

# **Bosnia and Herezegovina**

## **Mid-Term Evaluation**

**Thematic window: Youth, Employment & Migration**

**Programme Title: Youth Employability and Retention  
Programme**

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## Prologue

The current mid-term evaluation report is part of the efforts being implemented by the Millennium Development Goal Secretariat (MDG-F), as part of its monitoring and evaluation strategy, to promote learning and to improve the quality of the 128 joint programs in 8 development thematic windows according to the basic evaluation criteria inherent to evaluation; relevance, efficiency, effectiveness and sustainability.

The aforementioned mid-term evaluations have been carried out amidst the backdrop of an institutional context that is both rich and varied, and where several UN organizations, working hand in hand with governmental agencies and civil society, cooperate in an attempt to achieve priority development objectives at the local, regional, and national levels. Thus the mid-term evaluations have been conducted in line with the principles outlined in the Evaluation network of the Development Assistant Committee (DAC) - as well as those of the United Nations Evaluation Group (UNEG). In this respect, the evaluation process included a reference group comprising the main stakeholders involved in the joint programme, who were active participants in decisions making during all stages of the evaluation; design, implementation, dissemination and improvement phase.

The analysis contained in the mid-term evaluation focuses on the joint program at its mid-term point of implementation- approximately 18 months after it was launched. Bearing in mind the limited time period for implementation of the programs (3 years at most), the mid-term evaluations have been devised to serve as short-term evaluation exercises. This has limited the scope and depth of the evaluation in comparison to a more standard evaluation exercise that would take much longer time and resources to be conducted. Yet it is clearly focusing on the utility and use of the evaluation as a learning tool to improve the joint programs and widely disseminating lessons learnt.

This exercise is both a first opportunity to constitute an independent “snapshot” of progress made and the challenges posed by initiatives of this nature as regards the 3 objectives being pursued by the MDG-F; the change in living conditions for the various populations vis-à-vis the Millennium Development Goals, the improved quality in terms of assistance provided in line with the terms and conditions outlined by the Declaration of Paris as well as progress made regarding the reform of the United Nations system following the “Delivering as One” initiative.

As a direct result of such mid-term evaluation processes, plans aimed at improving each joint program have been drafted and as such, the recommendations contained in the report have now become specific initiatives, seeking to improve upon implementation of all joint programs evaluated, which are closely monitored by the MDG-F Secretariat.

Conscious of the individual and collective efforts deployed to successfully perform this mid-term evaluation, we would like to thank all partners involved and to dedicate this current document to all those who have contributed to the drafting of the same and who have helped it become a reality (members of the reference group, the teams comprising the governmental agencies, the joint program team, consultants, beneficiaries, local authorities, the team from the Secretariat as well as a wide range of institutions and individuals from the public and private sectors). Once again, our heartfelt thanks.

The analysis and recommendations of this evaluation report do not necessarily reflect the views of the MDG-F Secretariat.

DIETMAR AIGNER

## MID-TERM EVALUATION OF THE MILLENIUM DEVELOPMENT GOAL ACHIEVEMENT FUND

# Youth Employability and Retention Programme

Spanish MDG Achievement Fund for Youth, Employment and Migration  
A Governments of Bosnia and Herzegovina programme implemented by  
the United Nations and financed by the Government of Spain

### FINAL EVALUATION REPORT

April 2012

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## GLOSSARY OF ACRONYMS

ALMP	Active Labour Market Programme Measures
BiH	Bosnia and Herzegovina
CISO	Centre for Information, Counselling and Training
CSO	Civil Society Organisation
FBiH	Federation of Bosnia and Herzegovina
IOM	International Organisation for Migration
JP	Joint Programme
MDG	Millennium Development Goals
MDG-F	Millennium Development Goal Achievement Fund
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
NSC	National Steering Committee
PES	Public Employment Service
PMC	Programme Management Committee
RS	Republika Srpska
SWOT	Strengths, Weaknesses Opportunities and Threats [technique]
ToR	Terms of Reference
ToT	Train the Trainers [approach]
TCLM	Temporary and Circular Labour Migration
UNFPA	United Nations Population Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNV	United Nations Volunteers
YERC	Youth Employment Resource Centre
YERP	Youth Employability and Retention

## PREFACE

This Mid-term evaluation covers assistance to the Republic of Bosnia and Herzegovina's youth employment and youth migration measures financed under the joint programme *Youth Employability and Retention*, a Government of Bosnia and Herzegovina programme implemented by the United Nations and financed by the Government of Spain under the Spanish Millennium Development Goal Achievement Fund for Youth, Employment and Migration.

This Evaluation Report has been prepared by Dietmar Aigner during the period February to March 2012 and reflects the situation at 2 March 2012, the cut-off date for the Report. The factual basis was provided by formal programme documentation, regular programme progress reports, other relevant sectoral and regional documents and materials, and interviews with the main parties.

## EXECUTIVE SUMMARY

### INTRODUCTION

The *Youth Employability and Retention Programme* (YERP) is a United Nations Joint Programme designed to address the problems of high youth unemployment and irregular youth migration in Bosnia and Herzegovina (BiH). The YERP, financed by the Government of Spain through the Millennium Development Goals Achievement Fund (MDG-F) with a contribution of US\$5.999 million, is a partnership between the United Nations Development Programme (UNDP) as the lead agency and administrative agent, the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the United Nations Volunteers (UNV), the International Organisation for Migration (IOM) and the Ministry of Civil Affairs (the main State partner) with the Ministry of Security, the Ministry of Foreign Affairs and the Ministry of Human Rights and Refugees. As the implementation of policies and legislation is mostly the responsibility of governmental and administrative units at the Entity, Cantonal and Municipal levels, numerous partners are also heavily involved.

### THE INTERVENTION

The YERP strategy is to enhance youth employability and migration management through better alignment of national strategies on education, youth employment and migration. Implementation is built upon three achievable outcomes: increasing the capacities of the education system and local communities to improve youth employability; enhancing capacities of the Public Employment Services and Civil Society to develop and deliver an integrated package of youth employability measures, and maximising the positive impact of youth migration whilst minimising the impact of irregular migration. The YERP started in January 2010 with a planned duration of 36 months.

### EVALUATION FINDINGS

**Relevance:** Overall, the YERP is based on a sound analysis of the problems, inequalities and gaps, and addresses crucial areas of intervention. Insufficient attention has been paid to measures to address youth unemployment, currently around 60%, and the consequences for the domestic economy, and illegal migration. The YERP takes account of the specific interests of women, minorities and ethnic groups. The overall guidance and supervision given by the MDG-F Secretariat has been welcomed by partners. The YERP is strongly aligned with sector strategies benefiting from extensive consultation at the design phase. This has led to a remarkable degree of ownership by the partners.

**Efficiency:** Overall, the YERP is well managed. The management team implements the programme with a focus on results to be achieved and monitors the project progress on the basis of how well the programme has been achieving its set of expected results. The Programme Management Committee performs well as the main coordination body and the link to BiH government and institutions. Cooperation between the agencies and the most important national partners works well. Although the activities were slow to start, rapid progress has been made to complete the activities in time. Disbursement has been slightly lower than planned but budget commitment was achieved in line with the annual work plan. There is an excellent degree of collaboration among the agencies involved which are ensuring that the activities carried out reflect current political and socio-cultural realities and sensitivities. There is a good degree of ownership demonstrated by state, entity, cantonal and municipal stakeholders. Lack of involvement of employer representatives is one of the few weaknesses of the YERP's implementation.

**Effectiveness:** Provided all expected outputs materialise in time the YERP has good potential to support the Millennium Development Goals of BiH within the given thematic

window. The programme tackles essential issues related to the socio-economic problems of BiH: MDG 1 (*poverty reduction*), 2 (*achieving universal primary education*) and 3 (*promotion of gender equality and empowerment of women*). In the course of the YERP the BiH policy makers and administrators continue to be confronted with a large number of innovative tools and models to actively fight youth unemployment (MDG 1) and improve education (MDG 2). However, the use of this knowledge for the development of evidence-based policies has not been demonstrated. Databases on school drop-outs and migration are being set up and should in the longer run lead to the development and implementation of more effective and better targeted national and regional policies. Counselling of youth and career planning should help to make young people more self-responsible for their own future and more realistic and pro-active in approaching the labour market. The broader population, particularly young people, is being better informed about the potential risks of migration. Equal participation between men and women in all training courses and educational programmes contributes directly to the achievement of MDG 3. Taking into account the size and complexity of all the problems targeted by the YERP, its contribution can only be a moderate one which can be replicated by the BiH authorities.

Details on the extent to which the individual outcomes are being achieved are given below:

*Outcome 1: Increased capacities of the education system and local communities to improve youth employability*

The desired improvement of curriculum in up to 100 individual schools remains challenging but achievable. A set of 10 key competencies for life-long learning has been defined and agreed within the Education Working Group. The participating young high school students are recognising the importance of education based on development of life skills and key competencies. It is too soon to fully assess effectiveness of capacities of 100 local communities in 17 municipalities to develop early school leavers' database and enhanced mitigation plans but the predicted output should be mostly realised. The completed research study has highlighted the problem of high dropout rates in BiH primary and secondary education. Development of early school leavers' data bases in the majority of YERP assisted municipalities is slightly behind schedule but the intended outputs should be largely achieved. Work on gender responsive policy and operational guidelines related to facilitating school enrolment and retention, inclusion of disabled youth, Roma and girls from rural areas in education developed is expected to be completed, but enforcement will be challenging. Promoting the inclusion of Roma students into secondary schools still does not find much pro-active support and thus their educational deficits are not likely to diminish soon. The provision of informal education/ training to young returnees in rural areas in the field of life skills and key competencies is expected to achieve its desired outputs.

*Outcome 2: Enhanced capacities of the Public Employment Services and Civil Society to develop and deliver an integrated package of youth employability measures*

Supported by Public Employment Services, 16 municipalities have been provided with fully resourced Centres for Information, Counselling and Training (CISOs). These centres have successfully introduced an innovative approach in direct work with beneficiaries (15 to 30 year old), who represent one of the most vulnerable categories on the BiH labour market. Up to 11,000 young people may benefit from the CISO services by the end of the programme. Work experience has been provided to youth, male and female, through different work experience schemes and the Civil Society and private sector have been engaged in development of Youth Work Experience Policy schemes. The YERP has already co-financed salaries for more than 500 interns, and actively promotes volunteerism as form of professional improvement. At all CISO centres, young unemployed women, and women from vulnerable categories received direct, one-on-one job counselling assistance, training to improve employability, and job-search assistance. At the time of this evaluation, some activities in certain CISO municipalities had experienced temporary difficulties with attendance or contractor performance but these do not detract from the progress being made.

The objectives set for enhanced awareness and understanding of the value of volunteerism and civic or community engagement among citizens and local government officials in general and in relation to the role and value of volunteering in enhancing employment prospects are expected to be fully achieved. Placed in 14 of 16 CISO Centres, the UNV Counsellor-Advisors work alongside at least one government-funded PES staff member providing a range of employment related information, counselling and training services, which are effectively delivered. To date, at least 160 CISO clients (youths) have become UN Volunteers as a result of counselling/ advice received at the CISO centres. The demand for these activities exceeds the possibilities of the YERP Counsellors.

### Outcome 3: Positive impact of youth migration maximised whilst impact of irregular migrations minimised

Work to equip and train the BiH Statistical Agencies to create migration statistics including youth migration statistics is expected to be effectively realised and will result in an information system for exchange and dissemination of data for migration, compatibility with EUROSTAT standards. Migration statistics methodology and a strategy and action plan for migration monitoring have been developed and Council of Ministers approval is expected at the end of 2012. The objective of strengthening institutional capacities and systems to reduce irregular migration, introducing circular migration schemes, providing BiH youth with organised and legal opportunities for employment and internships/ apprenticeship in a selected country of destination, and supporting returning youth to reintegrate into is expected to be largely achieved. Awareness raising regarding the dangers of irregular migration and the benefits of regular migration is expected to be completed.

Overall, the stipulated timeline of outputs should largely be addressed but more time would allow better absorption by government partners and more visible sustainability. Implementation has been greatly accelerated, following a slow start and the vast majority of outputs are expected to be delivered within the current lifetime of the programme. The YERP's various job counselling assistance, training and information activities, as well as certain policy improvement measures, are contributing significantly to the issue of youth employment.

**Sustainability:** Sustainability of the YERP Education Component is still uneven. Despite good work delivered by the Education Working Group, the adoption and integration of outputs into educational curricula still needs to be explored. Progress in relevant educational reforms is slow, complicated by the complex governmental and administrative structures. Sustainability of the YERP Employment Component, particularly the CISOs, requires action. Establishing of youth services, youth offices and the YERP support given to these issues should have been based on clear governmental strategies including a sustained expansion programme, which has not yet emerged. The durability of the YERP Migration Component, in particular, the adoption and integration of outputs into national policy frameworks is slow, suggesting a limited interest in enhancing the knowledge-based evidence for policy making in the area of migration. The situation is better on migration statistics. Cooperation between statistical institutions at state, entity and cantonal level is good in labour market statistics. Despite varying political views among the BiH stakeholders the YERP remains an accepted and supported initiative above daily politics.

## CONCLUSIONS AND LESSONS LEARNED

### Conclusions

Overall, the YERP is highly relevant in its intervention approach and addresses crucial key issues in respect of BiH's socio-economic development. The programme design is sound and logical in approach. Individual activities demonstrate some innovative character but are not over- ambitious in scope and coverage in relation to the regional context. Relative to its

timeframe, implementation remains challenging due to the external situation within which the programme has to operate. Stakeholders at all levels confirm and appreciate that the programme took account of the prevailing governmental and administrative realities and the YERP is providing a pragmatic approach for securing ownership at entity, cantonal and municipal levels.

Targeting BiH young men and women, including those at risk of social exclusion and prime candidates for migration has been a success factor for this intervention. The programme focuses on developing some evidence-based policies on youth education, strengthening the capacity of BiH institutions to improve labour market services aligned with policy objectives, and on supporting public employment institutions in piloting innovative employability services for the youth. However, cooperation between employment services, the education sector, and employers could have been better addressed in the YERP design to strengthen partnerships.

Government partners' commitment at state, entity, cantonal and municipal levels is good but the pro-active take up of programme outcomes varies and could have been more strongly demonstrated by partners. YERP has made good use of inter-ministerial working groups and has stimulated overall coordination mechanisms, which are worth maintaining for facilitating further reforms within the respective areas.

The YERP is expected to achieve most of its defined outcomes within the current timeframe for implementation but results and impacts could be stronger if the programme was given an extension. Adoption of strategic outputs and thus transferring them into intermediate and wider impacts is lagging behind schedule. For a few activities, follow-up actions are already being considered or have started by means of the accompanying EU pre-accession instrument and other support mechanisms.

### **Lessons learned**

The YERP represents a practical working model for joint programme implementation. The YERP operations are characterised by a true joint approach both in management and team work. Differences in planning cycles, operational procedures and reporting systems were mutually resolved and synergy effects in implementation, such as joint events, integrated planning and harmonized communication channels, contribute to a cost-effective operation.

The YERP and CISO have been well established as a brand in BiH. Both the programme and its flagship output have received remarkable recognition throughout the country. The visibility of the programme has been greatly enhanced through branding developed in accordance with the MDG-F standards in all communication and promotion materials. The establishment and operations of the CISO centres directly supports the overall reform process of Public Employment Service (PES), whose management have recognised the difference in service and approach which will contribute strongly to the restructuring and reorganisation of PES.

Non-formal education activities have been confirmed as a feasible work approach to develop capacities of young people. Whilst changes to the formal education system are often difficult to achieve due to the need for long-lasting multi-level political adoption processes, the quick and immediate benefits of tailored non-formal education activities are apparent. Besides financial benefits, the immediate encouragement of beneficiaries confirms the capacity building aspects of non-formal education projects.

## RECOMMENDATIONS

### MDG-F Secretariat

#### Extension of programme duration

Together with other institutions and partners involved, the MDG-F Secretariat should consider granting a no additional cost time extension to this programme. Despite the fact that the achievement of objectives within the current timeline is considered good, more time would allow the YERP's immediate impacts to appear more visibly. The benefits from an extension could be further strengthened by seeking additional donor funds in order to allow a limited number of extra activities to take place.

### YERP Project Management Committee

#### Effectiveness and sustainability of YERP

The YERP Programme Management Committee should:

- take a favourable view on extending the programme lifetime and propose a no additional cost extension request, for a period up to six months.
- consider whether the remaining programme time, in particular if an extension is granted, should be utilised to incorporate additional elements of effective cooperation with employers into the remaining programme activities.
- agree on a sustainability plan, assisted by the Joint Programme Manager and in close cooperation of all beneficiaries concerned, indicating in detail for each output actions, timelines and responsibilities for making the respective output sustainable. UN agencies should monitor the sustainability plan wherever possible for at least a year after closure of the programme.
- consider whether the ownership and adoption of the “life skills and key competencies” part of the Education Component is fully clear and whether it needs to be explored and agreed by the respective Working Group.
- consider the possibility for the Migration Component of increasing the effect by developing a TLMCM with Spain. Discussions with Embassy of the Kingdom of Spain should start immediately.
- should agree a final visibility event in order to promote YERP outcomes and to identify possible financial means for a continuation of certain activities. The purpose would be to present the achievements and the prospects for sustainability, as well as further activities needed for the immediate strengthening of impacts and sustainability. The donor community should be invited as a main target group of such an event, and ideas for funding certain programme results should be explored. The United Nations Country Team should consider assisting with sustainability by taking account of the YERP achievements when conducting the programming of future interventions in BiH.

### Government partners

#### Effectiveness and sustainability of YERP

The Government partners should increase their actions for pro-active programme advocacy in order to enhance continuity and replication. Furthermore, it is recommended that the core elements of the YERP Working Groups be maintained and used for further work on the outcomes being achieved. By the end of the programme all Working Groups (Education, Migration) should have developed concrete action plans how to proceed further with the outputs being produced.

The Government partners, in particular the Entity Employment Institutes, should conduct an in-depth assessment of the various pilot models currently being implemented by donors in order to improve youth employability. Based on their assessment and lessons learned they should develop a harmonised approach for implementing client-oriented employability services for young unemployed people within the public employment service structures.

## MAIN REPORT

### 1. INTRODUCTION

#### 1.1. Background

The transition to market economy, years of conflict and economic downturn have all worsened the situation of many Bosnian and Herzegovinian youth. Although economic growth has significantly increased in the last few years, employment outcomes have been poor for the overall population and for young people in particular. Compared with their adult counterparts, young people in Bosnia and Herzegovina (BiH) continue to experience lower employment, greater use of the informal labour market and much higher unemployment.

BiH youth are not adequately prepared by schools and institutions to enter the labour force. Not only does the large number of unemployed youth represent an untapped resource for development, the consequences of inaction on this issue include youth apathy, increased social exclusion and potential social unrest. According to the latest available research, the youth employment rate in BiH has reached an outstanding level of 58%, which is four times higher than the European average. Polls show a desire among many youth to emigrate abroad, representing a real threat of a “brain drain” from the country.

Since January 2010 the United Nations Development Programme (UNDP) as the leading agency and administrative agent, together with the United Nations Children’s Fund (UNICEF), the United Nations Population Fund (UNFPA), the United Nations Volunteers (UNV) and the International Organisation for Migration (IOM) have been providing technical assistance to BiH through the UN Joint Programme *Youth Employability and Retention*. The Youth Employability and Retention Programme (YERP) aims to address the problems of high youth unemployment and irregular youth migration in BiH. The programme works closely with government authorities, the private sector and civil society to improve the employability of BiH youth while providing new entry points to the labour market. Furthermore, within the scope of YERP, internal and external migration support is being developed to optimise the potential of migration as an individual employment-seeking strategy that can alleviate local labour market pressures.

The joint programme (JP), financed by the Government of Spain through the Millennium Development Goals Achievement Fund (MDG-F) with a contribution of US\$5.999 million, is being implemented in partnership with the Ministry of Civil Affairs (the main partner) along with the Ministry of Security, the Ministry of Foreign Affairs and the Ministry of Human Rights and Refugees. However, numerous partners at entity, cantonal and municipal levels are also deeply involved in the programme since implementation of policies and legislation is mostly attributed to these governmental and administrative levels.

The MDG-F Secretariat is essential to ensure the operationalisation of the MDG-F framework and all country programmes. The Secretariat plays an important role in guaranteeing transparent processes and improving the quality of JP formulation. As one of its Secretariat functions, the MDG-F has developed a Monitoring and Evaluation Strategy for the Fund which is gradually being implemented. This independent mid-term evaluation is conducted in line with the requirements defined by the Fund’s Monitoring and Evaluation Strategy.

## 1.2. Purpose of the evaluation

The MDG-F Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes stipulate that all JPs lasting longer than two years will be subject to a mid-term evaluation.

Mid-term evaluations are to be formative in nature and seek to generate knowledge, identifying best practices and lessons learned and improve implementation of the programmes during their remaining implementation. As a result, the conclusions and recommendations generated by this evaluation are addressed to its main users: the Programme Management Committee (PMC), the National Steering Committee and the Secretariat of the Fund (MDG-F Secretariat).

The MDG-F mid-term evaluation has the following specific objectives:

- *To know about the quality of the design and the internal coherence of the joint programme (the needs it seeks to fulfil and the problems that intends to solve), the external coherence to the United Nations Development Assistance Framework (UNDAF) and National Development Strategies and up to what extent national ownership is present in the implementation of joint programmes according to the terms defined by the Paris Declaration and Accra Action Agenda.*
- *To know about the implementation of the joint programme, the efficiency of the management system with regards to planning, coordination, and use of the designated resources for its implementation. The evaluator should start by analyzing the processes and institutional mechanisms that allow identifying success factors and limitations of inter-agency work within the frame of One UN.*
- *To know about the degree of effectiveness of the programme in terms of; beneficiaries, contribution to the thematic window as well as to the Millennium Development Objectives at local level and/or in the country.*
- *Preliminary assessment of the sustainability context including the joint programme outcomes as well as barriers and counter-measures in order to ensure sustainability.*

## 1.3. Methodology used in the evaluation

This mid-term evaluation focuses on the actual performance of the YERP, mainly on the outputs being produced. It assesses the efficacy and sustainability of these outputs. It also assesses the relevance and efficiency of the intervention taking into account United Nations Evaluation Group, international and EU standards as benchmarks where relevant.

Evaluation Questions, divided into sub-questions were established in the generic Terms of Reference (ToR) for the evaluation. Annex 1 provides a detailed evaluation matrix, linking evaluation issues and questions to evaluation criteria, indicators, sources of information and methods of data collection.

The methodology for preparing this evaluation report comprised initial data collection, document research and literature survey, and interviews (see Annex 4 and Annex 5). Following an initial desk analysis undertaken by the Evaluator, primary data has been gathered through structured and in-depth interviews with all the relevant stakeholders in BiH.

The field visit to BiH enabled direct contact with implementing bodies, programme partners, stakeholders, beneficiaries and end-users and constitutes an important source of information.

This mid-term evaluation strictly adheres to the transparency norms and ethical principles set by the United Nations Evaluation Group.

#### **1.4. Constraints and limitations of the evaluation**

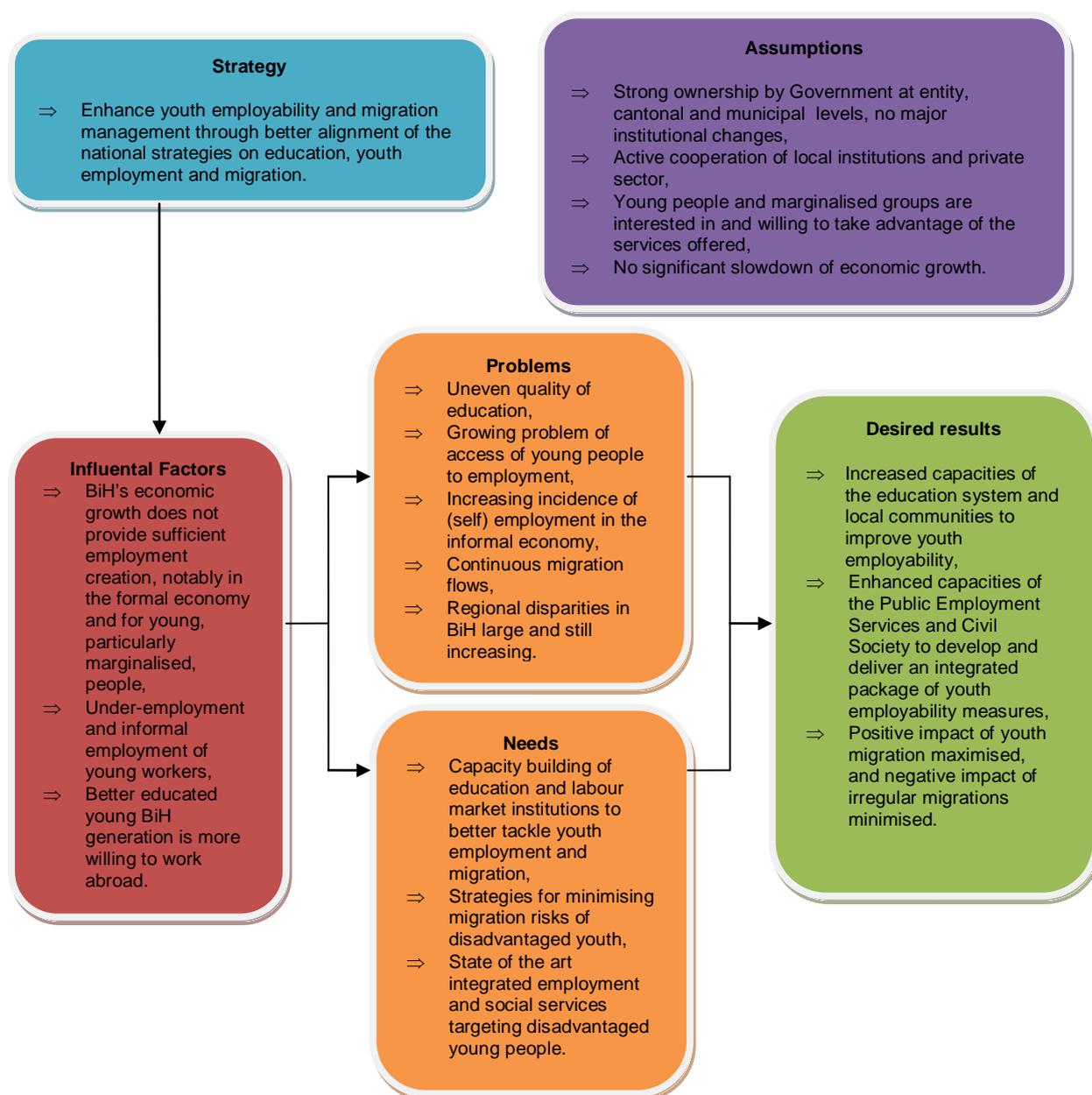
The level of analysis that has been achieved by this mid-term evaluation was restricted by constraints in the field, namely the limited availability of in-country data, limited availability of persons familiar with the key outputs and also by the limited number and quality of interview responses, as well as by the resources allocated to the evaluation in terms of staff and time.

## 2. DESCRIPTION OF INTERVENTION CARRIED OUT

### 2.1. Initial concept

This evaluation report includes an initial draft of the Theory of Change of the programme under review as a benchmark for comparison during the evaluation and as common start point of agreement between the consultant and the managers of the evaluation. Overall, a Theory of Change is the product of a series of critical-thinking exercises that provides a comprehensive picture of the early- and intermediate-term changes in a given intervention that are needed to reach a long-term goal articulated by the intervention.

A Theory of Change model for the evaluated YERP, based on a simplified re-construction of the underlying intervention logic, is presented below:



The long term goal of the YERP is to contribute to the fulfilment of key strategic goals of BiH, as set out in the Medium-Term Development Strategy and the framework for EU integration. The YERP is specifically aligned to UNDAF Outcome 1 (*Strengthened accountability and responsiveness of government authorities to pro-active citizens*) and Outcome 2 (*Improved access to and quality of basic education*). It also builds on past and current activities implemented by all partner organisations in BiH and other countries dealing with the same structural deficiencies. In drawing up the programme, lessons learned from previous programme experience have been built into the design. Annex 2 presents the hierarchy of outcomes for the YERP.

Furthermore, the YERP aims to contribute to the achievement of the targets set for the Millennium Development Goals (MDG 1, 2, 3, and 8) in BiH. These targets envisage poverty reduction, achieving universal primary education, promotion of gender equality and empowerment of women, and strengthening of global partnerships for development.

The YERP's implementation approach is based on a set of coordinated interventions that draw on the mandate, expertise and added value of the national and local partners, as well as of the five participating UN agencies – UNDP, UNICEF, UNFPA, UNV and IOM.

The overall outcome for this JP is to improve the employability of BiH youth while providing new entry points to the labour market. Furthermore, internal and external migration support is being developed to optimise the potential of migration as an individual employment-seeking strategy that can alleviate local labour market pressures. The YERP aims to achieve these overall outcomes by:

- Increasing capacities of the education system and local communities to improve youth employability.
- Enhancing capacities of Public Employment Services and Civil Society to deliver employability services.
- Maximising the positive effects of migration and minimising the negative impact of irregular migration.

BiH institutions, in particular at Entity, Cantonal and Municipal levels, are being supported to pilot innovative employment programmes and educative services. The support being delivered through YERP mostly includes consultancy services, training and other capacity building activities, co-financing of pilot actions and investments and promotion and awareness raising activities.

## **2.2. Detailed description of its development: description of the hypothesis of change of the programme**

The YERP started in January 2010 with a planned duration of 36 months. Initially, an unplanned six-month inception phase was necessary as the project document was written in 2008 and significant discussions and adjustments were required. After a slow initial uptake of funds the programme is now rapidly catching up. By December 2011 out of the total approved JP budget (US\$ 6,299.720), 79% was committed overall, and 55% disbursed.

Based on the documentation provided, the main activities and outputs produced so far by the YERP are briefly summarised below. The structure of presentation follows the desired programme objectives and outcomes in line with programme scope revised during YERP's inception period:

### ***Outcome of YERP: 1. Increased capacities of the education system and local communities to improve youth employability***

Overall, the work under Outcome 1 has so far resulted in improved knowledge on life-skills based education, essential for tackling youth unemployment, migration and improved social protection. Key competencies for an improved BiH education system were defined and analysed for future teaching practices and manuals. The related capacity building is at an advanced stage. YERP activities under this Outcome have been organised primarily through the Agency for Pre-primary, Primary and Secondary Education, a body of the BiH Council of Ministers.

- **Output 1.1 (UNICEF) – Capacities of 50 primary and 50 secondary schools to deliver gender sensitive life skills-based education, professional orientation and career development programmes in consultation with private sector increased.**

An expert report on life skills and key competencies was prepared and presented, and a Conference on life skills and key competencies was organised. The report was adopted by the Steering Committee of the Agency for Pre-primary, Primary and Secondary Education at its 26<sup>th</sup> assembly in mid-2011. Research and mapping of key competences and life skills in primary and secondary education took place in 2010. 157 curricula were analysed and text-books analysed by 809 teachers. Furthermore, teaching practices were analysed by 857 teachers and 2,894 students. Three validation workshops were held for ministry officials, school management and teaching staff. Activities related to the mapping of life skills and key competencies in syllabi are completed and preparation of inputs for the module based on findings from the mapping report has started. A teaching curricula module with elements of life based skills and key competencies will be developed in the last project year, after which a “training of trainers (ToT)” event on integrating life skills and competences in existing syllabi and teaching practices will be conducted., Implementation of the life skills and key competencies has been on-going in informal education. The first project phase was implemented in 2010-2011 and 1,000 secondary school students and teachers were trained. 46 small-scale projects prepared by youth were implemented in 46 secondary schools in 17 municipalities, out of which 29 were funded by local communities. The 2<sup>nd</sup> phase will be realised in 2012. For the second call, 102 applications were received. 50 project ideas were presented in February 2012 and are likely to receive funding.

- **Output 1.2 (UNICEF) – Capacities of 100 local communities in 17 municipalities to develop early school leavers’ database and mitigation plans enhanced to keep pupils in school and improve their employability, with specific focus on monitoring the involvement and participation of girls and other excluded children.**

Extensive research on non-enrolment and drop-out issues in primary and secondary education was conducted and finished in 2011. Furthermore, 14 YERP municipalities have provisionally adopted action plans for the early identification of dropouts. Database software and manuals have been developed and prepared for installation. In the next phase in 2012 municipality departments will be equipped with computers and database software will be installed. Training of community stakeholders on monitoring, detection and prevention of dropouts in both primary and secondary schools and efficient usage of the databases will be delivered in 2012. Likewise, specialised forums will be organised once databases have been set up, action plans defined and majority of training activities has been held.

- **Output 1.3 (UNICEF) – Gender responsive policy and operational guidelines related to facilitating school enrolment and retention, inclusion of disabled youth, Roma and girls from rural areas in education developed.**

Inter-institutional discussions for boosting the employment of Roma have started, a draft Action plan has been prepared and its finalisation and adoption can be expected in the second half of 2012<sup>1</sup>. Concerning life skills and competence-based training delivered in rural returnee areas with a focus on entrepreneurial skills, a first project phase was implemented in 2010-2011. 491 young returnees trained of which 47 were Roma youth (9.6%) in 17 YERP municipalities. The 2<sup>nd</sup> phase will be implemented in 2011-2012. The survey "Voice of Youth" is almost completed and the final report, containing research findings, is currently being prepared. Regarding the development and implementation of operational guidelines for gender sensitive education, school enrolment, facilitation and inclusion of disabled youth, Roma and girls from rural areas, all defined activities are planned to be realised in 2012.

***Outcome of YERP: 2. Enhanced capacities of the Public Employment Services and Civil Society to develop and deliver an integrated package of youth employability measures.***

Overall, in terms of achievements, Outcome 2 has so far resulted in creating and equipping Centres for Information, Counselling and Training (CISOs) in selected locations and in building capacity of CISO officials to provide more efficient and individualised services to disadvantaged youth, to better understand their problems and needs, to integrate youth employment in municipal targets, and to build consensus and a solid base for integrating CISOs in the activities of Public Employment Service (PES). Employment projects and training activities for final beneficiaries (IT, foreign languages, vocational and education training) together with training for additional strengthening capacities of CISO employees are on-going. Direct counselling and training services for final beneficiaries are also underway. The supported CISOs are fulfilling their triple mission (information, counselling and training) in order to increase employability prospects of unemployed youth.

- **Output 2.1 (UNDP) – Youth Employment Resource Centres established, equipped, staffed and operational.**

An initial mapping of the JP locations, individual meetings and field visits related to presentation of the JP were conducted. An Inception Workshop and additional working meetings were held with relevant stakeholders to clarify certain issues and topics of the JP. 17 locations (office spaces) for the establishment of CISO were assessed and the technical documentation for refurbishment/ reconstruction has been prepared. Finally, contracts for implementation of reconstruction works were signed. By the end of 2011, reconstruction works in all locations has been completed. IT and furniture/ equipment has been delivered to the selected CISO offices. CISO employees, nominated for the position of Youth Employability Advisors were selected, trained and engaged. 40 CISO employees were selected as possible trainers and trained in three modules of train-the-trainers' training. Memoranda of Understanding (MoU) with all PES were signed in order to ensure sustainability of the new CISOs.

- **Output 2.2 (UNDP) – 8,500 young people, male and female provided with job counselling assistance, training and access to up to date labour market information.**

A communication strategy has been prepared and presented to the PMC and is gradually being realised (see also Box 1). To date, the 16 CISOs have provided different types of

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<sup>1</sup> In September 2008, BiH joined the Decade of Roma Inclusion 2005-2015. As part of the activities taking place in the Decade of Roma Inclusion, an Action Plan on the Educational Needs of Roma and Members of Other National Minorities in Bosnia and Herzegovina was prepared in 2004 and it serves as the national action plan for education. The new proposed Action Plan foresees a number of measures specifically aimed at increasing employability of Roma youth.

assistance to 6,774 beneficiaries. 3,705 school pupils received professional/career orientation assistance. Furthermore, direct counselling assistance has been provided to 3,019 beneficiaries and 4,711 young people participated at different type of training in respect to employability skills and job-seeking training.

- **Output 2.3 (joint output: UNDP/ UNV) – (a) Work experience provided to youth, male and female, through different work experience schemes; (b) Civil society and private sector engaged in development of Youth Work Experience Policy for introduction and formalization of youth work experience schemes.**

Regarding the different work experience schemes, first employment activities started in September 2011. So far 574 young unemployed persons obtained work experience after assistance provided by CISOs and 172 young unemployed persons obtained work experience through active volunteering. Concerning the active engagement of civil society and private sector, six round tables in six regions of BiH were organised with representatives of private sector, Civil Society Organisations (CSOs), governmental institutions and unemployed youth. Work on the development of Youth Work Experience Policy, in particular on the introduction and formalisation of youth work experience schemes, is underway; draft policy documents are envisaged for the end of March 2012.

- **Output 2.4 (UNDP) – Young unemployed women and women from vulnerable categories in particular received direct, one-on-one job counselling assistance (individual employment plans), training to improve employability, and direct, one-on-one job-search assistance.**

Job counselling assistance and development of individual employment plans is ongoing in the 16 recently opened CISOs. So far, 1,867 individual employment plans have been developed. ToR for IT training and English language courses were prepared and companies selected for the training delivery. IT training and English language courses for 482 CISO beneficiaries started in November 2011. The second cycle of training activities started in February 2012 and an additional 1,298 unemployed young persons will receive services to increase their employability.

- **Output 2.6<sup>2</sup> (joint output: UNDP/ UNV) – Enhanced awareness and understanding of the value of volunteerism and civic or community engagement among citizens and local government officials in general and in relation to the role and value of volunteering in enhancing employment prospects.**

The community outreach activities with schools and local NGOs have been on-going in 14 of the 16 CISO locations. The joint UNV – CSO community volunteer-outreach project is ongoing and will last as long as the YERP.

### ***Outcome of YERP: 3. Positive impact of youth migration maximised whilst impact of irregular migrations minimised***

<sup>2</sup> During the inception phase the originally planned Output 2.5 was integrated into the Output 2.2.

*Box 1: YERP and social networks communication*

Social networks are one of the main tools of promoting the YERP activities and motivating activism among youth, as well as to establish continuous dialogue among various parties, all serving the ultimate goal of promoting youth employment. This is being done by utilizing Facebook capacity by the creation of an appropriate programme profile. Facebook pages for each of the CISOs serve as an information dissemination tool among the end beneficiaries and CISO employees, and online discussion forum(s) hosted by the programme and domestic partner agencies to support open dialogue on issues related to programme's activities. So far the CISO Facebook communication encompasses more than 7.5 million clicks.

Concerning Outcome 3, the main achievement so far has been demonstrated progress in mapping practices of migration monitoring as well as drafting a strategy and action plan for migration monitoring in BiH and in developing methodological solutions for the creation and harmonisation of migration statistics in BiH in line with EUROSTAT recommendations.

- **Output 3.1 (UNFPA) – BiH Statistical Agencies equipped and trained to create migration statistics including youth migration statistics.**

The Working Group for development of migration statistics methodology has been organised and is functioning. Domestic laws and regulations were reviewed and an assessment of the comparability of local and international/ EUROSTAT standards was completed. The analysis of IT and information system requirements, based on the results of mapping of the legislative and administrative changes to be made through the new strategy on monitoring migration, is on-going. Based on the methodological changes the process for purchasing hardware and software for monitoring migration in BiH is on-going. Piloting of the new system of exchange and dissemination of data for migration including youth has not yet started.

- **Output 3.2 (UNFPA) – Legal basis and national coordination mechanism for monitoring migration flows, including youth migration, established.**

The Migration Working Group for the development of a strategy and action plan for monitoring migration in BiH including youth migration was established and has been functioning well. Consensus building discussions among stakeholders have been held and a consensus concerning the glossary was reached. Domestic laws and regulations were reviewed together with an overview analysis of mapping practice which was completed as well. The draft strategy with an action plan for monitoring migration in BiH was still under discussion.

- **Output 3.3 (IOM) – (a) Strengthened institutional capacities and systems to reduce irregular migration and introduce circular migration schemes; (b) BiH youth provided with organised and legal opportunities for employment and internships/ apprenticeship in a selected country of destination and support to BiH returning youth on reintegrating into the BiH labour market.**

The Working Group mapped and approved the outward labour migration sector map. Training needs were identified in relevant institutions at the state and entity level. A study visit to Kyiv, Ukraine to study the temporary and circular migration scheme (TCLM) was conducted. An exploratory visit to Italy took place to investigate the possibility of circular migration focusing on youth. Desk research on existing TCLM projects was conducted and a report has been produced. Presentation and a workshop about the circular migration scheme between Canada and Guatemala took place. First draft procedures for temporary and circular migration were agreed by the Working Group. Four TCLMs have been initiated, are on-going or completed. Nine nurses are in Germany, ten caregivers and blacksmiths are studying Italian before departure for Italy, two young people have just returned from the US after working in hotels over the summer season. YERP continues to lobby the Ministry of Foreign Affairs regarding initiating bilateral TCLM discussions with Italy. Discussions with Slovenia to develop a TCLM are on-going. Consultations and preparations have been initiated for the agreement between public and private employment agencies in terms of publicising migration opportunities. The Diaspora consultant, seconded to the Diaspora sector of the Ministry of Human Rights and Refugees, drafted a report with recommendations and project proposals for Diaspora engagement. A new methodology is being developed to reach young recent returnees who need assistance for re-integration

- **Output 3.4 (IOM) – Increased awareness amongst BiH youth, their families and the general public regarding the dangers of irregular migration and the benefits of regular migration.**

An on-line survey of youth migration experiences and possibilities for return was developed and published through the Ministry of Human Rights Diaspora Sector, Employment Institutes and Services country-wide, private agencies, and Diaspora associations. Potential and actual migrants were provided with information on migration (leaflets on migration, trafficking, visa free regime). A handbook for CISO on migration has been published on-line and hard copy, and a handbook on return and re-integration is in preparation. Awareness raising in secondary schools through presentations on migration has been on-going (training to high school graduating classes on migration, visa free regime, and trafficking). CISO staffs are also being trained to counsel young people on migration opportunities as well as to inform them about the risks of irregular migration. Focus groups of young people from different educational backgrounds are being organised in order to identify young people's understanding of regular and irregular migration and also to identify media suitable for informing young people about risks and disadvantages of irregular migration.

### 3. LEVEL OF ANALYSIS: EVALUATION CRITERIA AND EVALUATION QUESTIONS

This chapter examines the performance of the YERP, based on considerations of needs assessment and design, inputs, outputs, ownership, results and sustainability, set against the Evaluation Questions detailed in Annex 1.

#### 3.1 Design level

***The YERP is based on a sound analysis of problems, inequalities and gaps and addresses crucial areas of intervention.*** According to World Bank<sup>3</sup> research, the youth unemployment (under 24 years old) rate was at 61 per cent for 2009. Unemployment among young men stood at 57 per cent, while among young women the rate was 65 per cent. Characteristic for the situation in BiH has been that unemployment tends to be long-term in nature and that unemployment rates among young men decrease with higher levels of education. This effect is absent among young women job seekers. Moreover, although more highly educated workers have a greater chance of finding employment, the average unemployment rate among skilled young workers is higher than that of unskilled workers. There is a wide consensus that not enough attention has been paid by the government institutions to the enhancement of employability of the unemployed population through proactive training and education and the provision of essential employment services.

The current system of public schools has not been sufficiently oriented towards the delivery of education services that directly corresponds to the needs of the labour market. Secondary education is not compulsory in BiH. Ethnic-based separation in schools remains an issue of serious concern. The uneven quality of education is also a reflection of the unique constitutional setting and the complex architecture of administrative divisions within government authorities in BiH. Cooperation between the education and employment sectors is underdeveloped. The education and employment systems are also suffering from severe gaps in statistical data collection – including the lack of an official Census<sup>4</sup> – that would enable evidence-based policy making and programme planning.

With the appearance of the global economic crisis, that hit the Western Balkans region quite hard, those problems have been given further reason for concern. YERP's Education and Employment Components are offering valuable direct interventions for tackling these crucial socio-economic disadvantages and thus are highly relevant.

Furthermore, and according to results of various oft-quoted surveys, more than 60% of young people from BiH say they want to leave the country – and some want to do so permanently. However, most young people are not informed of the possibilities of working or studying abroad nor of the potential dangers they can encounter if they do not carefully consider how they will “get out” and particularly if they choose an irregular/illegal path to migrate. Given this lack of knowledge, the Migration Component of the YERP appears to be highly relevant.

***Similar joint programmes in other countries of the Western Balkans have sometimes taken a more ambitious approach,*** such as the delivery of active labour market policy measures for young people specifically from most vulnerable groups. As shown by those

<sup>3</sup> 2011 Governing Council: Bosnia and Herzegovina: A country fact sheet on youth employment.

<sup>4</sup> The 1991 population census was the last census of the population of BiH and all those data are not relevant in the current country context. After long-lasting political discussion it has been agreed that the next census will be conducted in April 2013.

other interventions, concrete local actions that immediately stimulate employment, economy and social conditions are often superior to higher level policy interventions when it comes to producing direct and visible effects, thus bringing rapid return on investment of donor funds. On the other hand, there appears to be a broad consensus among the government partners that the scope and coverage of YERP exactly offers what they need at this point in time. Thus, the YERP design can be regarded as tailor-made and realistic as regards the specific country context.

***The YERP takes account of specific interests of women, minorities and ethnic groups.***

In the Education Component a specific sub-component deals with developing gender responsive policy and operational guidelines in relation to the need to facilitate improved school enrolment and retention. This work includes fostering the inclusion of disabled youth, Roma and girls from rural areas into the educational system. Across all YERP components the three ethnical groups as well as minority representatives are fully integrated in the programme actions.

***The YERP's implementation strategy has been well adapted to the respective areas of intervention.***

Needs assessments were carried out at the initial design stage. In particular the YERP has exactly responded to the prevailing political and administrative situation of BiH. For instance, the possible locations for CISO centres were explored and agreed during the programme preparation phase. This process appeared as a time-consuming matter since broad political consensus was needed. On the other hand, such early agreement saved time during implementation, since locations were agreed. Risks identification and the management of risk mitigation measures are ensured. The project risks were analysed during the design and inception phase and described in the project document. During implementation, YERP risks, particularly stemming from the given political and socio-cultural context, are regularly reviewed and reported in the Monitoring Reports.

***The programme monitoring framework has been subject to review and changes.***

The indicators are, in the main, relevant and often directly measurable since clear indicators, baselines and targets are given for many activities. Quantified outputs have been defined wherever possible but due to planning uncertainties in a few cases not all of these expected quantifications correspond to the achievements actually being made. There are, however, some outputs expected to over-achieve their initial definition. Where possible, programme indicators have been followed up and the results are summarised in Annex 3.

***The contribution of the MDG-F Secretariat has been positive as concerns ensuring design quality and guidance in adapting a coherent approach.***

The Secretariat has, in particular, ensured that the intervention under evaluation has been prepared in line with the respective thematic window, thus ensuring overall consistency with the MDG-F strategic approach. Monitoring missions of the Secretariat were well received and have helped to strengthen, in particular, the monitoring and evaluation framework and the follow-up of implementation. The practical guidance given by the Secretariat for setting up the joint programme management model has been much appreciated by the involved UN agencies.

***The YERP is strongly aligned with existing national plan and sector strategies***

such as the BiH Mid-Term Development Strategy (2004-2007) and the BiH Education Strategy. The YERP also responds to Entity sector documents (where existing) and, either through direct intervention or policy advocacy at various levels, to numerous recommendations of the Council of Europe, the framework for EU integration or conclusions made by the European Commission in their regular progress reports on BiH.

***Extensive consultation has been a main feature at YERP design stage.***

Stakeholders across all levels of participation confirm that the programme designers took account of the governmental and political reality in BiH and thus ensured full integration of all relevant government and administration levels. This fully inclusive and participatory process has

greatly contributed to a remarkable degree of ownership of State, Entity, Cantonal and Community stakeholders, not always prevailing in all assistance programmes operating in BiH.

### 3.2 Process level

***The YERP greatly reflects the benefits of a JP management model.*** Overall, the YERP is well managed. The JP management team follows MDG-F procedures for project implementation and uses an adaptive management approach extensively to secure YERP outcomes while maintaining adherence to the overall programme design. The review indicates that the programme achievements are well aligned with the project document and the anticipated set of results. The log-frame is used to guide the implementation of the programme. It reflects well the structure of the programme, its activities and its management.

The YERP is implemented using a Results-Based-Management approach. The JP management team implements the programme with a focus on results to be achieved and monitors the project progress on the basis of how well the programme has been achieving its set of expected results. The YERP staff is highly motivated and dedicated to the programme, going often beyond the call of duty. Moreover, the reputation of YERP and its staff has been a critical success factor to develop and maintain excellent working relationships and effective coordination with government stakeholders.

***The PMC, as the programme's main coordination platform, acts in a stable manner and closely guides the implementation process.*** The PMC performs well as the main coordination body and link to BiH governments and institutions. The PMC Chairwoman and JP Programme Manager ensure good coordination of participating agencies. Cooperation between the agencies and the most important national partners works well. Civil society and private sector organisations are closely involved in implementing certain activities and they are coordinating well with their respective UN agency. Effective coordination between the UN Agencies and the relevant parts of the civil society is secured as a part of the regular work.

***The YERP also continues to coordinate activities with other donor support operating in the same areas of intervention.*** In particular, the on-going Swiss bilateral project (Youth Employment Programme – 2009 to 2012) is intended to improve employability through support to vocational and technical schools, curriculum development, mentoring and training, policy dialogue and networking, working almost exclusively with local private companies as implementing partners. Through a consultation process, the UN Country Team has secured informal agreement to share lessons learned and to coordinate activities. The Austrian Development Cooperation and the Gesellschaft für Internationale Zusammenarbeit are also active and where relevant consultation and cooperation has been ensured.

***There is evidence to substantiate some potential benefits of the joint programmes, such as sharing work methodologies among agencies.*** The UN project staff delegated from the individual agencies view their work often as a joint effort and in particular knowledge dissemination from a particular UN agency field of competence benefits other programme areas. The UN agencies involved have quickly managed to clarify mandates and determine roles based on their respective comparative advantage. Particularly good working relations have been established between technical staff. Participating UN agencies view the YERP as an excellent opportunity to work together more closely and to explore specific knowledge gained within the operating agencies.

***The pace of implementing programme outputs should largely ensure completeness of the YERP's results.*** Although the activities were slow to start (see above), rapid progress has been made to catch up in order to complete the activities in time and 2011 appeared as

the most challenging year for implementing YERP. Budget disbursement has been slightly lower but budget commitment was achieved in line with the annual work plan. Whilst the individual components are largely designed to be implemented separately in reality implementation is following a largely joint approach where individual activities are closely coordinated with those of other UN agencies

***There is an excellent degree of collaboration among the agencies involved.*** At times agencies have had to find their own path to collaboration with others, thereby respecting different procedures and mandates. Moreover, lessons learned among various JPs in BiH have been identified thus quickly facilitating the learning process for improvement. The leadership of the UN Resident Coordinator, in particular, has stimulated ongoing exchanges among agencies to pro-actively share lessons learned and experiences. The YERP has benefited from the Joint Communication Strategy prepared by the UN Resident Coordination Office. Knowledge sharing includes cross-fertilization among YERP participating agencies in terms of methodologies and approaches, as well as an exchange and interaction with other joint programmes in BiH.

***The programme demonstrates a high degree of appropriate measures able to respond to the political and socio-cultural context.*** Close working relations with Government, agencies, the private sector and individuals has ensured that the activities carried out reflect current political and socio-cultural realities and sensitivities. The PMC acts as the appropriate platform for this supported by the JP Programme Manager, whose facilitation and moderation skills are much appreciated throughout the various stakeholders.

***The YERP demonstrates that individual agencies' mandates and procedures do not necessarily need to become a bottleneck for smooth implementation.*** There is a strong will in YERP for agencies involved to look beyond their individual mandates in order to make programme delivery less challenging. YERP operated under the same procedures valid for all other joint programmes, however the apparent commitment and performance demonstrate that such procedures can be followed in a successful manner, provided overall inter-agency commitment has been secured.

***Ownership of the target population and programme participants is positive.*** There is in general a good degree of ownership demonstrated by state, entity, cantonal and municipal stakeholders, but commitments sometimes need still to materialise. In particular, besides some Entity institutions, the local authorities, notably municipalities and PES, take a strong interest in the programme activities, and ownership is only limited by the lack of funds and resources.

***Strong counterparts have been mobilised but more systematic mobilisation of public and private resources would help to strengthen programme success.*** Close involvement of the BiH Agency for Primary, Primary and Secondary Education in the Education Component has been instrumental in directing the Component towards success. Within the Employment Component, in particular the active involvement of entity institutions, such as the Federal Employment Institute (FBIH) or the RS Employment Institute appears to be highly desired and contributes directly to sound implementation. The same is true for the BiH Statistics Agency within the Migration Component.

However, more direct resource contribution from the various public authorities would have been very useful but has been often quite limited. Considering that migration is of little political importance and, most likely, with a very small budget dedicated to these areas, there is little chance for substantial help. Also, the possibilities for exploring public-private partnerships and thus mobilising private resources, particularly from the side of employers (private sector companies) and entrepreneurs - e.g. for increased co-funding of internships or temporary work schemes - has been not always been sufficiently considered. There has

been some involvement, in particular in the work experience scheme. Involvement of representatives from the supply side of the labour market, such as Employer Associations, has not been ensured as a cross-cutting issue relevant for all YERP Components. There may be a number of administrative and procedural issues, such as the complex and fragmented BiH structures, that can limit the full participation of business actors. Overall, however close and permanent involvement of employer representatives is one of the few weaknesses of YERP's design quality and implementation approach.

### 3.3 Results level

***Provided all expected outputs materialise in time the YERP has good potential to support the Millennium Development Goals of BiH within the given thematic window.***

The YERP is directly aligned with the UNDAF. The programme tackles essential issues in respect to the socio-economic problems of BiH. Particular reference can be made to MDG 1 (*poverty reduction*), 2 (*achieving universal primary education*) and 3 (*promotion of gender equality and empowerment of women*). In the course of the YERP the BiH policy makers and administrators are being confronted with a large number of innovative tools and models to actively fight youth unemployment (MDG 1) and improve education (MDG 2). However, the use of this knowledge for the development of evidence-based policies has not been demonstrated yet. First databases on school drop-outs and migration are being set up and should in the longer run lead to the development and implementation of more effective and better targeted national and regional policies.

Counselling of youth and career planning should help to make young people more self-responsible for their own future and more realistic and pro-active in approaching the labour market. The broader population, particularly young people, is being better informed about the potential risks of migration. Equal participation between men and women in all training, courses, and educational programmes contributes directly to the achievement of MDG 3.

Taking into account the size and complexity of all the problems targeted by the YERP, its contribution can only be a moderate one however, requiring leverage by the BiH authorities. All YERP activities despite being successfully delivered, need further systematic replication and immediate dissemination by the BiH authorities involved in order to boost the effects being produced and thus to significantly contribute to the timely achievement of BiH's Millennium Development Goals.

Details on the extent to which the individual outcomes and outputs are expected to be effectively achieved are given below:

#### ***Outcome of YERP: 1. Increased capacities of the education system and local communities to improve youth employability***

- **Output 1.1 (UNICEF) – Capacities of 50 primary and 50 secondary schools to deliver gender sensitive life skills-based education, professional orientation and career development programmes in consultation with private sector increased.**

***It is too soon to fully assess effectiveness of Output 1.1 but the Output is expected to be largely achieved.*** A set of 10 key competencies for life-long learning including: entrepreneurial competencies, learning to learn, socio-civic competencies, computer literacy, etc. has been defined and agreed within the Education Working Group. The already completed mapping activity identifies improvement needs especially with regard to cross-curricular development of competencies. A ToT approach has been considered the most appropriate implementation model as teachers play an invaluable role in identifying opportunities in the educational context for developing different competencies and skills in their students. The selection of trainees however needs to be completed quickly and the quality of the trainees will be crucial for making the ToT approach successful. The desired improvement of curriculum in up to 100 individual schools remains challenging but achievable. There remains also some lack of clarity at the level of entity stakeholders as concerns the actual ownership and formal adoption of the life skills and key competencies work. This will require more discussions within the Education Working Group but the likelihood of achieving a broad consensus for the way of adoption is good. The informal education part is expected to achieve all its planned outputs, particularly the small-scale projects implemented with high schools show encouraging and immediate results on the ground. The participating young high school students are recognising the importance of education based on development of life skills and key competencies.

- **Output 1.2 (UNICEF) – Capacities of 100 local communities in 17 municipalities to develop early school leavers’ database and mitigation plans enhanced to keep pupils in school and improve their employability, with specific focus on monitoring the involvement and participation of girls and other excluded children.**

***It is too soon to fully assess effectiveness of Output 1.2 but the predicted Output should be mostly realised.*** The completed research study has highlighted the problem of high dropout rates in BiH primary and, particularly, secondary education (see also Box 2). One of the main research conclusions is that there is an evident lack of systematic monitoring of data on children who end up “outside the education system”. Given the complex and fragmented administrative structure in BiH education, centralized and holistic approaches to data gathering and analyses are almost non-existent. Development of early school leavers’ data bases in the majority of YERP assisted municipalities is slightly behind schedule together with the related training but the intended outputs should be largely achieved. In any case if the outputs should produce wider effects it will be of crucial importance that the data being produced will not be only monitored at municipal level but also exchanged with education institutions at entity level in order to facilitate more effective action taking and policy making.

*Box 2: Some findings from the Research on non-attendance and leaving of elementary and secondary schools*

Research in elementary schools among headmasters and pedagogues showed that, in the examinees’ opinion, according to their knowledge and professional experience, a family’s financial situation has the greatest impact on non-attendance of elementary school. The financial situation as an issue can be understood to some extent, but a far bigger problem is the fact that parents do not realize the importance of their child’s education, so it is also important to work on education of parents.

Children who are leaving school or not enrol are from the following categories: Roma minority, children from indigent families, children with special needs, children of uneducated parents, socially vulnerable and children with special needs living in difficult financial situation.

Another vulnerable group of children consists of those children over the age of 15 who did not attend elementary school, because under the law, they are educated according to the principle of adult education. This means passing examinations.

The percentage of poor and uneducated parents who do not send children to school is very high. Uneducated parents (who are very often poor too), do not even think that their child needs more education beyond basic writing and reading skills.

Most elementary schools covered by the research do not have a prevention programme for leaving elementary school.

Underage delinquency and being Roma stand out as primary causes of interrupting secondary education. In large number of cases, the reason for leaving secondary school is the financial situation in the family.

- **Output 1.3 (UNICEF) – Gender responsive policy and operational guidelines related to facilitating school enrolment and retention, inclusion of disabled youth, Roma and girls from rural areas in education developed.**

**Output 1.3 is expected to be largely achieved but enforcement on the ground will be challenging.** The related activities contribute to increasing capacities of educational institutions for inclusive education, including the provision of some policy-level support. The revised Roma Action Plan is expected to be adopted during the year 2012. However, broader effects from this Action Plan are not likely to materialise. The issue of enforcing the inclusion of Roma students into secondary schools still does not find much pro-active support throughout BiH and thus their educational deficits are not likely to diminish soon. The provision of informal education/ training to young returnees in rural areas in the field of life skills and key competencies (especially entrepreneurial competencies) is expected to achieve its desired outputs.

**Outcome of YERP: 2. Enhanced capacities of the Public Employment Services and Civil Society to develop and deliver an integrated package of youth employability measures.**

- **Output 2.1 (UNDP) – Youth Employment Resource Centres established, equipped, staffed and operational.**

**Output 2.1 has been already mostly achieved.** Supported by Public Employment Services in both BiH entities and Brcko District, 16 municipalities<sup>5</sup> have been equipped with resourced and staffed CISOs and their operation is much appreciated both by PES as well as CISO clients. So far it has not been possible to establish the CISO planned for a municipality within the Canton no. 10. On-going political discussions within this municipality did not allow the YERP to proceed with the original plan for setting up the CISO. The programme is still available to react quickly on any requests from the municipality concerned but the chances of a running CISO in the respective community remain moderate. The CISO centres have successfully introduced an innovative approach in direct work with beneficiaries, population from 15 to 30 years of age, who represent one of the most vulnerable categories on the BiH labour market.

- **Output 2.2 (UNDP) – 8,500 young people, male and female provided with job counselling assistance, trainings and access to up to date labour market information.**

**Output 2.2 is expected to be fully achieved.** Counselling, training and information activities are on-going through the CISO centres and it seems to be possible that up to 11,000 young people may benefit from the CISO services by the end of the programme. More appreciated that the quantity of services is the quality.

- **Output 2.3 (joint output: UNDP/ UNV) – (a) Work experience provided to youth, male and female, through different work experience schemes; (b) Civil society and private sector engaged in development of Youth Work Experience Policy for introduction and formalization of youth work experience schemes.**

**Output 2.3 is expected to be fully achieved.** YERP together with Entity governments have already co-financed salaries for more than 500 interns, and actively promote volunteerism as form of professional improvement. Employment perspectives will be followed up once the internships have been completed. In particular, the UN Volunteers operating in the CISO

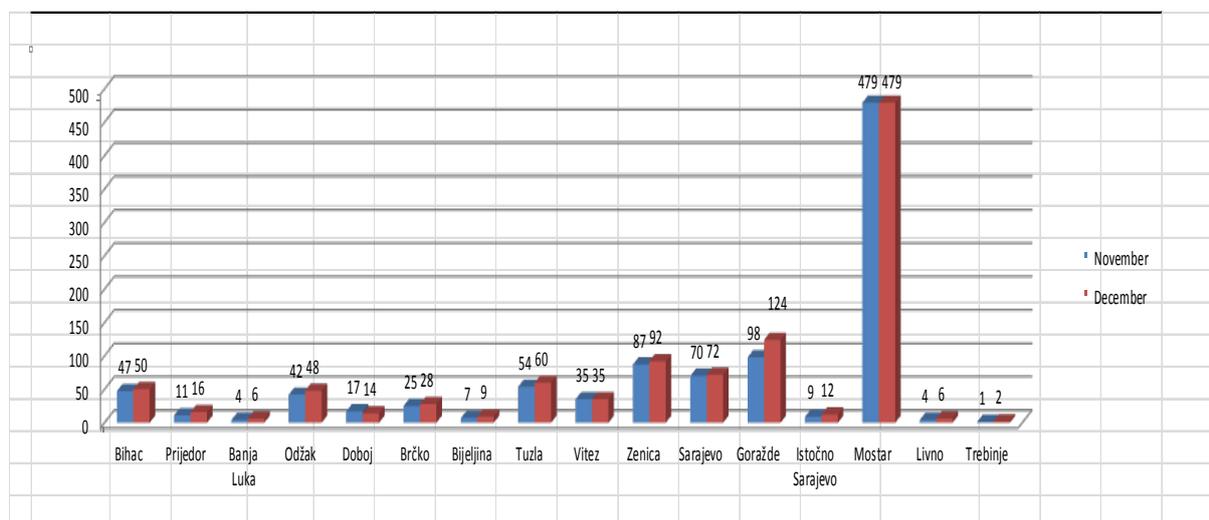
<sup>5</sup> FBiH: 9 CISOs; SR: 6 CISOs; Brcko District: 1 CISO.

centres demonstrate excellent motivation and competencies, and their work is largely considered excellent. Supported by PES and Entity governments and driven by YERP, work on building a legally binding framework related to youth work experience and practices developed through CISO activities, is on-going. Much will depend on the proper functioning of two Entity level Youth Work Experience Task Forces (civil society, private sector and government). If this proceeds as planned, these Task Forces will result in youth employability solutions that are tailored to the particular social, economic and political realities present in the country. Reaching an agreement for youth work experience policies by the end of the programme seems to be feasible.

- **Output 2.4 (UNDP) – Young unemployed women and women from vulnerable categories in particular received direct, one-on-one job counselling assistance (individual employment plans), training to improve employability, and direct, one-on-one job-search assistance.**

**Output 2.4 is expected to be fully achieved.** Permanent search skills training are organised at all CISO centres, where beneficiaries can learn how to design their CVs, cover letters, job offers; how to handle job interviews, how to talk, what to say, what to wear and how to present their qualities needed for the job position. Results in terms of CISO beneficiaries employed after receiving CISO services are encouraging (see also Table 1). By November/ December 2011 in total 1189 CISO beneficiaries were employed after receiving CISO services, out of which unemployed women represented 54%. Recognizing IT and foreign language as key competencies required by employers, more than 1,700 active CISO beneficiaries are being provided with quality certified ECDL and English language courses during 2012. At the time of this evaluation, some activities in certain CISO municipalities were slightly late or had to experienced difficulties with attendance or contractor performance. Overall, however these slight problems do not significantly detract from the progress being made at programme level.

Table 1: Number of employed CISO beneficiaries (CISO beneficiaries who were employed after receiving CISO services, status November/ December 2011)

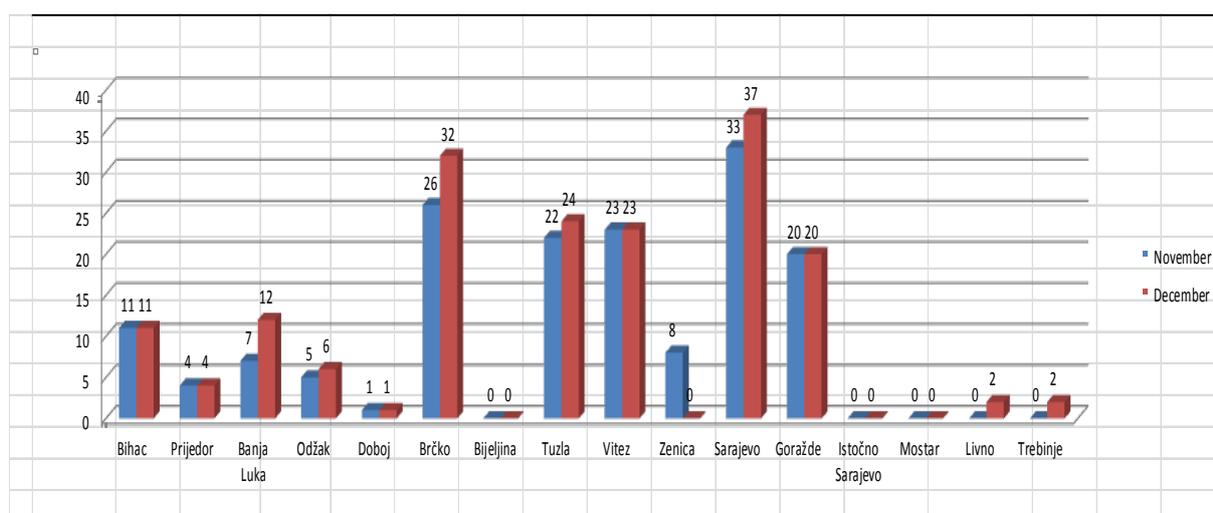


- **Output 2.6<sup>6</sup> (joint output: UNDP/ UNV) – Enhanced awareness and understanding of the value of volunteerism and civic or community engagement among citizens and local government officials in general and in relation to the role and value of volunteering in enhancing employment prospects.**

<sup>6</sup> During the inception phase the originally planned Output 2.5 was integrated into the Output 2.2.

**Output 2.6 is expected to be fully achieved.** Placed in 14 of 16 CISO Centres, the national UNV YERP Counsellor-Advisors work alongside at least one government-funded PES staff member providing a range of employment related information, counselling and training services which are effectively delivered. To date, at least 160 CISO clients (youth) have become UN Volunteers as a result of counselling / advice received at the CISO centres (see also Table 2). UNV outreach activities with community members to promote the CISO Centres and their services, and the individual and societal value of volunteering and/or being active citizens are underway, targeting youth, schools, local officials and other community members. The need for these activities largely exceeds the possibilities of the YERP Counsellors and due to prevailing resource constraints not all needs can be covered in due time.

Table 2: Number of beneficiaries volunteering (status November/ December 2011)



### **Outcome of YERP: 3. Positive impact of youth migration maximised whilst impact of irregular migrations minimised**

- **Output 3.1 (UNFPA) – BiH Statistical Agencies equipped and trained to create migration statistics including youth migration statistics.**

**Output 3.1 is expected to be effectively realised.** By the end of YERP the programme will result in an established and appropriate information system for exchange and dissemination of data for migration including a workable system the regular updating which will ensure the quality of migration data and its compatibility with EUROSTAT standards.

- **Output 3.2 (UNFPA) – Legal basis and national coordination mechanism for monitoring migration flows, including youth migration, established.**

**Output 3.2 is expected to be fully achieved.** The overall migration statistics methodology in BiH as well as strategy and action plan for migration monitoring in BiH have been developed. During 2012, both documents will be finalised and submitted to the Council of Ministers for approval. Approval is expected to take place at the end of 2012.

- **Output 3.3 (IOM) – (a) Strengthened institutional capacities and systems to reduce irregular migration and introduce circular migration schemes; (b) BiH youth provided with organised and legal opportunities for employment and internships/ apprenticeship in a selected country of destination and support to BiH returning youth on reintegrating into the BiH labour market.**

**Output 3.3 is expected to be largely achieved.**

A few pilot temporary and circular labour migration schemes (TCLM) for young people in order to provide them an opportunity to improve their knowledge and their working skills abroad have been developed and provide models and templates for the responsible authorities in BiH dealing with labour migration. Most successful have been the TCLM for nurses in Germany (9) and with BHV Education for hotel workers in the United States (3). So, the desired outcome, providing work experience for up to 20 young people on the foreign labour market through TCLM, should be largely achieved. Benefits appear mostly directly to the young people selected who have had an opportunity to improve their knowledge and their working skills abroad. Due to the very limited number of beneficiaries, broader effects are difficult to trace and depend largely on bilateral agreements which are difficult to develop due to the adverse economic situation and recent phenomena for migration, notably stemming from movements following the political changes due to the “Arab Spring”. The results of the Diaspora survey identify also the challenges and opportunities for a successful return to BiH which can be assessed as a first step towards brain gain for BiH (see also Box 3). Raising awareness of decision making institutions at all levels of the potential contributions from Diaspora as well as the primary difficulties that prevent return on a larger scale will be presented to the government stakeholders. It remains largely with the YERP’s sustainability strategy to ensure that the findings of the Diaspora are being adequately transferred into concrete policy actions.

*Box 3: A report on the return of young Diaspora to the BiH labour market – policy considerations*

*Diaspora Strategy:* Diaspora and migration issues should be integrated into existing strategies and decision makers should consider the completion of a Diaspora strategy for BiH. Elements of any strategy that includes Diaspora issues could consider facilitating and monitoring seeming less tangible contributions such as innovation, knowledge and skills transfer.

*Labour Market Data:* Employment Institutes in both entities are endeavouring to improve labour market information such that it more accurately reflects labour market demand, supply and gaps. This process is vital to all young people in BiH and could prove an additionally useful development if outreach to the Diaspora were part of the effort.

*Support to Young Returnees and Families:* Counselling and career advising services targeted specifically at young returnees and their spouses. This is within the mandate of the CISO’s and should be encouraged. Language and cultural orientation courses could be developed for accompanying children of returnees thus preparing them for transition to schooling in BiH. Simplified diploma accreditation is necessary.

*Investment:* The Foreign Investment Promotion Agency and regional development agencies could design promotional activities targeting young BiH Diaspora while also providing orientation to returnees interested in investing in BiH. Networking opportunities between Diaspora and returnee investors and entrepreneurs in-country could be organized to facilitate two-way knowledge transfer and support. Investment would also be encouraged by offering favourable tax treatments, faster registration of companies and other subsidies of temporary, performance based nature.

- **Output 3.4 (IOM) – Increased awareness amongst BiH youth, their families and the general public regarding the dangers of irregular migration and the benefits of regular migration.**

**Output 3.4 is expected to be fully achieved.** Given the enormous lack of knowledge as concerns regular and irregular migration, the various training and information activities within the Migration Component will be clearly successful. Training for young people and youth associations on the legal and safe ways to access the labour market outside of BiH (with focus on the EU labour markets) and about the risks of illegally entering the territory of another country are needed and effectively delivered by YERP. Also the ToT activity for CISO staff to be able to deliver the migration information is on-going well and should achieve the desired effects. It is evident however, that information and counselling activities on migration need to continue even beyond the current scope of activities.

**Overall, the stipulated timeline of outputs should largely be addressed but more time would allow better absorption by government partners and more visible sustainability.** Implementation has been greatly accelerated, following an initial slow start and the vast majority of outputs are expected to be delivered within the current lifetime of the programme,

planned to terminate in December 2012. On the other hand, adoption and absorption of many YERP outputs is proceeding slowly, since these depend mostly on administrations or government/ parliament decisions whose timescales are still difficult to predict. This is evidently the case for some outputs across the three components. Also the quality of the final evaluations of the various pilot activities could greatly benefit from more time being made available.

There were many reasons for initial delays besides the need to review the programme approach during the six-month inception period. Within the educational sub-component 1.1, delays were caused by a much lengthened debate and agreement on mapping methodology. Furthermore, although the Education Working Group was established with the purpose of being more efficient and securing local ownership, collecting feedback and agreement for certain initiatives and approaches was long-lasting since 14 separate public institutions are involved in the process. There are also minor operational delays in implementing some activities, such as training. Altogether these delays are not crucial for the overall programme efficiency more time would allow a better absorption of the outputs which are currently late. More difficult are delays attributed to the political environment wherein YERP has to operate. Low political activity prior to and after the national elections in October 2010 followed by the absence of a workable Council of Ministers for more than 15 months made it difficult at times for YERP to find adequate discussion and decision-making partners. The local elections, scheduled for October 2012, may potentially result in further delays, but by that time all programme activities should have made substantial progress and should be resilient to temporary political difficulties at regional and local levels.

***YERP mostly delivers high quality products.*** Flexible management has regularly adapted to a constantly changing environment, particularly to commit programme resources when activities need it and not just to meet a disbursement schedule. As a result, the products delivered are of good quality and each assignment is conducted on an as needed basis. The quality of services, particularly training, information and counselling has been unanimously confirmed by government partners and final beneficiaries.

***Programme implementation is adequately followed up by the PMC.*** The PMC meets regularly. Based on the progress report by the JP Manager the status of implementation is presented and jointly discussed. Initial difficulties with full attendance of all government counterparts have been resolved and discussion and decision-making is made in a productive and consensual manner. The BiH National Steering Committee, envisaged as the overall platform for discussing all MDG-F joint programmes with government representatives has been abandoned. This overall steering approach appeared as too difficult to manage taking into account all different policy stakeholders at the various level of BiH government. Instead, the Programme Steering Board has been established at the level of UNDAF, comprising UN Country Team and the BiH key governments (State, FBiH, RS). This forum oversees all UN operations in BiH (following the ONE UN approach) together with World Bank support. The Programme Steering Board performs well and adequately steers the performance of all JPs, including the YERP.

***The programme largely provides coverage to the government counterparts and beneficiaries as expected.*** All relevant State, Entity and Cantonal institutions dealing with youth employment and migration are involved in the programme. The target areas for regional activities have been chosen well, taking into account the size and complexity of the underlying socio-economic problems. Overall, there appears to be a good mix of final beneficiaries among different social groups, including low and unqualified youth, long term unemployed, minorities and women. The YERP also provides some support to returnees, one of the vulnerable groups of the sector.

***The YERP offers valuable innovative measures for problem solving.*** There is widespread agreement among stakeholders that at the national, entity and cantonal levels

the use of inter-institutional working groups has greatly facilitated cooperation and communication among key institutions. YERP has flexibly made use of the existing working groups and has also initiated new ones where required. The complete and sensible involvement of institutions has often improved the quality of discussions and solutions. Moreover, YERP has also acted as a facilitator, within the scope of the immediate programme, for improving the coordination between the education and the employment sectors in order to further develop an education and training system that will meet the needs of the labour market.

***Effective delivery of information, counselling and training services to disadvantaged youth through the CISOs demonstrates the key success of YERP.*** There is general agreement that the practical outcomes of the CISOs represent the most important, practical and visible achievement of the programme. The successful introduction of this measure certainly improves the quality of the services being delivered by PES in respect to young unemployed people. The CISO has managed to attract a large number of young unemployed and has demonstrated well the interest of young people in job training and employment.

***The YERP's various job counselling assistance, training and information activities as well as certain policy improvement measures contribute well to the issue of fair youth employment.*** The programme also directly targets vulnerable groups of young people and drop-outs throughout the three Components. In the CISO centres, however the majority of clients are represented by graduates from secondary schools or faculties. These young people have reasonably better chances to be employed due to the quality education they have received. On the other hand it is apparent, that these young people are also in need for professional counselling and information services.

***Within its small scope the IOM/ UNFPA activities clearly contribute to fair and open information on migration.*** The YERP work in this area will be largely successful but it cannot conceal the fact that migration as such still receives relatively little attention by the various BiH government levels. Despite the awareness on adverse demographic trends and increasing brain drain, pro-active management of migration is still lagging behind in BiH, and the discussion of issues and problems is mostly driven by EU countries.

***The review of gender balance on YERP indicates that the programme maintains a largely satisfactory participatory and gender sensitive approach.*** The JP team includes males and females and the pilot activities are managed in collaboration with partner institutions, which includes male and female officers. CISO training, counselling and information activities comprise male and female beneficiaries, in many cases female beneficiaries account for more than 60%. However, for the future, more effective inclusion and monitoring of some the most vulnerable groups (young people with disabilities or different ethnical background) might allow for a better targeting of those most severely disadvantaged in their employment perspectives.

### 3.4 Sustainability

***Sustainability of the YERP Education Component is uneven.*** Despite good work delivered by the Education Working Group the formal and timely adoption and integration of outputs into educational curricula still needs to be explored. Life skills-based education has proven to be a successful means for empowering young persons in challenges resulting from job search and entering the labour market. Therefore, and in the specific context of the BiH labour market needs, a quick integration into updated curricula is urgently needed. Again, the progress in relevant educational reforms is slow, complicated by existing over-complex governmental and administrative structures.

***Sustainability of the YERP Employment Component, particularly the CISOs, requires action.*** Establishing of youth services, youth offices and also the YERP support being given to these issues should have been based on clear governmental strategies which should include sustained action and expansion in these areas. It remains to be seen, however whether this is realistic and can be achieved. The role and status of these offices is still not fully regulated, despite the fact that government authorities and the donor community have put a lot of emphasis on it. CISO counselling jobs are not considered as systemized public posts yet, putting many Advisors in a rather uncomfortable situation as concerns their professional recognition and remuneration. Proper funding of individual CISOs presents an issue of concern. All these obstacles certainly influence the way CISOs will maintain their performance in respect to information, counselling and training services.

However, there is a concrete proposal by the RS to integrate the six CISOs operating in the RS into the entity employment system so that they would become an integrated part of the Employment Institute of the RS. Fully integrating CISOs centers into the formal public employment structures, connecting their operations with active labour market policy measures together with close monitoring of CISO performance and CISO beneficiaries is the way forward. This principal direction for sustainability is not so clear yet for all of the CISOs.

Financing remains a key issue of concern when it comes to replicating individual programme results and the scaling-up of the programme achievements to BiH generally from the pilot areas directly benefiting from the programme. On the other hand, expansion of successful services such as the CISOs can be done, often with little financial input and therefore, the concept should be quickly disseminated. Many completed YERP activities will need local champions who will maintain and further develop the networking approach, including their financing.

***There is still room to increase the durability of the results being achieved by parts of the YERP Migration Component.*** In particular, the adoption and integration of outputs into national policy frameworks and is slow, suggesting a limited interest in enhancing the knowledge-based evidence for policy making in the area of migration. BiH inter-agency cooperation in the migration sector also still needs to be improved. Information and counselling on the risks of illegal migration as well as on the procedures for legal migration need to continue on a permanent basis which is not feasible currently without donor support. Whilst there is a clear interest, particularly from the side of some EU countries, to proceed with legalized labour migration much will depend on effective bilateral agreements or even framework agreements with the EU. All this is time consuming and details are hardly predictable but in the longer run a considerable part of the BiH labour force is likely to work abroad under a more liberalized labour regime.

The situation is better for the work being delivered on migration statistics. Cooperation between statistical institutions at State, Entity and Cantonal level is usually good as concerns the field of labour market statistics. The Census 2013 is expected to take place soon<sup>7</sup>. Altogether, there is a consensus that unified standards, methods for data collection and an adequate number and quality of statistical are needed in order to improve policy-making. The various on-going statistical activities show currently a good degree of advancement towards improvement.

***A good degree of consistency as regards visions and actions of the different partners involved in YERP is apparent.*** The various actors in the YERP demonstrate a good degree of consistency with the aims and activities of the intervention. This is particularly so in the target regions where political ownership is clearly demonstrated together with the political will to improve the living of the people. Visions sometimes fall short once state and regional funding is seen as the major impediment to realising such long-term perspectives. It again

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<sup>7</sup> Including technical support being provided by UNFPA.

confirms the sensitive approach the programme has taken in building up trust and confidence among the stakeholders at various levels. Despite varying political views among the BiH stakeholders the YERP as such remains as an accepted and supported initiative above daily politics.

***The leadership and governance of the UN Resident Coordinator, in particular, has stimulated on-going exchanges among agencies to share lessons learned and experiences and, overall, contributes to presenting the YERP as a positive example how UN operates under a single umbrella.*** Strong internal coordination and participatory management styles have been working well when putting the YERP together. The YERP has benefited from the Joint Communication and Advocacy Strategy prepared by the UN Resident Coordination Office for the four running JPs in BiH. Furthermore, the UN Resident Coordination Office's helpful initial research support and guidance in setting up and implementing an appropriate monitoring and evaluation strategy has been much appreciated. Knowledge sharing includes cross-fertilization among YERP participating agencies in terms of methodologies and approaches, as well as an exchange and interaction with other programmes in the same thematic window around the world. The YERP has been pragmatic in setting up a joint effort of all participating agencies from the first step of internal programme discussion onwards.

### 3.5 Country level

***YERP has been designed to directly address BiH MDGs.*** YERP is directly aligned with the UNDAF. The programme tackles essential issues in respect to the socio-economic problems of BiH and suggests various innovative measures and tools that, if disseminated and properly applied by the respective partner organisation, will make a substantial contribution towards achievement of the MDGs. The BiH policy makers at State, Entity and Cantonal levels are being confronted with a large number of innovative tools and models to actively fight youth unemployment and to improve school education in order to better respond to labour market needs. The data base on education, youth employment and migration is being gradually improved and should in the longer run lead to the development and implementation of more effective and better targeted policies. Counselling of youth and career planning should help to make young people more self-responsible for their own future and more realistic and pro-active in approaching the labour market.

***In terms of joint programmes, the main aim of the UN reform process is to overcome the prevailing systemic fragmentation of the UN system.*** There have been encouraging signs from the YERP that such approach is feasible and possible to achieve, at least at programme level. The benefits of such joint initiatives, such as reduced transaction costs both for agencies and partners, reduced duplication, and more effective utilisation of joint or shared systems and structures, are apparent for the YERP but not quantifiable within the scope of this evaluation. However, a key factor for joint delivery might also be seen in the situation that the UN action at country level in BiH is already characterised by an improved degree of coherence, compared to some other countries in the region. As seen from the YERP where agencies are willing to give up, at least temporarily, some sovereignty and agree that one agency can represent them in some issues with government partners this approach demonstrates well the desires "Delivering as One" and is appreciated by partners.

***YERP accords well with the principles of the Paris Declaration for Aid Effectiveness.*** YERP integrates education, employment and poverty reduction measures within its programme scope based on strong ownership and results-oriented management principles. YERP aims also at supporting government ownership and leadership in a pragmatic way. While offering flexible support, information and guidance a certain amount of the initiative is left with the partner country. The programme appears as knowledgeable and sensitive about

the country context and its institutions. Implementation is to a large extent delivered through partner systems and structures. However, YERP does not commit itself to long-term predictable resources in order to support any long-term institutional change and structural development. This is due the nature and limitations given within the overall financing instrument, the MDG-F.

***Significantly and directly improving the public policy framework has not been the top priority of YERP.*** In the longer run however, the output being produced within the Education Component supports the development of a state-of-the art education system. The same is true for the Employment Component where a direct contribution to the application of client-oriented services for young people, and overall also, for reforming the employment services in BiH is evident. The Migration Component draws attention to the need to upgrade the policy frameworks in order to deal more professionally with the phenomenon of labour migration.

***Major drawbacks endanger the YERP long-term effects and sustainability, especially, incomplete legal frameworks and institutions at State and entity levels.*** In the area of education, whilst a concept of the Qualifications Framework, which defines qualification levels based on learning outcomes for all qualifications in BiH was recently established as a basis for further work, little progress has been made so far in the FBiH on the harmonisation of laws on vocational education and training. In the area of vocational and educational training, state-level strategies and framework laws largely remain to be implemented. The higher framework law has not been yet adopted by all cantons. Accreditation for higher education standards and trained experts is lagging behind in both entities. Despite improvement the State-level Agency for Pre-School, Primary and Secondary Education still needs to improve its operations. The same can be said, for instance, of the RS Institute for Adult Education. There is no similar structure for adult education in the FBiH yet.

The RS has adopted its Employment Strategy for 2011-2015. Strategic documents for implementing the BiH Employment Strategy have been finalised by the entities. However, no employment strategies exist in Brcko District. All Entities are implementing programmes for young graduates to facilitate their entry into the labour market but coordination between the Entities remains uneven. Entity governments still largely lack capacities for implementing appropriate active labour market measures. A more integrated approach to employment, encompassing all relevant sectoral policies would be needed to address BiH labour market challenges. The large number of labour and employment institutions at State, Entity and Canton levels and the lack of coordination between them remains a cause for concern.

## 4 CONCLUSIONS AND LESSONS LEARNED

This chapter sets out the Evaluator's conclusions on the strategy and performance of the YERP. Lessons learned from the strengths and weaknesses of the way the programme was programmed and implemented can help optimise the approach to current and future support.

### 4.1 Conclusions

Overall, the YERP is highly relevant in its intervention approach and addresses crucial key issues in respect of BiH's socio-economic development. The programme design has been sound and logical in approach. Individual activities demonstrate some innovative character as concerns the specific situation in BiH but are not over-ambitious in scope and coverage in relation to the regional context. Relative to its given timeframe, implementation still remains challenging due to the external situation within which the programme has to operate. Stakeholders at all levels confirm and appreciate that the programme took account of the prevailing governmental and administrative reality and thus the YERP has been providing a pragmatic approach for ensuring ownership, particularly appearing at Entity, Cantonal and Municipal levels.

Targeting BiH young men and women, including those at risk of social exclusion and prime candidates for migration has been a success factor for this intervention. The programme also focuses well on developing some evidence-based policies on youth education, on strengthening the capacity of BiH institutions to improve labour market services aligned with policy objectives, and on supporting public employment institutions in piloting innovative employability services for the youth. However, cooperation between employment services, the education sector, and employers could have been better addressed throughout the YERP design in order to facilitate stronger links for strengthening effective partnership principles.

YERP implementation was characterised by initial delays, but once individual activities commenced, efficiency has improved. Revision of the programme framework and intervention approach during an extensive initial inception phase has benefited the quality of later implementation, but required some time. The absence of a workable Council of Ministers at state level for more than 15 months provided a serious drawback to speedy implementation. The programme management has been pro-active in reducing delays for those which were within direct control of the programme. A few delays related to individual training activities still exist but should not significantly influence overall programme implementation.

Individual components and sub-projects appear to be often innovative in the BiH context when tackling youth employment, education and migration and have made good use of the technical experience and good practice existing within the various agencies involved. Involvement of the UNV has been appreciated by Government stakeholders and confirms the added value in implementation resulting from the UN Volunteers' involvement. Government partners' commitment at State, Entity, Cantonal and Municipal levels is good within the various YERP Components but the pro-active take up of outcomes being achieved by the programme varies and could have been more strongly demonstrated by the partners. The implementation and cooperation structures initiated by the programme have encouraged the participation of all relevant government and administration stakeholders. The YERP has made very good use of inter-ministerial Working Groups set up in various Components and has stimulated the establishment of overall coordination mechanisms which are worth maintaining for facilitating further reforms within the respective areas.

The YERP currently represents an excellent example of a performing joint programme when it comes to real joint implementation by the individual agencies. There is a clear team spirit within the programme and joint implementation and visibility is obvious. There is also a strong and integrated programme management, coordination and reporting structure which is much appreciated by BiH partners.

The YERP is expected to achieve most of its defined outcomes within the current timeframe for implementation but results and impacts could be stronger if the programme was given an extension. Adoption of strategic outputs and then transferring them into intermediate and wider impacts is lagging behind schedule in some cases, such as in parts of the education and migration component, where the appearance of the desired political effects needs more time to materialise. The likelihood for replication of successful pilot initiatives is good in general but since many initiatives, especially the CISOs, have just started, substantial impacts have not yet much materialised. The outcome of the CISO piloting will be a finalised model, but more difficult to predict are the wider consequences of this model. Much will depend on the pro-active engagement of the PES in making the CISO centres a durable success.

For a few activities, follow-up actions are already being considered or have started by means of the accompanying EU pre-accession instrument and other support mechanisms. Nevertheless, a YERP extension would deepen the impacts, notably legislative and administrative improvements and strengthen immediate and longer term sustainability.

Overall, despite a number of very enthusiastic and successful interventions many opportunities presented to the BiH government representatives as a result of the YERP support could be lost due to missing framework conditions for effective programme absorption and dissemination. Despite its expected success, durable achievement of results of the YERP remains challenging in view of the overall environment in which the programme is operating. A shared vision by the political representatives on the overall direction and future of the country and its institutional setup is still lacking and this adversely affects, in particular, education and employment reforms. The overall pace of reforms has been very limited here so far. The functioning of market mechanisms remains hampered by distortions, the excessive role of administrative requirements together with a lack of competition do not allow an efficient allocation of resources and, thus, do not sufficiently stimulate growth in investment and employment.

#### 4.4 Lessons learned

***The YERP represents a practical working model for joint programme implementation.***

The YERP operations are characterised by a true joint approach both in management and team work. Differences in planning cycles, operational procedures and reporting systems were mutually resolved and synergy effects in implementation, such as joint events, integrated planning and harmonized communication channels, contribute to a more cost-effective operation.

***YERP and CISO have been well established as a brand in BiH.*** Both the programme and its flagship output have received remarkable recognition throughout the country. This can be partly attributed to the effective advocacy and communication campaign being carried out. The visibility of the programme has been greatly enhanced through developed branding in accordance with the MDG-F standards in all communication and promotion materials. The YERP, as well as CISOs, have gained a reputation by UN and other international and bilateral organisations as a reliable platform for effectively reaching beneficiaries and for implementing valuable activities.

***Involvement of UNV demonstrated added-value for YERP implementation and quality of outcomes.*** There has been unanimously expressed satisfaction with the commitment and quality of services provided by the national UN Volunteers. Their engagement and enthusiasm is often above that demonstrated by contracted local experts.

***The establishment and operations of the CISO centres directly supports the overall reform process of PES.*** BiH employment services are still focusing on activities related to unemployment benefits rather than on mediation and services for job seekers. It is apparent that the state-of-the-art model of client and need-oriented services presented by the CISOs is the self-explaining pattern indicating the future of the various PES operating in BiH. PES management across both entities have recognised the difference in service and approach and their increased practical understanding is also facilitating positively the restructuring and reorganisation of PES.

***Non-formal education activities have been confirmed as a feasible work approach to develop capacities of young people.*** Whilst changes in the formal education system are often difficult to achieve due to the need for long-lasting multi-level political adoption processes, the quick and immediate benefits of tailored non-formal education activities are apparent. Besides financial benefits, the immediate encouragement of beneficiaries confirms also the capacity building aspects of non-formal education projects such as making young people more self-responsible for their own future, and more realistic and pro-active in approaching the labour market.

## 5 RECOMMENDATIONS

This Report recommends two sets of actions. One set of recommendations concerns the possible extension of the YERP, whilst the second set of recommendations focus on the need to strengthen effectiveness and sustainability of YERP during its life time and beyond. The recommendations are structured according to the parties addressed.

### 5.1 MDG-F Secretariat

- *Extension of programme duration*

Together with other institutions and partners involved, the MDG-F Secretariat should consider granting a time extension to this programme. Despite the fact that the achievement of objectives within the current timeline is considered good, more time would be beneficial to allow the YERP programme's immediate impacts to appear more visibly. In this event, programme success and the good practice character of YERP could be much better explored and disseminated. At no additional cost, the extension of a minimum of four but preferably six months would allow the follow up of sustainability actions being taken by the government partners. The benefits from an extension could be further strengthened by seeking additional donor funds in order to allow a limited number of extra activities to take place.

### 5.2 YERP Project Management Committee

#### *Extension of programme duration*

1. The Programme Management Committee should take a favourable view on extending the programme lifetime and should immediately propose a no-cost extension request for an additional period up to six months.

#### *Effectiveness and sustainability of YERP*

2. The Programme Management Committee should consider whether the remaining programme time, in particular if an extension is granted, should be utilised to incorporate additional elements of effective cooperation with the employers, such as reaching maximum agreements for employing YERP beneficiaries or informing and inviting employer representatives to take active part in the programme steering, into the remaining programme activities.
3. In line with the requirements for extending programmes, the Programme Management Committee, assisted by the Joint Programme Manager and in close cooperation of all beneficiaries concerned should agree on a sustainability plan, indicating in detail for each output actions, timelines and responsibilities for making the respective output sustainable. UN agencies should monitor the sustainability plan wherever possible for at least a year after closure of the programme. The sustainability plan should particular take account of the need:
  - to ensure that life skills and competence-based education elements are formally integrated into teaching curricula and that a related wide-spread training system for teachers is in place,

## Recommendations

- that CISOs in all Entities have been fully integrated into the formal employment service structures, sufficiently resourced to provide their services to young clients, and,
  - that the pro-active information on positive and negative aspects of (labour) migration is increasingly ensured and taken over by the respective BiH authorities, preferably at Entity levels.
4. The Programme Management Committee should consider whether the ownership and adoption of the “life skills and key competencies” part of the Education Component is fully clear and whether it needs to be explored and agreed by the respective Working Group.
  5. The Programme Management Committee should consider whether there is a possibility for the Migration Component to increase the effect by developing a TLMCM with Spain. Discussions with Embassy of the Kingdom of Spain in order to explore details should start immediately.
  6. In order to promote YERP outcomes and to identify possible financial means for a continuation of certain activities the Programme Management Committee should agree a final visibility event. The purpose would be to present the achievements and the detailed prospects for sustainability, as well as further activities needed for the immediate strengthening of impacts and sustainability. The donor community should be invited as a main target group of such an event, and their ideas for providing funding for covering/ continuing certain programme results should be explored. The United Nations Country Team should consider assisting with sustainability by taking account of the YERP achievements when conducting the programming of future interventions in BiH.

### 5.3 Government partners

#### *Effectiveness and sustainability of YERP*

7. All Government partners should increase their actions for pro-active programme advocacy in order to enhance continuity and replication. Assessing, documenting and leveraging on the pilot experiences needs to be immediately explored in order to enhance interest and support from government policy makers.
8. It is recommended that the core elements of the YERP Working Groups be maintained and used for further work on the outcomes being achieved. By the end of the programme all Working Groups (Education, Migration) should have developed concrete action plans how to proceed further with the outputs being produced. The current Working Groups might also be utilised for other areas of reform since they appear to be an excellent forum for discussion and agreement, across all various governmental and administrative stakeholders.
9. The Government partners, in particular the Entity Employment Institutes, should conduct an in-depth assessment of the various pilot models currently being implemented by donors in order to improve youth employability. Based on their assessment and lessons learned they should develop a harmonised approach for implementing client-oriented employability services for young unemployed people within the public employment service structures.

## ANNEXES

## Annex 1 – Evaluation matrix

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
<b>EQ 1 – Design level</b>	<b><i>Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, the MDG goals and the policies of associates and donors.</i></b>	Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the joint programme?	Programme documentation	Desk study	Clarity of objectives; Quality of strategic planning documentation; Availability of needs assessment; Alignment of programme activity to real needs	Qualitative analysis of data
		Does the Joint Programme take into account the particularities and specific interests of women, minorities and ethnic groups in the areas of intervention?	Programme documentation; Stakeholder opinion	Desk study; interviews	Alignment of programme activity to real needs; Any important area not covered by the programme that should have been included	Qualitative analysis of data; Interpretation of interviews and observations
		To what extent has the intervention strategy been adapted to the areas of intervention in which it is being implemented? What actions does the programme envisage to respond to obstacles that may arise from the political and socio-cultural context?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme obstacles and related corrective actions	Qualitative analysis of data; Interpretation of interviews and observations
		Are the monitoring indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?	Programme documentation; Progress/ monitoring reports	Desk study	Quality of strategic planning documentation and monitoring indicators	Qualitative analysis of data
		To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programmes?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Support given during programming	Qualitative analysis of data; Interpretation of interviews and observations
		To what extent do the intervention objectives and strategies of the Joint Programme	Programme documentation; Stakeholder	Desk study; interviews	Quality of strategic planning documentation	Qualitative analysis of data; Interpretation of

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
	<b>Ownership:</b> <i>National social actors' effective exercise of leadership in the development interventions</i>	respond to national and regional plans?	opinion			interviews and observations
		To what extent have the country's national and local authorities and social agents been taken into consideration, participated, or become involved at the design stage of the development intervention?	Programme documentation; Stakeholder opinion	Desk study; interviews	Whether stakeholders were consulted; Degree of consultation	Qualitative analysis of data Interpretation of interviews and observations
<b>EQ 2</b> <b>Process level</b>	<b>Efficiency:</b> <i>Extent to which the resources/inputs (funds, time, etc.) have been turned into results</i>	How well does the joint programme's management model – that is, its tools, financial resources, human resources, technical resources, organizational structure, information flows and management decision-making – contribute to obtaining the predicted products and results?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Managerial and administrative capacities; Quality of management/ monitoring process; Clear allocation of the roles and responsibilities within and between agencies; Availability of procedures and guidelines	Qualitative analysis of data; Interpretation of interviews and observations
		To what extent are the participating agencies coordinating with each other and with the government and civil society? Is there a methodology underpinning the work and internal communications that contribute to the joint implementation?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Quality of structured coordination process; Clear allocation of the roles and responsibilities within and between agencies; Availability of procedures and guidelines	Qualitative analysis of data; Interpretation of interviews and observations
		Are there efficient mechanisms for coordination that prevent counterparts and beneficiaries from becoming overloaded?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Quality of structured coordination process; Clear allocation of the roles and responsibilities within and between agencies; Availability of procedures and guidelines	Qualitative analysis of data; Interpretation of interviews and observations
		Does the pace of implementing programme outputs ensure the	Programme documentation;	Desk study; interviews	Quantitative/ qualitative measure of outputs;	Qualitative analysis of data;

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
		completeness of the joint programme's results? How do the different components of the joint programme interrelate?	Progress/ monitoring reports; Stakeholder opinion		Quantitative/ qualitative description of tools/ activities/ resources; Unused resources/ excess resources provided; Factors that contributed to achieving/ non-achieving outputs	Interpretation of interviews and observations
		Are work methodologies, financial tools, etc. shared among agencies and among joint programmes?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Clear allocation of the roles and responsibilities within and between agencies; Availability of procedures and guidelines; Quality of communication	Qualitative analysis of data; Interpretation of interviews and observations
		Have more efficient (sensitive) and appropriate measures been adopted to respond to the political and socio-cultural context identified?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme obstacles and related corrective actions	Qualitative analysis of data; Interpretation of interviews and observations
		How conducive are current UN agency procedures to joint programming? How can existing bottlenecks be overcome and procedures further harmonized?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme obstacles due to procedural issues and related corrective actions	Qualitative analysis of data; Interpretation of interviews and observations
	<b>Ownership: National social actors' effective exercise of leadership in the development interventions</b>	To what extent have the target population and the participants taken ownership of the programme, assuming an active role in it? What modes of participation have taken place?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Actual involvement of beneficiaries in implementation	Qualitative analysis of data; Interpretation of interviews and observations
		To what extent have national public/ private resources and/ or counterparts been mobilized to	Progress/ monitoring reports;	Desk study; interviews	Identification of resources and counterparts engaged in implementation	Qualitative analysis of data; Interpretation of

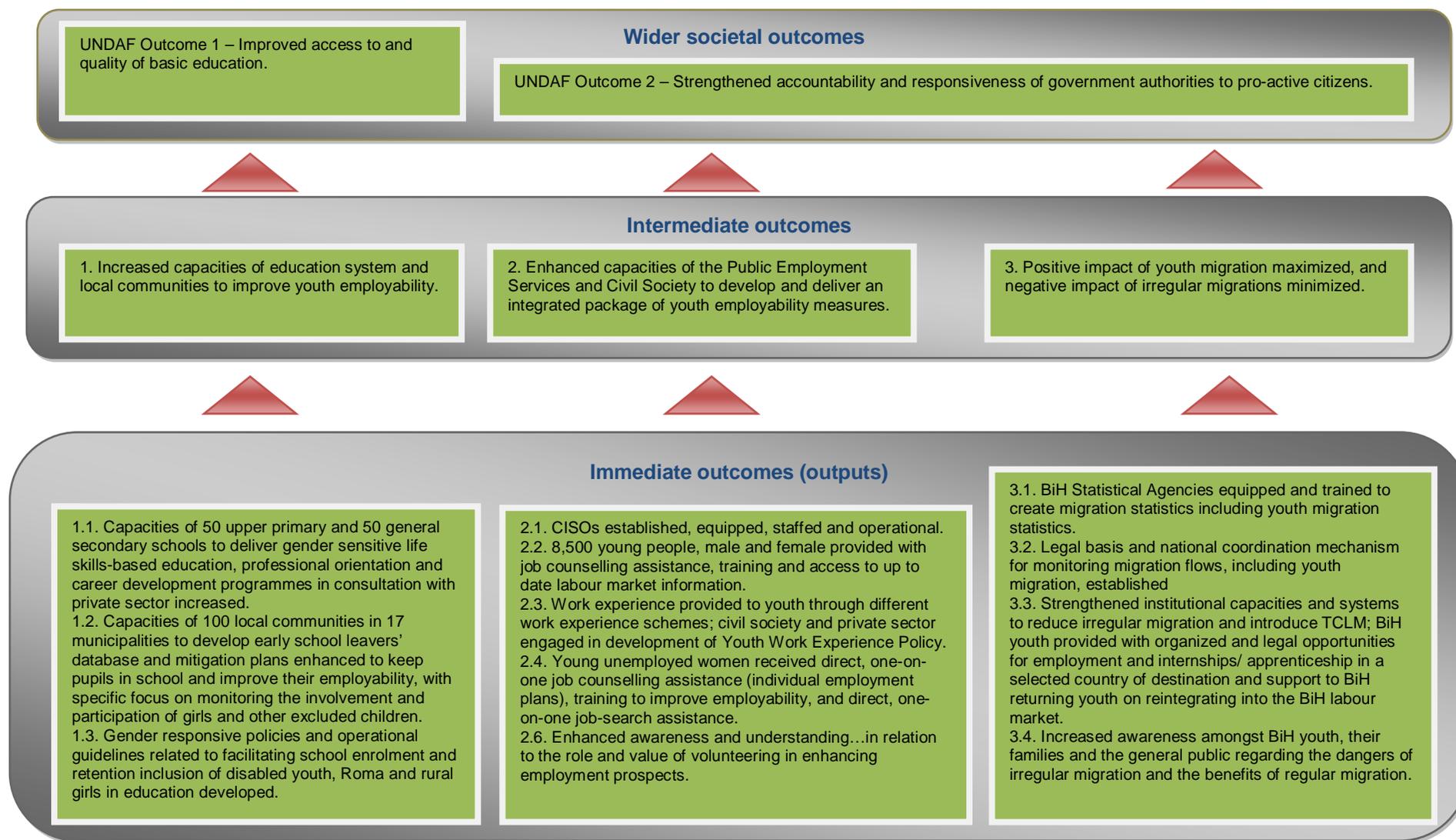
Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
		contribute to the programme's goals and impacts?	Stakeholder opinion			interviews and observations
<b>EQ 3 Results level</b>	<b><i>Effectiveness: Extent to which the objectives of the development intervention have been met or are expected to be met, taking into account their relative importance.</i></b>	Is the programme making progress towards achieving the stipulated results? i. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals at the local and national levels? ii. To what extent is the programme contributing to the goals set by the thematic window, and in what ways?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Availability of improved procedures, guidelines and strategies; Availability of suitably qualified skilled staff and adequate financial resources; Extent to what MDG-F assistance has contributed to the improvements; Factors contributing to effectiveness/ ineffectiveness; Prevailing observed changes in political/ administrative behaviour, procedures, structures; Prevailing observed changes identifiable for the national/regional macro- and/or micro socio-economic situation	Qualitative analysis of data; Interpretation of interviews and observations
		Is the stipulated timeline of outputs being met? What factors are contributing to progress or delay in the achievement of the outputs and outcomes?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Timeliness of outputs produced	Qualitative analysis of data; Interpretation of interviews and observations
		Do the outputs produced meet the required high quality?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Quality of outputs produced	Qualitative analysis of data; Interpretation of interviews and observations
		Does the programme have follow-up mechanisms (to verify the quality of the products, punctuality of delivery, etc.) to	Progress/ monitoring reports; Stakeholder	Desk study; interviews	Identification of planned/ realized follow up mechanisms	Qualitative analysis of data; Interpretation of interviews and

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
		measure progress in the achievement of the envisaged results?	opinion			observations
		Is the programme providing coverage to beneficiaries as planned?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Extent of beneficiary coverage	Qualitative analysis of data; Interpretation of interviews and observations
		In what way has the programme come up with innovative measures for problem-solving?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of innovative measures and concepts	Qualitative analysis of data; Interpretation of interviews and observations
		Have any good practices, success stories, or transferable examples been identified?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of good practice	Qualitative analysis of data; Interpretation of interviews and observations
		In what ways has the joint programme contributed to the issue of fair youth employment?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of measures facilitating fair youth employment	Qualitative analysis of data; Interpretation of interviews and observations
		In what ways has the joint programme contributed to the issue of internal and/or external migration?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of measures facilitating the reduction of migration problems	Qualitative analysis of data; Interpretation of interviews and observations
		What types of differentiated effects are emerging from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of measures facilitating the reduction of disparities as concerns sex, race, ethnic group, rural or urban setting of the beneficiary population	Qualitative analysis of data; Interpretation of interviews and observations
		Are the necessary premises	Programme	Desk study;	Availability of financial/	Qualitative analysis

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
EQ 4 Sustainability	<b><i>Sustainability: The probability that the benefits of the intervention will continue in the long term.</i></b>	occurring to ensure the sustainability of the impacts of the joint programme? At local and national level: <ol style="list-style-type: none"> <li>i. Is the programme supported by national and/or local institutions?</li> <li>ii. Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?</li> <li>iii. Have operating capacities been created and/or reinforced in national and local partners?</li> <li>iv. Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?</li> <li>v. Is the duration of the programme sufficient to ensure a cycle that will ensure the sustainability of the interventions?</li> </ol>	documentation; Progress/ monitoring reports; Stakeholder opinion	interviews	human means and networks for continuation of activities and further improvements; Outputs contribute to achievement of the strategic objectives; Horizontal public administration and national/ regional cooperation systems stable and adequate; Ongoing national finance available for maintenance, insurance, replacements, consumables, etc.; Secured provisions in place for ongoing staffing, staff replacement and training; Procedures and systems fully documented, with defined responsibility for updating	of data; Interpretation of interviews and observations
		To what extent are the visions and actions of partners consistent or different from those of the joint programme?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Consistency of visions/ actions with agreed measures; Ownership is demonstrated by managers responsible for onward strategic implementation of programme outputs	Qualitative analysis of data; Interpretation of interviews and observations
		In what ways can governance of the joint programme be improved	Progress/ monitoring	Desk study; interviews	Identification of programme measures for	Qualitative analysis of data;

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
		so as to increase the chances of achieving sustainability in the future?	reports; Stakeholder opinion		increased strengthening of sustainability	Interpretation of interviews and observations
<b>EQ 5 Country level</b>		During the analysis of the evaluation, what lessons have been learned, and what best practices can be transferred to other programmes or countries?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of good practice and lessons learned	Qualitative analysis of data; Interpretation of interviews and observations
		To what extent and in what way is the joint programme contributing to progress towards the Millennium Development Goals in the country?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme contribution to MDG-Goals	Qualitative analysis of data; Interpretation of interviews and observations
		To what extent and in which ways are the joint programmes helping make progress towards United Nations reform? [One UN]	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme contribution to ONE UN reform process	Qualitative analysis of data; Interpretation of interviews and observations
		How have the principles for aid effectiveness (ownership, alignment, managing for development results and mutual accountability) been developed in the joint programmes?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme coherence with aid effectiveness principles	Qualitative analysis of data; Interpretation of interviews and observations
		To what extent is the joint programme helping to influence the country's public policy framework?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme contribution to improved country public policy framework	Qualitative analysis of data; Interpretation of interviews and observations

## Annex 2– BiH Youth Employment and Migration – Hierarchy of outcomes



## Annex 3 – Indicators of Achievement

Outcome of Joint Programme: 1. *Increased capacities of the education system and local communities to improve youth employability*

Output	SMART Outputs	Responsibility	Observation/ Remarks
<b>1.1. Capacities of 50 primary and 50 secondary schools to deliver gender sensitive life skills-based education, professional orientation and career development programmes in consultation with private sector increased.</b>	Life skills and key competencies in BiH context defined by Agency for pre-primary, primary and secondary education (yes/no), Time frame: Year 2010	UNICEF	Completed mid 2011
	Research on life skills and key competencies conducted in primary schools in 17 municipalities (yes/no), Time frame: Year 2010/11	UNICEF	Completed 2011
	Syllabi with elements of life based skills and key competencies developed (yes/no), Time frame: Year 2011/12	UNICEF	On-going: Activities related to mapping of the life skills and key competencies in syllabi completed and preparation of inputs for module based on findings from mapping report on-going
	#of school teachers and pedagogues who passed "train the trainers" training on life skills, professional orientation and career development. Time frame: Year 2011/12	UNICEF	Not started yet
	#of syllabus for individual schools harmonized with modular life skill based curriculum, Time frame:Year2011/12	UNICEF	The first project phase was implemented in 2010-2011 and the following targets reached: 1,000 secondary school students and teachers trained, 46 small-scale projects implemented in 46 secondary schools in 17 municipalities, out of which 29 funded by local communities; The 2 <sup>nd</sup> phase is currently on-going

<b>1.2. Capacities of 100 local communities in 17 municipalities to develop early school leavers' database and mitigation plans enhanced to keep pupils in school and improve their employability, with specific focus on monitoring the involvement and participation of girls and other excluded children.</b>	Research on non-enrolment and Dropouts conducted (yes/no), Time frame: Year 2011	UNICEF	Completed in 2011
	Report on research prepared, Time frame: Year 2011		On-going: In the first phase of the project the following results were reached: 14 YERP municipalities adopted action plans for early identification of drop outs; Database software and manual have been developed and prepared for installation; In the next phase, municipality departments will be equipped with computers and the database software will be installed.
	170 persons trained in 17 selected Municipalities, Time frame: Year 2011	UNICEF	Not started yet: All defined activities for training community stakeholders are planned to start once databases are installed and operative.
	Two forum relating to the mitigation plans and inclusion strategies for rural youth with representatives of 17 municipalities held (yes/no), Time frame: Year 2011	UNICEF	Not started yet: Forums will be organised once databases have been set up, action plans defined and majority of trainings held (2012)
	# of media campaign activities held, Time frame: Year 2011/12	UNICEF	Not started yet
	Plans for monitoring of effects of inclusion of out-of-school children developed and implemented in 17 Municipalities (yes/no); Time frame: Year 2011/12	UNICEF	Not started yet
<b>1.3. Gender responsive policy and operational guidelines related to facilitating school enrolment and retention, inclusion of disabled youth, Roma and girls from rural areas in education developed.</b>	Gender responsible modular life skills curriculum developed (yes/no) Groups, Time frame: Year 2012	UNICEF	On-going
	# of municipalities in which the model(s) for enrolment and dropout developed, proposed, implemented and monitored, Time frame: Year 2012	UNICEF	Not started yet
	Forums on policy options for gender sensitive education, school enrolment, facilitation and inclusion of disabled youth, Roma and girls from rural areas developed held, Time frame: Year 2012	UNICEF	Not started yet

Outcome of Joint Programme: 2. <i>Enhanced capacities of the Public Employment Services and Civil Society to develop and deliver an integrated package of youth employability measures.</i>			
Outcome	SMART Outputs	Responsibility	Observation/ Remarks
<b>2.1. Youth Employment Resource Centres established, equipped, staffed and operational.</b>	Reconstruction works, furniture and equipment for 17 centers in 17 locations	UNDP/ UNV	Completed in 2011 (16 locations)
	Increased capacity of PES employees to deliver specific training and counselling services to youth	UNDP/ UNV	On-going
	Sustainability of activities and commitment of PES assured	UNDP/ UNV	On-going: MoU signed with local partners; financial commitment secured by PES and municipalities for the period of programme implementation (2011/2012).
<b>2.2. 8 500 young people, male and female provided with job counselling assistance, trainings and access to up to date labour market information.</b>	Establishment of labour market information system and enabling access to young people	UNDP	On-going
	One-to-one job counselling assistance provided to youth	UNDP	On-going
	Employability skills and job-seeking training delivered to youth	UNDP	On-going
<b>2.3. (a) Work experience provided to youth, male and female, through different work experience schemes; (b) Civil society and private sector engaged in development of Youth Work Experience Policy for introduction and formalization of youth work experience schemes.</b>	Work experience provided to young people (male and female) by civil society and private sector actors by the end of programme through co-financing schemes with PES	UNDP	On-going: Direct counselling and support to CISO beneficiaries through training and developed individual employment plans resulted in employment of 547 CISO beneficiaries; direct counselling and support to CISO beneficiaries through training and developed individual employment plans resulted in 172 active volunteering engagements.
	Youth Work Experience Task Force, involving a broad range of stakeholders including CSOs, private sector, public and governmental institutions, established and active	UNDP, UNV	On-going: 6 round tables in 6 regions of BiH organised with representatives of private sector, CSOs, governmental institutions and unemployed youth (125 participants)



	and adopted		international/EUROSTAT standards completed ; 5-8 of BiH statistical agencies statisticians in phase of finalizing with training in migration methodology development; Methodology for monitoring migration, including youth, under development; dissemination/ communication of the outcomes of the WGs and the methodology still needed
	IT/database and analytical capacities of project partners developed; BiH statistical database on migration established and functional	UNFPA	On-going: The analysis of IT hardware and software needs of partners for creation of system of exchange and dissemination of data for migration completed; system of exchange and dissemination of data for migration including youth not functional yet; Piloting of the system of exchange and dissemination of data for migration including youth not started yet.
<b>3.2. Legal basis and national coordination mechanism for monitoring migration flows, including youth migration, established.</b>	Coordination mechanism/Working group on migration including youth established and functional/operational, strategy and action plan for migration monitoring adopted	UNFPA	On-going: coordinative activities for WG establishment completed; WG for development of strategy and action plan for monitoring migration in BiH including youth migration functional ; consensus building discussions among stakeholders held and consensus concerning glossary reached; domestic laws and regulations reviewed; overview analysis of mapping practices completed; legal solutions for all changes required in methodology not fully defined yet; strategy for migration with action plan developed; Dissemination/ communication of the outcomes of the WGs and the strategy on-going
<b>3.3. (a) Strengthened institutional capacities and systems to reduce irregular migration and introduce circular migration schemes; (b) BiH youth provided with organised and legal opportunities for employment and internships/ apprenticeship in a selected country of destination and support to BiH returning youth on reintegrating into the BiH labour market.</b>	Roles, responsibilities, and needs of relevant actors in migration sector identified and agreed	IOM	Completed
	Up to 17 YERC, MSC, NGOs, private sector employment services capacitated to provide information on the dangers of irregular migration, circular/temporary migration schemes and to provide support to outward-bound and returning youth	IOM	Completed
	Two additional state-level bilateral agreements initiated with the support of the Ministry of Civil Affairs	IOM	On-going
	One temporary and circular migration scheme (TCLM) for up to 20 youth introduced	IOM	On-going
	Up to 100 additional BiH returning youth provided with support and referral assistance on reintegrating into the BiH labour market	IOM	On-going

<b>3.4. Increased awareness amongst BiH youth, their families and the general public regarding the dangers of irregular migration and the benefits of regular migration.</b>	Increased awareness amongst BiH youth and families regarding the dangers of irregular migration and on the benefits of regular migration	IOM	Completed: On-line survey of youth migration experiences & possibilities for return; communications strategy defined based on survey results; at least 3,000 potential and actual migrants provided with information on migration On-going: information campaign on irregular migration
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## Annex 4 List of Interviews

Institution	Interviewee	Date
Office of the UN Resident Coordinator	Yuri Afanasiev, UN Resident Coordinator	22/02/2012 02/03/2012
Office of the UN Resident Coordinator	Aris Seferovic, Coordination Analyst	22/02/2012
Office of the UN Resident Coordinator	Envesa Hodzic-Kovac, Monitoring and Evaluation Analyst	20/02/2012 22/02/2012 02/03/2012
Office of the UN Resident Coordinator	Pavle Banjac, Communications Officer	20/02/2012
UNDP	Erol Mujanovic, Programme Manager	20/02/2012 27/02/2012 28/02/2012 29/02/2012 02/03/2012
UNICEF	Nina Kovac, Education Consultant	20/02/2012
UNICEF	Vesna Banovic, Project Assistant	20/02/2012
UNDP	Adnana Handzic, Programme Associate,	20/02/2012 29/02/2012
UNDP	Katarina Crnjanski Vljacic, Project Officer	20/02/2012 29/02/2012
UNICEF	Anne-Claire Dufay, Deputy Representative	20/02/2012
UNICEF	Florence Bauer, Representative	21/02/2012
UNICEF	Sanja Kabil, Education Officer	20/02/2012
UNDP	Mirela Ibrahimagic, Social inclusion Cluster Coordinator	21/02/2012
UNDP	Dzenan Kapetanovic, Cluster Associate	21/02/2012
Embassy of Spain	Azra Dzical, Monitoring and Evaluation Analyst	21/02/2012
UNFPA	Danijela Alijagic, Programme Analyst	21/02/2012
IOM	Sasha Barnes, Project Manager	21/02/2012

Institution	Interviewee	Date
IOM	Alma Sunje, Project Manager	20/02/2012 21/02/2012
UNFPA	Nermina Vrbic-Huduti, Project Assistant	20/02/2012
UNFPA	Zeljko Sikima, Project Assistant	20/02/2012
UNV	Elisabeth Siebenmann, Programme Officer	20/02/2012 21/02/2012
UNV	Zelimir Mijic, Country Office Assistant	20/02/2012 21/02/2012
Ministry of Civil Affairs FBiH	Slavica Vucic, Head of Employment and Labour Sector	22/02/2012
Ministry of Civil Affairs FBiH	Milijana Lale, Head of Education Sector	22/02/2012
Ministry of Civil Affairs FBiH	Vesna Puratić, Education expert	22/02/2012
Youth Information Agency (NGO OIA)	Jan Kulenović, Director	22/02/2012
Federal Employment Institute FBiH	Omer Korjenic, Head of Employment Sector	22/02/2012
IDDEEA (Agency for identification documents, registers and data exchange)	Srdjan Nogo, Head of Department for projects development and cooperation with international institutions	22/02/2012
-	Djordje Savic, Participant in BHV (US) circular migration scheme	23/02/2012
-	Dario Bevanda, Participant in CISO	23/02/2012
BiH Statistics Agency	Slavka Popovic, Deputy Director	23/02/2012
Public Employment Service Gorazde	Nafija Hodo, Head of PES plus CISO team	24/02/2012
Ministry of Labour, War Veterans and Disabled Persons Protection RS	Todor Skakic, Head of Department	27/02/2012
Youth Information Agency (NGO OIA)	Anja Solka, Project Manager	27/02/2012
Ministry of Education and Culture RS	Senka Buha, Education Expert	27/02/2012
Ministry of Education and Culture RS	Cvijan Jovanovic, Senior Officer	27/02/2012
Public Employment Service Tuzla Canton	Biljana Nlsandjic CISO Coordinator plus CISO team	28/02/2012

## Annex 4

Institution	Interviewee	Date
Public Employment Service Tuzla Canton	Razija Majstorović, Deputy Director of PES	28/02/2012
Public Employment Service Bijeljina	Slavica Lukic, Head of PES plus CISO team	28/02/2012
Youth Information Agency (NGO OIA)	Samir Mahmic, Project Manager	29/02/2012
CIM Centrum für Internationale Migration und Entwicklung	Georg Schiel, Representative	29/02/2012
Employment Institute RS	Snezana Borovcanin, Executive Director	01/03/2012

## Annex 5 List of documents

Name of Originator	Date	Title of Document
MDG-F/ Republic of Bosnia-Herzegovina	2009	Joint Programme "Youth Employability and Retention (YERP)"
MDG-F	2010	YERP Inception Report and Work Plan
MDG-F	2010	YERP Communications Strategy - Youth Employability and Retention Programme in Bosnia and Herzegovina
MDG-F	2011	Programme Management Committee Meeting Minutes
MDG-F	2010/ 2011	YERP Joint Programme Monitoring Reports
MDG-F	2012	YERP Joint Programme Draft Monitoring Report January 2012
MDG-F/ UNICEF	2011	YERP ToR Voice of Youth
MDG-F/ UNDP	2011	YERP Practical Guide to Employment Counselling
MDG-F/ UNICEF	2011	YERP Small Projects Brochure
MDG-F/ UNICEF	2011	YERP Results of research on non-attendance and leaving of elementary and secondary schools in Bosnia and Herzegovina
MDG-F/ IOM	2011	YERP To BiH or not to BiH? A report on the return of young Diaspora to the BiH Labour Market
MDG-F/IOM	2011	CISO Guide to Informing and Counseling in the Field of Labour Migration
MDG-F/IOM	2012	Guide to Return to the BiH Labour Market for Young Diaspora
ILO	2010	Good Practices in Providing Integrated Employment and Social Services in Central and Eastern Europe
ILO	2008	Young people and their transition to decent work in the Western Balkans
ILO	2006	ILO Multilateral Framework on Labour Migration Non-binding principles and guidelines for a rights-based approach to labour migration
UNV	2011	2011 UNV Year in Review Report
Cathryn Thorup	2004	What works in youth employment in the Balkans
2011 Governing Council	-	Bosnia and Herzegovina: A country fact sheet on youth employment.
European Commission	2010/2011	BiH Progress Report
AECID (La Agencia Española de Cooperación Internacional para el Desarrollo)	2010	1995-2010 15 years of Spanish Cooperation in the Balkans