLEVSA, MoYS) outsource selected services for ALMM to CSOs (likelihood: low, scale: high) - Development partners replicate WBL through project funding (likelihood: high, scale: medium) - Lead companies pay brokers for collaboration on WBL (likelihood: medium, scale: medium) ▪ Engage in constructive dialogue with NES on how to adapt/improve NES measures and/or use E2E WBL as outsourced mechanism based on comparative analysis commissioned ▪ Showcasing LSG commitment to WBL through SCTM and lobby for increased budget allocation ▪ Knowledge and experience sharing events on ALMM with other development partners and NES ▪ Engage in discussions around Youth Guarantee Scheme and lobby for WBL as key ALMM ▪ Develop concept for potential WBL fund ▪ Facilitate broker advisory services to companies for in-house training 		
	<p>Wider, more indirect system impacts ('adapting, expanding and responding' to E2E WBL)</p> <ul style="list-style-type: none"> ▪ WBL opens doors to formal dual VET at local and national level (VET schools, companies, MoEST) (likelihood: medium, scale: medium) ▪ Strengthen collaboration on WBL at local level through information, advocacy and capacity building events ▪ Further strengthen local level collaboration on WBL and feed experiences into national level discussions using synergies with SDC dual VET reform project <ul style="list-style-type: none"> ▪ WBL leads to improvement of training systems, capacities and processes in lead companies (likelihood: high, scale: medium) ▪ Facilitate broker advisory services to companies for in-house training ▪ Further institutionalize broker advisory services (fee-based models) <ul style="list-style-type: none"> ▪ WBL contributes to institutional strengthening of brokers and positions them as key actors for ALMM in the local labor market (likelihood: high, scale: medium) ▪ Further invest into institutional development and peer learning/coaching amongst brokers ▪ Institutionalize model for institutional development of broker organizations through master brokers 		

			<ul style="list-style-type: none"> ▪ Assess different innovative models for scaling broker based ALMM model (e.g. training franchising)
	<ul style="list-style-type: none"> ▪ WBL contributes to strengthening of local public private development partnerships (e.g. LSGs, NES, LECs, Chambers, brokers, clusters) related labor market issues (likelihood: high, scale: medium) with brokers as key conveners 	<ul style="list-style-type: none"> ▪ Facilitate local labour market and employment analysis, planning and monitoring events engaging public, private and CSO actors 	<ul style="list-style-type: none"> ▪ Invest into strengthening local networks for labour market and employment facilitation and support roll-out of collaboration model
	<ul style="list-style-type: none"> ▪ Local stakeholders (e.g. LSGs, NES, LECs, Chambers, brokers) are able to carry out policy advocacy on WBL, CGC and ALMM with national level stakeholders (likelihood: medium, scale: medium) 	<ul style="list-style-type: none"> ▪ Strengthen local stakeholder networks to take on policy advocacy tasks 	<ul style="list-style-type: none"> ▪ Further roll out model of bottom-up policy advocacy
	<ul style="list-style-type: none"> ▪ The broker network is able to serve as lobbying and policy advocacy body on WBL, CGC and ALMM with national level stakeholders (likelihood: medium, scale: medium) 	<ul style="list-style-type: none"> ▪ Strengthen broker network to take on policy advocacy tasks 	<ul style="list-style-type: none"> ▪ Further roll out model of broker network related policy advocacy
	<ul style="list-style-type: none"> ▪ WBL contributes to a better integration of NFE into the overall formal training system and leads to a more enabling ecosystem for vocational education and employment promotion (e.g. MoLEVSA, MoESTD, NES, PKS, AoQ, ZAVOD) (likelihood: medium, scale: high) 	<ul style="list-style-type: none"> ▪ Strengthen collaboration on WBL, NFE and formal dual VET at local level through information, advocacy and capacity building events 	<ul style="list-style-type: none"> ▪ Further strengthen local level collaboration on WBL and feed experiences into national level discussions using synergies with SDC dual VET reform project
	<ul style="list-style-type: none"> ▪ WBL leads to an improvement in quality of NFE through development of occupational standards (AoQ) and standardized mentor training (PKS) (likelihood: high, scale: high) 	<ul style="list-style-type: none"> ▪ Further facilitate testing and development of occupational standards through the building of respective capacities 	<ul style="list-style-type: none"> ▪ Support further rolling out and integration of NOQs and OS and build the necessary capacities in collaboration with SDC dual VET reform and SDC-ADA PKS support project.
<ul style="list-style-type: none"> ▪ CGC as key services for young people and job seekers aligned to E2E quality standards (e.g. demand oriented, needs based, co-financed, 	Direct system impacts ('adopting/replicating' E2E CGC)		
	<ul style="list-style-type: none"> ▪ CGC services are on offer and on demand in different sub-national labor market environments through: <ul style="list-style-type: none"> - NES outsourcing selected CGC services to brokers (likelihood: low, scale: medium) and/or invests into more and better CGC services and practitioners (likelihood: medium, scale: high) - LSGs integrating CGC services into their own LEAPs and co-funding CGC services (likelihood: medium, scale: medium) - Primary, secondary and VET schools outsource CGC services to brokers (likelihood: medium, scale: medium) 	<ul style="list-style-type: none"> ▪ Further support CGC JPOA accreditation process of different brokers ▪ Strengthen collaboration on CGC at local level through information, advocacy and capacity building events ▪ Keep lobbying at national level with MoLEVSA, MoESTD, MoYS and NES for the role of CSOs as CGC provider and support respective changes in the laws 	<ul style="list-style-type: none"> ▪ Different scale pathways could be tested, strengthened and rolled-out ▪ Anchor model for institutional development of broker organizations through master brokers (e.g. install capacity in Serbia for developing future brokers without E2E PIU doing this directly) ▪ Pro-active co-shaping of Youth Guarantee design and implementation

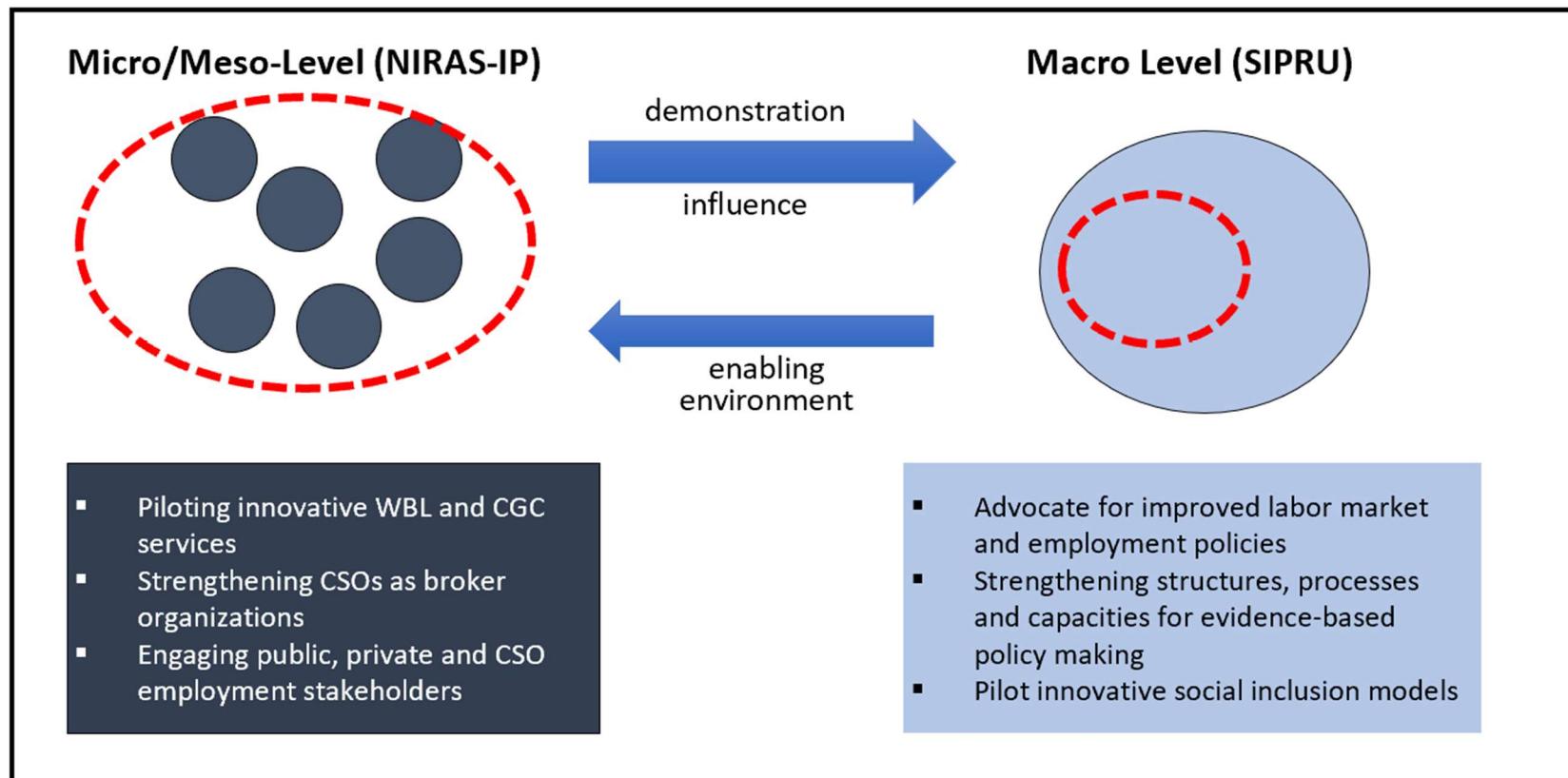
<p>aligned to national system)</p>	<ul style="list-style-type: none"> - Companies outsource matching and recruitment services to brokers (likelihood: low, scale: low) - National public sector (e.g. MoLEVSA, MoYS) outsource selected services for CGC services to CSOs (likelihood: low, scale: high) - Development partners replicate CGC services through project funding (likelihood: high, scale: medium) 	<ul style="list-style-type: none"> ▪ Knowledge and experience sharing events on CGC with other development partners and incentivize broker-driven CGC in other projects ▪ Engage in discussions around Youth Guarantee Scheme and lobby for broker-driven CGC inclusion 	
<p>Wider, more indirect system impacts ('adapting, expanding and responding' to E2E CGC)</p>			
	<ul style="list-style-type: none"> ▪ Importance of CGC services is understood by key local and national level stakeholders and investments are made to strengthen CGC services in NES and at schools (likelihood: low, scale: high) 	<ul style="list-style-type: none"> ▪ Strengthen collaboration on CGC at local and national level through information, advocacy and capacity building events 	<ul style="list-style-type: none"> ▪ Feed experiences into policy debates and support roll-out
	<ul style="list-style-type: none"> ▪ CGC practitioner is offered as a career at selected educational institutions (likelihood: medium, scale: medium) 	<ul style="list-style-type: none"> ▪ Develop concept for CGC career 	<ul style="list-style-type: none"> ▪ Support roll-out
	<ul style="list-style-type: none"> ▪ MoEST develops quality standards for career practitioners (?) (likelihood: high, scale: medium) 	<ul style="list-style-type: none"> ▪ Facilitate process and offer expertise 	<ul style="list-style-type: none"> ▪ Support roll-out
	<ul style="list-style-type: none"> ▪ Local stakeholders (e.g. LSGs, NES, LECs, Chambers, brokers) are able to carry out policy advocacy on WBL, CGC and ALMM with national level stakeholders (likelihood: medium, scale: medium) 	<ul style="list-style-type: none"> ▪ Strengthen local stakeholder networks to take on policy advocacy tasks 	<ul style="list-style-type: none"> ▪ Further roll out model of bottom-up policy advocacy
	<ul style="list-style-type: none"> ▪ The broker network is able to serve as lobbying and policy advocacy body on WBL, CGC and ALMM with national level stakeholders (likelihood: medium, scale: medium) 	<ul style="list-style-type: none"> ▪ Strengthen broker network to take on policy advocacy tasks 	<ul style="list-style-type: none"> ▪ Further roll out model of broker network related policy advocacy

Annex 8: Qualitative Assessment of Potential Future Funding Sources for WBL and CGC

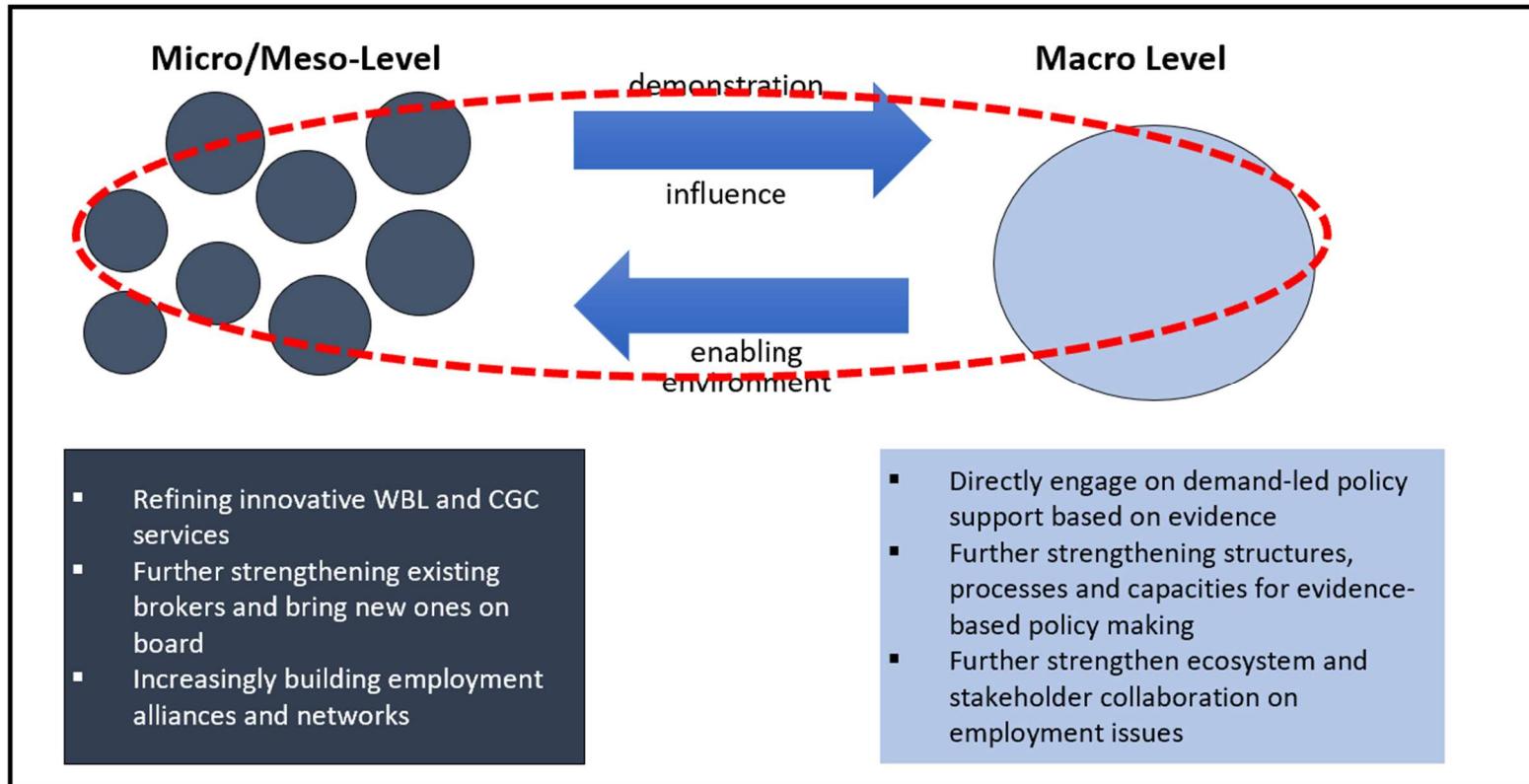
Potential Funding Source	Likelihood of accessibility for WBL measures	Likelihood of accessibility for CGC measures	Scope (amounts and coverage) and Timing
National level funds (MoLEVSA, MoESTD, MoYS)	Possible, if employment law changes	Possible, if employment law changes	Difficult to assess, but the CSO channel is not likely going to become the main channel for national government funding for CGC and ALMM measures.
National level funds (Youth Guarantee)	Limited, as rolled out through NES	Possible, as part of outreach measures	Significant amount (Euro 100 Mio) provisionally committed from EU funds, additional government funds; but likely going to be delayed, as government not ready in time (more likely to materialize from 2024 onwards)
NES funds	Limited: NES normally uses up all its limited funds for its own measures...but possibility to contribute to qualitative improvement of NES' own training measure ToER and lobby PS to apply the E2E WBL model also in the frame of NES funded trainings	Limited, but possibility to strengthen capacity of NES counsellors	Scope for influence and impact is comparably high through the broad mandate NES has, but it is not likely going to be the E2E WBL and CGC per se, but some of the qualitative elements which make the E2E measures successful and can easily be adopted into the NES portfolio
LSG funds	High and already visible in E2E phase 2	Possible, if JPOA accredited	Currently, there are around 120 WBL trainings which could be financed with the committed amounts. In areas with established broker organizations, there is some scope for further scale, but with general LSG budget limitations, this scope is likely not going to be too big.
Private Sector Funds	High	Limited	WBL is already funded up to 50% by the private sector. In larger companies, there is potential for full adoption of the WBL with certain simplifications, whereas for smaller companies the presence of a pro-active broker will always remain key.
Donor Funds	High	High	Variable, but potentially considerable

Annex 9: Conceptual Visualisation of Trajectory of E2E from Phase 1 to potential Phase 3

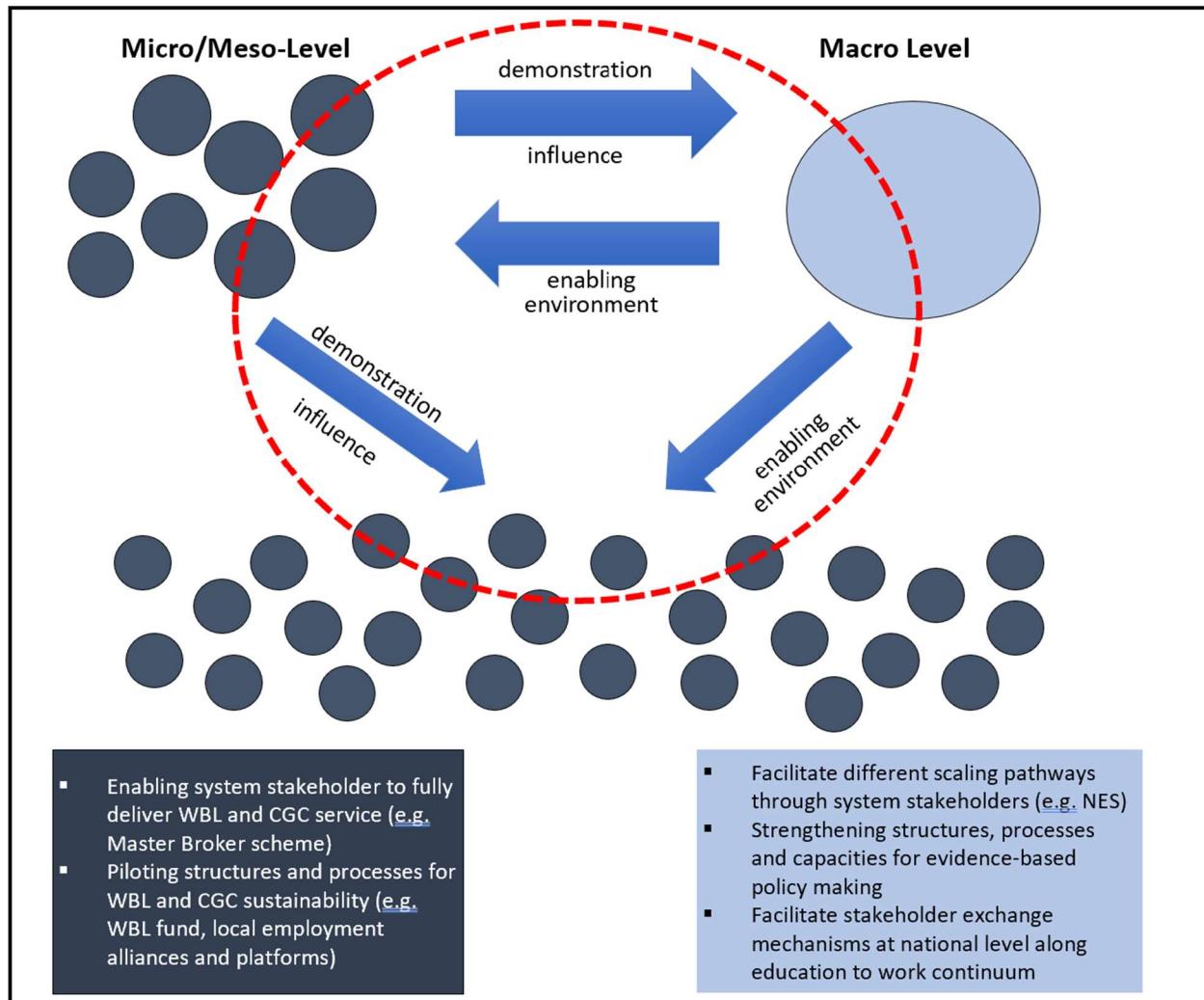
From piloting WBL and CGC services at sub-national and national level in E2E phase 1...



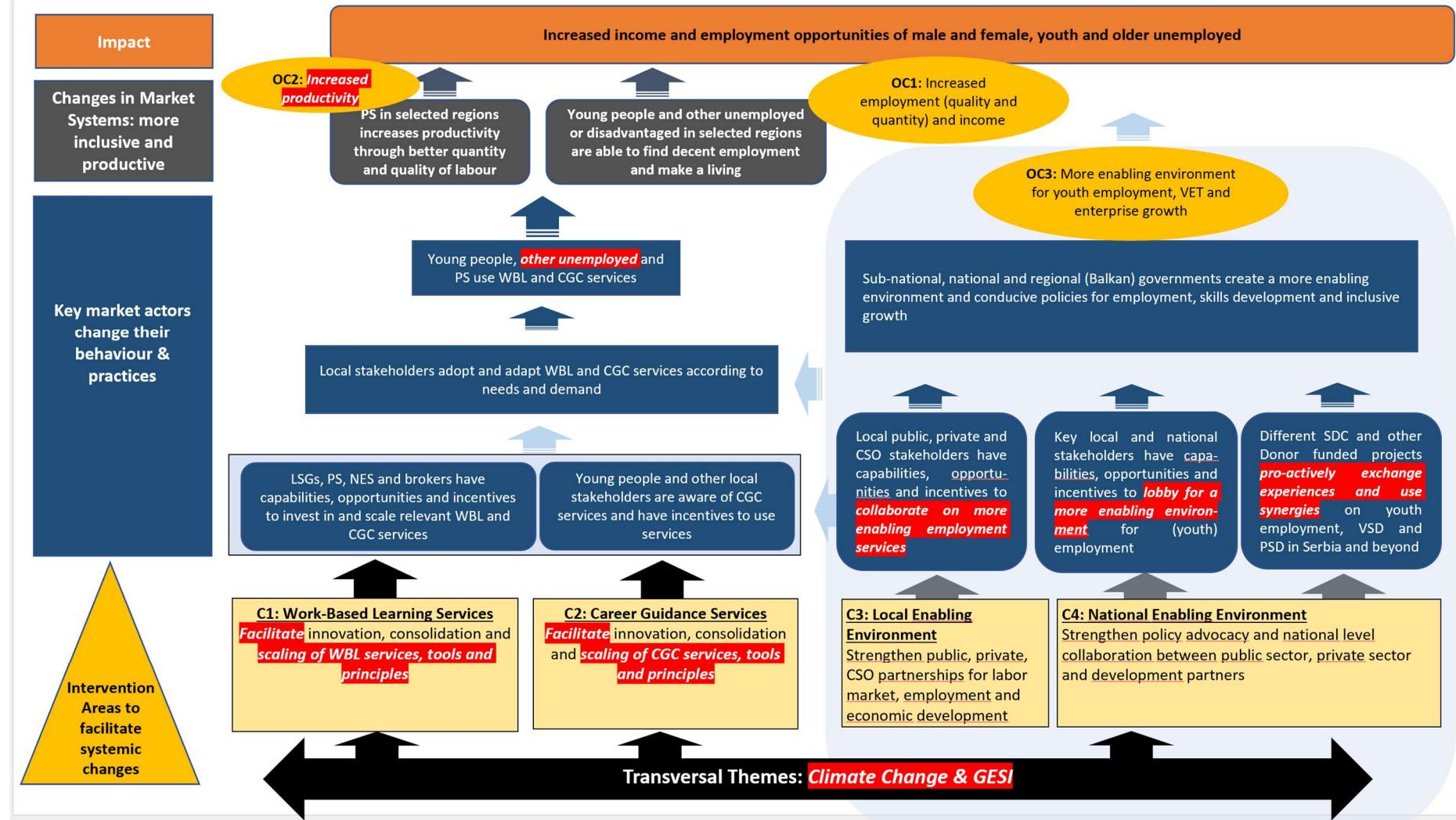
...towards preparing for systemic change opportunities in E2E phase 2



...towards facilitation of systemic change and scale in phase 3



Annex 10: Theory of Change for a Potential Phase 3



Annex 11: Qualitative Assessment of Policy Interventions Implemented by E2E

The table below presents a list of the most significant policy interventions delivered by SIPRU and NIRAS as part of the cooperation and partnership with the Ministry of Labour, Employment, Veteran and Social Affairs (MoLEVSA) and the Ministry of Education (MoE). E2E has also provided support to relevant institutions responsible for the implementation of policies, such as the National Employment Service (NES), the Qualifications Agency, the Serbian Chamber of Commerce, schools and the CSO sector, which is not reflected in below table. 'Significance' in below table refers to 'breadth of change' (number of people and/organizations benefiting from change), 'depth of change' (how profound the change has been), as well as its ripple/leverage effect (indirect influence on other sector policies). Significance was mainly assessed qualitatively in discussions with the E2E team, MoLEVSA and MoE.

Policy interventions	Period	Ownership	Institutional partners and stakeholders	Significance - High - Medium - Low	Explanation and justification
1. Development of Employment Strategy 2021-2026, including the following: <ul style="list-style-type: none"> 1.1. Ex post analysis of Employment strategy 2011-2020 1.2. Ex ante analysis Employment strategy 2021-2026 1.3. Workshops for the Ministry and SIPRU 1.4. Facilitation of public debates online 1.5. Contribution to the content of the Strategy and the Action Plan 2021-2023 1.6. Monitoring of the implementation of the Strategy - facilitation of working groups meetings 	2020 - 2022	SIPRU and NIRAS	MoLEVSA	High	<p>With support of SIPRU/NIRAS as well as in close collaboration with MoLEVSA and interested NGOs the new Strategy was accepted in 2021. It has opened space for further discussion about the participation of CSOs as future providers of employment policy, which was one of the main priorities of E2E.</p> <p>The new Strategy has acknowledged the necessity for issuing the new Employment Law as well as allowing CSOs to become equivalent employment service providers. While this is a maximum one can expect in terms of impacting the development of the new Strategy, it should be assumed as the first tangible step in achieving a big policy change. However, in the next step policy makers and stakeholders should focus on further operationalization (development of relevant legal acts and bylaws) and implementation of the new role of CSOs related with the labour market.</p>
2. Development of National Standard Classification of Occupation	2020-2022	SIPRU and NIRAS	MoLEVSA	High	With merely the new Codebook for occupations finally aligned with international standards (ISCO08) being developed, the Project (through SIPRU and NIRAS) provided

<p>2.1. Developed Draft Methodology for development of standards of occupations</p> <p>2.2. Piloted Methodology on 10 developed standards of occupations; developed Guidebook for field research of occupations; provided recommendations for the improvement of the Methodology</p> <p>2.3. Improved functionality of a unique website developed for users of all codebooks on national level: http://kodekssifara.minrzs.gov.rs/</p>					<p>extensive support in the development of standards of occupations. The standards make a basic prerequisite for implementation of labour market policy and provision of employment services. E2E contributed to the development and testing of the methodology for development of standards of occupations. The 10 standards of occupations that have been developed based on drafted methodology were selected based upon E2E experiences in the implementation of WBL in selected local communities.</p>
<p>3. Contribution to the development of the Draft Law on Work Practice</p> <p>3.1. Provision of support in writing the draft law on Work Practice</p> <p>3.2. Participation in Work group meeting to support the idea of drafting a new Law on Work Practice</p>	2021	SIPRU	MoLEVSA	Medium	<p>Building upon activities in the first phase of E2E Project (two analyses performed aiming at the enhancement of the need for drafting the law which resulted in broad acceptance of the need to regulate Work Practice by issuing a legal act), a consultant was engaged in 2021 to draft a new Law on Work Practice. While issuing the Law is still pending, there are no risks of canceling the procedure. Yet, the changes of the draft are still possible, with one specific change advisable – to extend the age limit (30 years of age) for attendance of work practice.</p>
<p>4. Redesign of NES entrepreneurship program</p> <p>4.1. Development of detailed instructions for the Business Plan evaluation process with a clearly defined evaluation/scoring criteria</p> <p>4.2. Training NES staff for its implementation, to ensure that all evaluators i.e. organizers of the employment programs in the NES, evaluate Business Plans uniformly, in the same manner.</p>	2022	NIRAS	NES	Medium	<p>As part of its ALMPs, NES offers entrepreneurship training program along with a financial support for selected ideas. However, while development of business plans remained an important segment of the training curriculum, it was not used for scoring when selecting best business ideas for provision of financial support. As it was seen as the main drawback of this measure both by the NES staff and beneficiaries, NIRAS provided support which resulted in improved capacities of NES to support entrepreneurial development through self-employment.</p>

<p>5. Enhancement of CGC service standards through provision of trainings and establishment of accreditation process for new CGC service providers (JPOA)</p> <p>5.1. Trainings for the provision of career guidance and counseling services</p> <p>5.2. Development of procedures and instruments, program assessment criteria and preparing the Manual for future applicants for JPOA status</p>	2020-2023	NIRAS	MoLEVSA NES Employment agencies CSOs AoQ	High	<p>E2E has organized trainings for the provision of career guidance and counseling services in accordance with the standards established in the Rulebook on the Standards of Career Guidance and Counseling Services ("Official Gazette of RS", No. 43/19), for employees of the National Employment Service, employment agencies and civil society organizations. Since 2020, over 100 participants have been trained. The standards will be implemented in internal work procedures and internal training of NES employees as of 2023.</p> <p>Partnering with AoQ, NIRAS has contributed to the establishment of the accreditation process for the carrier guidance and counselling (CGC) services through the development of procedures and instruments, program assessment criteria and preparing the Manual for future applicants for JPOA status.</p>
<p>6. Enhancement of non-formal education</p> <p>6.1. Comprehensive analysis of the process, standards and criteria used in obtaining the status of non-formal education service providers (JPOA)</p> <p>6.2. Development of the Manual for acquiring the status of JPOA and various methodological documents and guidelines</p> <p>6.3. Quality assurance system in non-formal adult education and training</p> <p>6.4. Capacity building for MoE and AoQ staff</p> <p>6.7. The national dialogue of the JPOA</p>	2020 - 2023	SIPRU and NIRAS	MoE AoQ	High	<p>Based on the evaluation of the system for the JPOA accreditation a new legal framework has been developed till Dec 2021. The bylaw on obtaining the status of JPOA is adopted by the MoE and the 2nd bylaw on standards for self-evaluation and external evaluation of the quality of work of JPOA has been adopted in Feb. 2022.</p> <p>Special attention was focused on promotion of JPOA accreditation process, in support of widening the scope of institutions (schools, training centers, companies, CSOs) who were granted a JPOA status. This is of an utmost importance for provision of education to meet the labour market needs as well as further implementation of ALMPs (training for labour market, WBL etc).</p>

7. Comparative Analysis: E2E “WBL Approach” vs. NES “Training on Employer’s Request”	2021-2022	SIPRU and NIRAS	MoLEVSA NES	Medium	The Analysis has provided valuable inputs for further improvement of ALMPs “Training on Employer’s Request” thus assuring the E2E WBL approach sustainability and implementation through NES . Rather than competitive to E2E WBL implementation through broker organizations this should be considered complementary to implementation of WBL within the E2E regions while in the regions not covered by E2E it may contribute to further promotion of WBL among local businesses as well as non-formal education providers and CSOs.
8. Support in the adjustment of LEAPS with the new Law on Planning System	2020-2021	SIPRU	LSGs	Medium	Stemming from developed collaboration with the LSGs in the first phase of the E2E project an additional support was provided to two LSGs (Vlasotince and Palilula in Nis) with an aim of contributing to sustainability of developed innovative employment models .