



FINAL EVALUATION

**Bosnia and
Herzegovina**

Thematic window
Youth, Employment and Migration

Programme Title:
Youth Employability and Retention Programme

Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.

DIETMAR AIGNER

FINAL EVALUATION OF THE MILLENIUM DEVELOPMENT GOAL ACHIEVEMENT FUND

Youth Employability and Retention Programme

Thematic window: Youth, Employment and Migration

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

FINAL EVALUATION REPORT

May 2013

TABLE OF CONTENTS

GLOSSARY OF ACRONYMS

PREFACE

EXECUTIVE SUMMARY I

MAIN REPORT 1

1. INTRODUCTION	1
1.1 Background.....	1
1.2 Purpose of the evaluation.....	1
1.3 Goals and methodology	3
1.4 Constraints and limitations of the evaluation	5
2. DESCRIPTION OF INTERVENTION CARRIED OUT	6
2.1 Initial concept.....	6
2.2 Detailed description of its development: description of the hypothesis of change in the programme.....	8
2.3 Main findings of the mid-term evaluation.	13
3. PROGRAMME ANALYSIS.....	14
3.1 Programme Relevance and Design.....	14
3.2 Programme Efficiency	18
3.3 Programme Effectiveness	22
3.4 Programme Impact.....	30
3.5 Programme Sustainability	32
4. CONCLUSIONS AND LESSONS LEARNED.....	34
4.1 Conclusions	34
4.2 Lessons learned.....	36
5. RECOMMENDATIONS.....	38
5.1 Effectiveness and sustainability of YERP	38
5.2 Future (joint) programmes.....	38

ANNEXES 41

Annex 1 – Terms of Reference	42
Annex 2 – Evaluation Matrix	51
Annex 3 – BiH Youth Employability and Migration - Hierarchy of Outcomes	57
Annex 4 – Indicators of Achievement.....	58
Annex 5 – List of Interviews.....	61
Annex 6 – List of Documents reviewed.....	64

GLOSSARY OF ACRONYMS

ALMP	Active Labour Market Programme Measures
BiH	Bosnia and Herzegovina
C&A	Communication and Advocacy [campaign]
CISO	Centre for Information, Counselling and Training
CSO	Civil Society Organisation
ECDL	European Computer Driving Licence
FBiH	Federation of Bosnia and Herzegovina
IOM	International Organisation for Migration
JP	Joint Programme
MDG	Millennium Development Goal
MDG-F	Millennium Development Goal Achievement Fund
MoU	Memorandum of Understanding
MTE	Mid-term Evaluation
MHRR	Ministry for Human Rights and Refugees
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
YERP	Youth Employability and Retention Programme

PREFACE

This final evaluation covers assistance to 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 2013 and reflects the situation at 29 March 2013, 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

FINAL EVALUATION OF THE MILLENIUM DEVELOPMENT GOAL ACHIEVEMENT FUND

Youth Employability and Retention Programme

This Final Evaluation Report¹ covers assistance to 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 Millennium Development Goal Achievement Fund for Youth, Employment and Migration. This Joint Programme (value US\$6 million) commenced in January 2010 and after an agreed extension, will finish in June 2013. The UNDP is the leading agency and administrative agent, and the main partner is the Ministry of Civil Affairs, leading a consortium of ministries, partners at entity, cantonal and municipalities, and civil society.

The Joint Programme

The planned outcome is to improve the employability of BiH youth while providing new entry points to the labour market 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.

Key competences and life skills in primary and secondary schools were mapped and teaching modules were prepared for primary and secondary schools and for non-formal programmes in communities, including a Manual for Teachers. Extensive research on drop-out issues was completed and a general action plan prepared. Specialised training has promoted gender sensitive policies and operational guidelines for school enrolment and retention.

17 Centres of Information, Counselling and Training (CISO) were established and have given assistance to over 19,000 unemployed youth, career orientation to over 21,000 school pupils, and training to more than 10,500 young people in employability skills and job seeking techniques. A communications strategy is gradually being implemented. Due to the Centres work over 3,000 young people found jobs. Six roundtable discussions with private, public and civil sectors representatives have taken place, Task Force for Youth Work Experience has been established and draft Youth Work Experience Policy/Situation Analysis has been prepared. The Centres have also prepared over 5,000 individual employment plans for unemployed women and women from vulnerable categories. The Centres have also supported community volunteer outreach facilities in schools and local civil society.

Action has been taken to improve the statistics on migration, including youth migration and a mechanism for monitoring migration flows established. Institutional arrangements have been strengthened to reduce illegal migration and to promote the opportunities and benefits of legal migration. An awareness programme has highlighted the dangers of illegal migration using modern communication tools such as *Facebook* and special arrangements have been put in place for minorities.

¹ This Evaluation Report has been prepared by Dietmar Aigner during the period February to March 2013 and reflects the situation at 29 March 2013, the cut-off date for the Report.

The Final Evaluation – Findings, Conclusion, Lessons Learned and Recommendations

The main purpose of this evaluation is to provide an independent assessment of the achievements of the programme results and outcomes against the planned results and implementation modalities of the joint programme, using the OECD/DAC evaluation criteria: programme design and relevance, effectiveness (results), efficiency, impact and sustainability. 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.

The key evaluation findings from the Youth Employability and Retention joint programme are:

- The programme design was based on a sound analysis of the problems; its relevance has increased as a result of the global economic crisis. The real joint programme implementation approach, with strong involvement of stakeholders and competent authorities, has been crucial to its success and has ensured the programme has remained flexible and relevant. However, links with employers and the business sector have been less well developed.
- The programme efficiency has been good; inputs have been carefully managed and outputs measured. The size/ composition of the Programme Management Committee has not been conducive to effective action at times.
- The programme has consistently delivered the planned results including building local capacities to absorb the programme outputs.
- The impact is visible at the local levels due to the large number of beneficiaries and the active communications strategy; the political and administrative impacts are slower to be realised, but are in the main expected after the close of the programme.
- Sustainability is likely to be achieved in the education and work area but it is dependent on political will. The indications are that the structures set up (for example the Centres) are welcome and are being incorporated into the public provision. Migration, legal and illegal, is now better understood in both statistical and human terms and the outputs are being embedded in national actions.

A number of conclusions and lessons learned have been identified:

- The programme has increased its relevance over time and has been successful in its joint programme implementation approach. The intervention area is crucially important to young people.
- Complementarity in the work of the various agencies has been exceptional. The trust built and the excellent team spirit has inspired participants and beneficiaries.
- Cost effective solutions, particularly the creation of CISOs, have been sought and implemented, and the coverage, supported by the Communication and Advocacy Campaign, has been excellent. These now have to be supported by legislation.
- The outputs from the migration component are likely to have some impact on in-country employment and the image of BiH workers abroad.

A number of recommendations have been made:

- The sustainability strategy developed during the programme should be completed and adopted as a reference framework document for addressing sustainability issues.
- Joint programme outputs, and the capacities and structures of the Centres, should be used by all stakeholders when programming future actions.
- Future joint programmes should take account of the benefits of a fully integrated approach, for example, the European Social Fund's active labour market measures, implemented, preferably, at the local level.
- In developing new programmes, sustainability should be considered at the design stage and sustainability preconditions incorporated in the programming documents.
- The composition and size of Programme Management Committees should be reviewed to ensure they are effective and performance oriented.

MAIN REPORT

1. INTRODUCTION

1.1. Background

The Millennium Development Goal Achievement Fund (MDG-F) is an international cooperation mechanism whose aim is to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a generous contribution of €528 million (US\$710 million) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality.

The Youth, Employment and Migration Window comprises 14 joint programmes with a value of almost US\$80 million. There are more young people in the world today than ever before, 1.3 billion of them living in developing countries. This Joint Programme (JP) is designed to contribute to reaching the MDG target of achieving full and productive employment and decent work for all, including women and young people, directly contributing to MDG 1, reduction of poverty.

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 Bosnia-Herzegovina (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 anticipates close cooperation between 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 YERP JP, financed by the Government of Spain through the 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 the implementation of policies and legislation is mostly attributed to these governmental and administrative levels. The programme will end in June 2013.

1.2. Purpose of the evaluation

The main purpose of the final evaluation is to provide an independent in-depth assessment of the achievements of programme results and outcomes against the planned results and the implementation modality of the MDG-F YERP JP. The final evaluation will be a systematic

exercise, through the analysis of the OECD/DAC² evaluation criteria: programme design and relevance, effectiveness, efficiency, impact and sustainability, based on the scope and criteria as defined in the Terms of Reference (ToR) (see Annex 1).

Objectives of the final evaluation are:

- Assessment of the programme's quality and internal coherence (needs and problems it aimed to solve) and its external coherence with the United Nations Development Assistance Framework (UNDAF), national development strategies and priorities, the Millennium Development Goals at the local and country level, the level of contribution to the objectives of the MDG-F Democratic Economic Governance Thematic Window and to establish the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action;
- Assessment of how the JP operated and what is the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and operational and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks, collaboration and synergies and will evaluate the effectiveness and efficiency of the JP modality and make recommendations to guide future joint programming among UN agencies in BiH;
- Assessment of design and relevance, effectiveness, efficiency, impact and sustainability of the programme and the level of achievement of envisaged programme results and outcomes (thorough assessment of all programme components is required);
- Assessment of quality, results and impact of local programme interventions (municipal and NGO)/ grant projects financed through the programme, including the assessment of co-financing modality and implementation capacities on a local level;
- Assessment of the programme's different internal and external Monitoring and Evaluation (M&E) systems and tools developed including data collection, statistics, research and analytical outputs, databases, guidelines, etc. and assessment of programme's communication and outreach activities and impact;
- Identification of key recommendations and lessons learned through the evaluation process of the JP;
- Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows as well as the overall MDG fund objectives at local and national level (MDGs, Paris Declaration and Accra Principles and UN Reform) by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, conclusions and recommendations generated by these evaluations will be part of the thematic window Meta-evaluation; the MDG-F Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

² Organisation for Economic Co-operation and Development/ Development Assistance Committee.

1.3. Goals and methodology

This final 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 guiding sub-questions were established in the ToR for the evaluation. Evaluation questions defined by the ToR are summarised below:

1. **Programme Relevance and Design:** The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.

Guiding questions:

Relevance: a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, MDGs, MDG-F Development Window, and Accra Agenda for Action? b) Does the programme respond to the needs of identified target groups? c) To what extent are the objectives of the programme still valid? d) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention? e) Was the programme timely and well identified given the developmental and sectoral context of the country? f) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme? g) How much and in what ways did the joint programme contribute to solving the (socio-economical) needs and problems identified in the design phase?

Design: a) Was the design of the Joint Programme appropriate for reaching its results and outcomes? b) What is the quality of the programme's implementation framework, are results and outcomes defined in the programme clear and logical? c) What is the quality of programmes' results and M&E matrices; are indicators well defined and SMART? d) Were risks and assumptions well identified? e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements? f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention? h) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programme? i) To what extent was this programme designed, implemented, monitored and evaluated jointly? j) To what extent was joint programming the best option to respond to development challenges stated in the programme document? k) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results? l) To what extent did the joint programme have a useful and reliable C&A strategy?

2. **Programme Efficiency (processes):** Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality.

Guiding questions: a) To what extent has the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results? b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place? c) Were programmes' financial and personnel resources managed in a transparent and accountable manner and were they cost-effective? What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one? d) To what extent were activities implemented as scheduled and with the planned financial resources? e) What monitoring tools and mechanisms were used by the programme management? f) If applicable, how flexible and responsive

was the programme in adapting to changing needs? g) How do the different components of the joint programme interrelate? h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes? i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's outcomes and produce results and impacts? j) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

3. **Programme Effectiveness (results):** Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance. How well have the programme's results contributed to the achievement of programme's objectives?

Guiding questions: a) What was the quality of the programme's key outputs and/or products (per component)? b) To what extent were the key programme results achieved (per component)? c) To what extent and in what ways the joint programme contributed to the Millennium Development Goals on a local level and the country level, as well as the goals of the Paris Declaration (in particular national ownership), and the goals of delivering as one at country level? d) To what extent and in what ways the joint programme contributed to the objectives set by the MDG-F thematic window on Youth, Employment and Migration? e) What factors contributed to progress or delay in the achievement of products and results? f) In what way has the programme come up with innovative measures for problem-solving? g) What good practices or successful experiences or transferable examples have been identified? h) Did all planned target groups have access/used programme results? i) What is the quality of local interventions and results achieved on a local level? j) What type of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

4. **Programme Impact:** The effect of the programme on its environment - the positive and negative changes produced by the joint programme (directly or indirectly, intended or unintended).

Guiding questions: a) What difference the programme intervention made to programme stakeholders? b) Which target groups and how many direct and indirect beneficiaries were affected by the programme? c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, capacity development? d) What impact has been made through the programme on partner institutions, municipal administrations, local communities? e) Were cross-cutting issues taken into account? f) Was good governance mainstreamed in the programme? g) How did the programme contribute to the promotion of Human Rights? h) To what extent joint programme helped to influence the country's public policy framework? i) What factors favourably or adversely affected the spirit of Joint Programme delivery and approach?

5. **Programme Sustainability:** Probability of the benefits of the programme continuing in the long term.

Guiding questions: a) To what extent will the benefits of a programme continue after activities have ceased? b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices? d) Is there an exit strategy or a follow up action/intervention planned after the programme ends? e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme? f) Was the duration of the programme sufficient to ensure sustainability of the interventions? g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis? h) To what extent and in what ways have the joint programmes contributed to progress towards United Nations reform and future joint programme planning and implementation? i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes? j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the joint programme?

The methodology for preparing this evaluation report comprised initial data collection, document research and literature survey, and interviews (see Annex 5 and Annex 6). 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.

In preparing this final evaluation, an inception report, along with the detailed methodology, was prepared and approved in February 2013.

Pre-defined indicators of achievement/ monitoring indicators have been followed up where possible. Moreover, further detailed evaluation indicators in line with the evaluation criteria have been applied for judgement. Annex 2 provides a detailed evaluation matrix, linking evaluation issues and questions to evaluation criteria, indicators, sources of information and methods of data collection

This Final 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

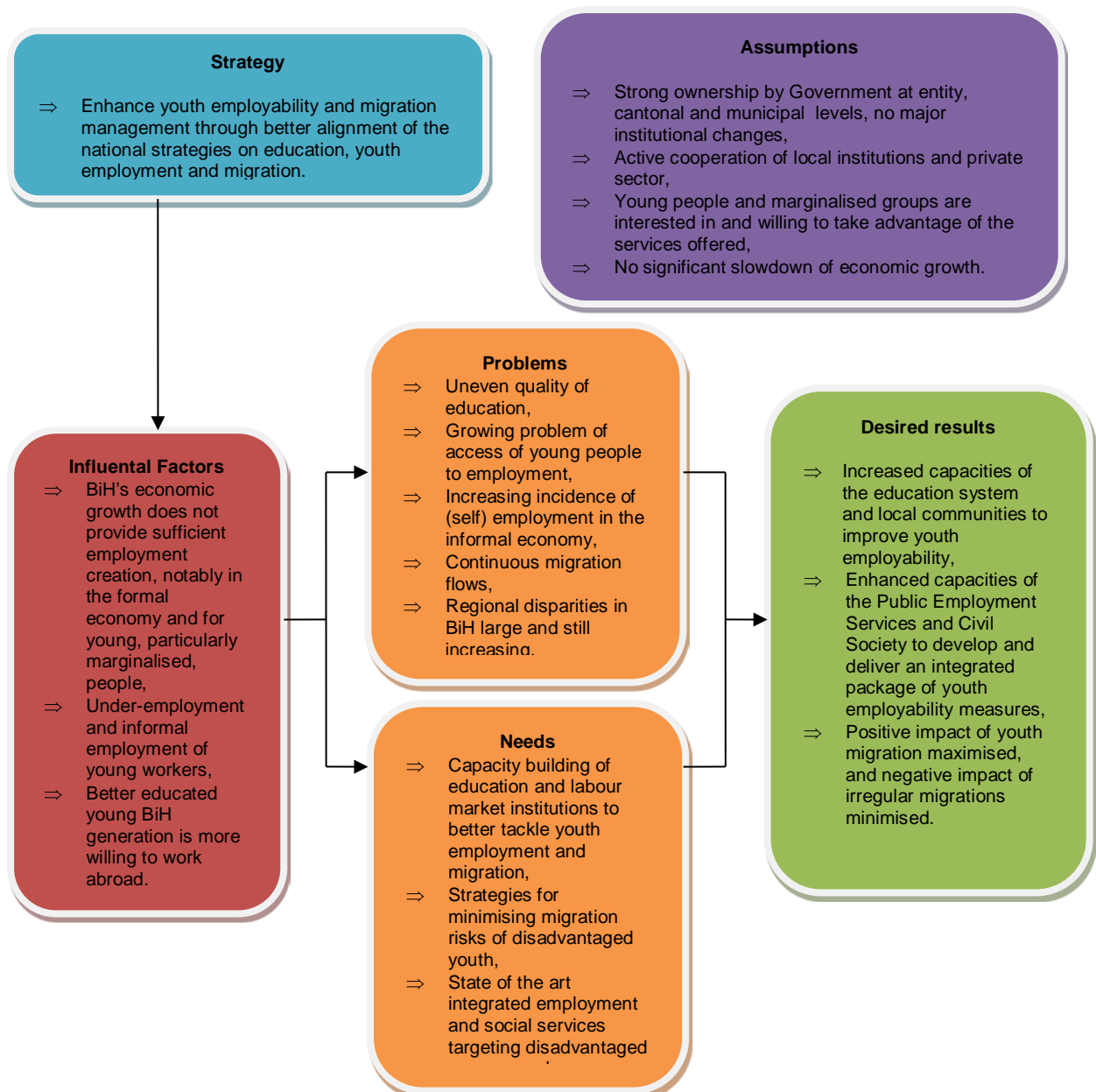
The level of analysis that has been achieved by this final evaluation was restricted by constraints in the field, namely the limited availability of in-country data, limited availability of persons familiar with the key outputs and also by the limited number and quality of interview responses, as well 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 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 1 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 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. 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.

Programme coordination arrangements have been established according to the Operational Guidance Note for the participating UN organisations. Overall, the National Steering Committee (NSC) oversees and coordinates the operation of all JPs in BiH. A Programme Management Committee (PMC) coordinates and oversees immediate programme implementation. It acts as the principal coordinating and supervisory body for the implementation of the JP and provides policy guidance and recommendations regarding programme strategy and objectives. The JP Manager (Programme Coordinator) provides technical inputs and implementation management directly for the UNDP component as well as reporting, coordination and backstopping for the overall JP.

National partners include, at the state level, the Ministry of Civil Affairs (the main partner) the Ministry of Security, the Ministry of Foreign Affairs and the Ministry of Human Rights and Refugees. However, as the implementation of policies and legislation takes place at the entity, cantonal and municipal levels, partners also include the Ministry of Education and Science (Federation of BiH - FBiH), the Ministry of Labour and Welfare (FBiH), the Ministry of Education and Culture (Republika Srpska (RS)), the Ministry of Labour and Veterans' Affairs (RS), the cantonal Ministries of Education and Culture and the State and Entity statistical agencies. The primary implementation partners are the Public Employment Services (PES), with the support of civil society organisations and the private sector.

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.

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 rapidly improved its performance. By end of March 2013 out of the total approved JP budget (US\$ 6,428.029), 93.3% was spent overall, and 6.7% still committed. A six-month no-cost extension was granted in June 2012 in order to allow for a smooth completion of all programme activities. Programme termination is now planned for the end of June 2013.

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 the inception period:

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.**

Research and mapping of key competences and life skills in primary and secondary education took place in 2010. 157 curricula and text-books were 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. Expert reports on life skills and key competencies was prepared, presented and adopted by the Steering Committee of the Agency for Pre-primary, Primary and Secondary Education at its 26th assembly in mid-2011. Based on mapping results and recommendations, consultations with the Education Working Group, and official approval of “generic” approach by all education authorities, two teaching modules for integration of key competences and life skills in primary and secondary education are currently being finalized.

The modules will serve as a basis for training of 612 teachers and directors in 100 primary and secondary schools. In parallel, activities were implemented towards development of key competences and life skills in children/ youth through non-formal education programs. 2,082 primary and secondary school teachers and students were trained and involved in development and implementation of 142 small-scale community projects in 118 primary and secondary schools. Additionally, a Manual for Teachers: Entrepreneurship in Primary Schools was developed and widely disseminated among relevant stakeholders.

- **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. A General Action Plan for the early identification of dropouts was specifically adapted to each participating municipality and it hence served as a basis for further programming and development of Memorandums of Understanding which were signed with 12 YERP municipalities. Database software and manuals were developed and installed and training on the technical use of these databases has been completed in 2012.

Likewise, four specialised forums, comprising 115 participants from diverse sectors (education institutions and ministries, schools youth organizations, NGOs) were successfully held. Based on youth problems identified in YERP research activities (Dropout study, Voices of Youth), a set of concrete recommendations has been drafted which will be widely disseminated and promoted in 2013.

- **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 took place, a draft Action plan has been prepared but its finalisation and adoption has still to be expected³. Aimed at development and implementation of operational guidelines for gender sensitive education, school enrolment, facilitation and inclusion of disabled youth, Roma and girls from rural areas, in-depth analysis of inclusive policies and practices, labour market opportunities and community resources related to children with special needs has been on-going in 67 secondary schools. Concerning life skills and competence-based training delivered in rural returnee areas with a focus on entrepreneurial skills, 1,119 young returnees have been trained of which 70 were Roma youth (6.25%) in 17 YERP municipalities.

305 trainees have received face-to-face consultations on business planning and start-ups; so far, more than 60 youth trainees have found employment. The survey "Voices of Youth" has been completed together with the final report, with the purpose of advocating informed policy options for youth and understanding their problems and needs. 2,360 young people (aged 15-30) in 17 YERP municipalities participated in the survey, of which 15% belong to vulnerable groups. The survey report has been promoted in the social media (August 2012) and through four promotional forums held in December 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.

- **Output 2.1 (UNDP) –Centres for Information, Counselling and Training – CISO established, equipped, staffed and operational.**

³ 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.

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 16 locations were completed and the 17th location in Siroki Brijeg will be operational in April 2013. IT and furniture/ equipment were 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 (ToT) during 2010, Additional two training per year were delivered in order to provide new skills and knowledge for CISO employees.

- **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 was prepared, presented to the PMC and is gradually being realised. To date, the 17 CISOs have provided different types of assistance to 19,984 beneficiaries (unemployed youth). 21,865 school pupils received professional/career orientation assistance. Furthermore, direct counselling assistance has been provided to 8,616 beneficiaries and 10,985 young people participated at different type of training in respect to employability skills and job-seeking training. The CISO Facebook pages have registered 31,339,315 hits.

- **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 more than 3,364 young unemployed persons obtained work experience after assistance provided by CISOs and 581 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 were prepared. Presentation of the policy document is expected for mid-2013.

- **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 on-going in the 16 CISOs. So far, 5,026 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 CISO beneficiaries started in

November 2011 and were completed in June 2012. Total of 1,661 unemployed young person received services to increase their employability.

- **Output 2.6⁴ (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 volunteer-outreach activities with schools and local NGOs have been on-going in 14 CISO locations and reached around 10,000 community members, 130 CSOs and 270 schools. 45 small-scale volunteer projects are being implemented in 70 secondary schools in 17 municipalities. A 3.5 day 'volunteering in BiH' workshop has been held with CISO staff. UNV–British Council Social Action Projects (SAPs) community mobilisation initiatives have been completed, mobilising more than 200 volunteers in the planning and implementation of SAP initiatives.

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.**

The Working Group for development of migration statistics methodology kept on functioning. Domestic laws and regulations were reviewed and an assessment of the comparability of local and international/ EUROSTAT standards was completed. A study tour to Austria was conducted. 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 has been completed. The Methodology for Migration Statistics is finalised. Based on the methodological changes the process including defining IT specifications for purchasing hardware and software for monitoring migration in BiH has been completed.

Process of purchasing the IT equipment had been initiated at the beginning of 2013. Training of statisticians and other relevant institutions' representatives will be done upon receiving the IT hardware and software. Piloting of the new system of exchange and dissemination of data for migration is planned by the end of 2013.

- **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 kept on 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 in addition. The strategy with an action plan for monitoring migration in BiH in compliance with Regulation 862/2007 has been finalised. In addition to this, the group has also developed instructions for data collection as per EUROSTAT tables. Communication of the outcomes of the Working Group and strategy has been disseminated among both WGs members. .

⁴ During the inception phase the originally planned Output 2.5 was integrated into Output 2.2.

- **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. 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. A study visit to Kyiv, Ukraine, to study the temporary and circular migration scheme (TCLM) was conducted. The above resulted in a first draft of procedures for temporary and circular migration which were agreed by the Working Group. As a result, several TCLMs have been initiated, are on-going or completed.

An exploratory visit to Italy took place to investigate the possibility of circular migration focusing on youth and the YERP lobbied the Ministry of Foreign Affairs regarding initiating bilateral TCLM discussions with Italy. Subsequently, 12 young health care workers and blacksmiths completed Italian language training but employers in Italy pulled out in January 2012 citing financial crisis. 14 nurses are in Germany and three young migrants returned from the USA as part of two other TCLM.

CISO staffs have also been trained to counsel young people on migration opportunities as well as to inform them about the risks of irregular migration and a handbook for CISO on migration have been published on-line and hard copy. An on-line survey of youth migration experiences and possibilities for return was developed and results published in a report on Diaspora potential to contribute to BiH development. Based on results of the online survey, a handbook on return & reintegration has been published on-line and in hard copy, and 31 recent young returnees have been provided with one-to-one and small group consultations on re-integration into the BiH labour market and entrepreneurship.

Also an agreement has been signed with a local NGO to bring Diaspora mentors to BiH and to help young Bosnian entrepreneurs with their business plans and start-up ideas. Furthermore, a 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.

- **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. The results of the survey were summarized in a report on Diaspora potential and publicized through an exhibit and television. Potential and actual migrants were provided with information on migration (leaflets on migration, trafficking, visa free regime). A handbook for CISOs on migration has been published on-line and hard copy (see above). 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 have also been trained to counsel young people on migration opportunities as well as to inform them about the risks of irregular migration.

Five focus groups of young people from different educational backgrounds have been 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. A social media campaign on migration, visa free regime, and trafficking and participants has been implemented. Information on migration (regular and irregular) has been published on Facebook; altogether 12,612 young people participated in the online campaign. Roma youth have produced radio programmes addressing migration and Roma identity that continue to be broadcast through several radio stations around the country.

2.3. Main findings of the mid-term evaluation

In line with MDG-F procedures a mid-term evaluation of the YERP was conducted during the period February to March 2012. The main conclusions were:

- 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 the possibility for an extension. 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.

3. PROGRAMME ANALYSIS

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 Programme Relevance and Design

This final evaluation confirms that the YERP is based on a sound analysis of problems, and addresses crucial areas of BiH development. According to World Bank⁵ 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.

With the appearance of the global economic crisis, which hit the Western Balkans region quite hard, those problems have given further reason for concern. According to the macro-economic indicators for 2011, the economy of BiH has stagnated and is still in deep recession. BiH, as a small and open economy, has been more vulnerable to external shocks from the global financial crisis in the last four years. Inflexibility and the lack of competitiveness in the domestic and foreign markets, and political instability, led the economy of BiH to a very unfavourable position. The trend of negative developments persisted in 2011 in the field of foreign direct investments, budget deficit, increase of the cost of living, rising inflation and a constant increase in the number of unemployed.

In 2011, the number of employees in BiH amounted to 693,359, and the number of the unemployed was 529,994 (in 2010 there were 517,004 unemployed people)⁶. Most of them are Bosnian youth. In the FBiH the number of the employed was 441,115, while 367,512 were unemployed. In the RS there were 239,998 employed and 150,971 unemployed people. The rate of employment in BiH 31.9% (29.8% in the FBiH, 36.1% in the RS, 22.9% in Brcko District), and the unemployment rate was 27.6% (29.2% in the FBiH, 24.5% in the RS and 39% in Brcko District). According to ILO methodology, the unemployment rate in BiH was 27.6%, compared to 2010 when it was 27.2%. In 2012 the official unemployment rate was over 44%, being the highest in Europe, the gross domestic product had no significant increase and there was also lack of investments. Surveys showed a further increase in the unemployment rate to 28% in 2012 from 27.6% a year earlier. Unemployment was particularly high among the young population (63.1%).

Regarding the level of GDP for 2012 no figures have been published yet but since the local economy is dependent on the region and on the EU economies, no significant improvement can be expected. In BiH 48% of the population lives below the poverty line, while 18% are in the critical category. The causes of the increasing number of the poor are economic crisis, high unemployment and price increases.

YERP's Education and Employment Components offer valuable direct interventions for tackling these crucial socio-economic disadvantages and thus are highly relevant. Besides the adverse effects of the economic crisis there remains a wide consensus that not enough attention has been paid by the government institutions to the enhancement of employability of the unemployed population through pro-active training and

⁵ 2011 Governing Council: Bosnia and Herzegovina: A country fact sheet on youth employment.

⁶ Friedrich Ebert Stiftung: 2011/ 2012 Annual Review on Labour Relations and Social Dialogue in South East Europe: Bosnia-Herzegovina.

education and the provision of essential employment services. This is particularly true for those that are entering the labour market for the first time.

In terms of their employment, many young BiH citizens find themselves in difficult or precarious situations and the financial and economic crisis has had a strong impact on their lives. Educational qualifications are still the best insurance against unemployment, which clearly increases with the lower the level of education attained. In this respect, the current system of public schools has not been sufficiently oriented towards the delivery of education services that directly correspond 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 to some extent 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 also suffer from severe gaps in statistical data collection – including the lack of an official Census⁷ – that would provide the basis for evidence-based policy making and programme planning.

In addition, YERP's Migration Component is tackling essential issues in respect to legal and illegal migration. In BiH there are no statistics on the migration of BiH citizens within the domestic labour market. However, due to the fragmentation of the internal labour legislation and social security systems, the movement of workers within the labour market in BiH remains very low. Labour migration, both legal and illegal remains a preferred choice for those who want to improve their life. 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. Also recent studies still show that many young people intend to leave the country as asylum seekers. Their level of information regarding the possibilities for legal migration remains low and they can thus be easily exploited and at worst become victims of human traffickers. Given this lack of knowledge and awareness, the Migration Component of the YERP is highly relevant.

Strong involvement of stakeholders and competent authorities has very good supported the development of an appropriate YERP design and intervention approach. The programme components were prepared by the UN agencies. All relevant BiH stakeholders, including public institutions and NGOs were consulted during the programming. Their views and suggestions were taken into account and incorporated where applicable. This participatory approach ensured a high degree of ownership from the design phase onwards.

Overall, the YERP programme design has been pragmatic, offering a clear solution for the detected needs and problems. Outcomes, outputs and activities are in line with the UN Results and Resources Framework. The programming documents are sound and coherent, based on realistic needs and risk assessment. The defined results (outcomes) directly refer to the targeted UNDAF outcomes (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*). The targets set were realistic and could be achieved within the given budget.

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 responded exactly to the prevailing political and administrative situation of

⁷ 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 a lengthy political discussion it has been agreed that the next census will be conducted in 2013.

BiH. For instance, the possible locations for CISO centres were explored and agreed during the programme preparation phase. This process appeared time-consuming 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 have been ensured. The programme risks were analysed during the design and inception phase and described in the programme 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 improved over time. In the main, the YERP does have adequate follow-up mechanisms to verify the quality of the products, punctuality of delivery, and progress of the JP towards achieving the envisaged results. The monitoring framework presented in the original programme document was of mixed quality, providing rather vague indicators for programme achievements. The indicators have been revised during the programme's inception phase and are, in the main, now relevant and often directly measurable since clear indicators, baselines and targets are given for many activities. Quantified outputs have been defined wherever possible by the programme management. There are, however, some outputs that clearly over-achieved their initial definition. Where possible, programme indicators have been followed up and the results are summarised in Annex 3.

The YERP is strongly aligned with the 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.

The commitment of UN and BiH as the partner country appears to be in good consistency with Paris Declaration and Accra Agenda for Action. The design and implementation performance of the YERP appears to be in consistent with the five principles of Paris Declaration on Aid Effectiveness as follows:

- *Relevance to the National Government:* Amongst other essential documents, the YERP is aligned to the BiH Medium-Term Development Strategy and the framework for EU integration. Increasing employment is identified as major pillar through improving the labour market, increasing the sensitivity of education to labour market and developing active labour policies.
- *Local ownership:* Many state, entity and local partners are committed and involved in the implementation process of the YERP. Amongst other activities, the YERP also provides the support necessary for capacity building for the primary beneficiary/institutional beneficiaries.
- *Harmonisation of YERP interventions:* Both MDG-F and the UN have been working together to establish a mutually agreed, harmonised and effective design for the YERP which allows participating UN agencies to work together, to avoid duplication of its interventions using same processes, and one monitoring framework of YERP.
- *Managing and improving decision making for results:* The focus on managing the YERP in support of the achievement of results/outcomes and use of monitoring and evaluation information to improve decision making can provide a strong supportive environment for M&E development and implementation of future activities.
- *Mutual accountability:* MDG-F, the UN and the main institutional beneficiaries are accountable for the YERP results. These results need to be clearly shared between participating UN agencies and beneficiaries.

The YERP programme design takes account of the specific interests of women, minorities and ethnic groups. Various activities, such as training sessions and the equal employment policy implemented by the UN agencies directly or indirectly tackled such issues. 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. Across all YERP components the three ethnical groups as well as minority representatives are fully integrated in the programme actions.

Human rights considerations have not been specifically referred to in the programme design but are an apparent characteristic feature in all components. Good governance is understood to be incorporated in the programme through the activities covering the public institutions at State, entity and municipal level.

Additionally, the JP design promotes innovation and experimenting with new solution-oriented methodologies to address the country's youth education and qualification challenges, such as non-formal education, particularly in respect to entrepreneurial learning, or pro-active counselling in order to activate young people to search for jobs.

The only major weakness in programme design has been the lack of a fully integrate approach, taking into account the key role of employers and business sector in tackling employment, education and qualification for the labour market. This could have been done for instance by developing and incorporating a private public partnership (PPP) strategy in the programme design, i.e., by establishing partnerships between government, non-government and the private sector.

Such an approach would have fully recognised the multifaceted dimensions of youth employability and the need to involve different sectors in society as governments cannot solve it alone. To some extent this weakness has been recognised and, during implementation, efforts have been made to include employers in individual YERP activities. However, the chance to bring all actors in respect to labour market issues together in a systematic way and to build up trust, understanding and partnership in dealing with youth employment issues has been largely missed.

3.2 Programme Efficiency (processes)

Overall, YERP outputs have been delivered efficiently. There were some initial delays, often caused by external factors such as election periods, and more time was needed than originally expected to cope with the large number of applications received from CSOs. Despite these time-consuming activities, programme activities were mostly implemented as planned and project staff was engaged in intensive promotional campaigns targeting all relevant opinion groups and their networks. Programme outputs were achieved and, in some cases, over-achieved compared to the log-frame provisions. The implementing pace should ensure the full completion of all desired outputs by the end of the extended implementation period.

The inputs delivered have been in line with the utilisation plans and with the planned costs. Inputs were provided on time and at budgeted cost. Financial and personnel resources have been managed in a transparent and accountable manner in line with given procedures and requirements. The use of project resources has been closely monitored by the Programme Coordinator, the individual UN Agencies and, overall, by the PMC. Minor delays have been addressed and did not adversely impact the thorough comprehensiveness of programme activities.

The YERP has been well managed in line with the JP management model. The JP management team has conducted its work strictly in line with MDG-F procedures for project implementation and has been using an adaptive management approach extensively to secure YERP outcomes, while maintaining adherence to the overall programme design. The log-frame has been applied to guide the implementation of the programme. It reflects well the structure of the programme, its activities and its management.

In utilising MDG-F funds YERP should ensure complete absorption until the programme's termination. With high percentages of disbursements, the review of the overall financial picture (presenting all mobilised funds) indicates that the JP has been making efficient use of funds. See details about the overall utilisation of funds by UN agency and other sources in the table below.

Table 1: YERP financial performance

Agency	Allocated USD	Committed USD	Spent USD
UNFPA	438,710.00	137,492.13	301,217.87
IOM	688,473.95	27,010.44	661,463.51
UNICEF	1,506,327.00	123,654.17	1,382,672.83
UNDP	3,794,518.00	150,932.00	3,643,586.00
MDGF	3,210,803.00	56,811.00	3,153,992.00
Municipalities	128,309.00	7,771.00	120,538.00
UNV	300,000.00	67,350.00	232,650.00
UN RC office	155,406.00	19,000.00	136,406.00
TOTAL	6,428,028.95	439,088.74	5,988,940.21

Status March 2013

When these figures are compared to achievements so far, it demonstrates a good value and also good potential to provide full value by the end of the programme. JP achievements are predicted to increase further until the end of June 2013.

The YERP Programme Coordinator and management team has implemented the programme with a strong results-based-management approach. Throughout all involved agencies, the YERP staff appeared to be highly motivated and dedicated to the programme. The reputation of YERP and its staff has been a key success factor in developing and maintaining excellent working relationships and effective coordination with government stakeholders. The quality of management and joint implementation has been also made obvious following the departure of the first YERP Programme Coordinator in September 2012. A member of the key team has taken over the temporary position of the Programme Coordinator until the termination of the programme in June 2013. There have been no deficiencies arising from the change in the Programme Coordinator. On the contrary, implementation remained stable and professional even at work peaks, as confirmed both by agencies and programme partners.

The approach for implementing project outputs ensured coherence and completeness of the YERP outputs. The approach taken for implementing the programme through proper articulation and synergies with other related technical assistances provided by the UN agencies and other donors ensured the coherence of the programme and of its outputs, and limited the opportunities for duplication or overlapping activities. In practice, there was little duplication or overlapping of individual components and activities. YERP coordinated its activities well with other local UN projects in the area, such as the Integrated Local Development Project, Municipal Training System and the coordinated national response to HIV/AIDS project.

The YERP ensured a sensible and appropriate implementation process which responded very well to the political and socio-cultural context in which the programme had to operate. The YERP ensured the active involvement of beneficiaries, thus contributing to more active participation of stakeholders in decision-making at the municipal level, as well as addressing the problems which are of acute importance for youth and society. Close working relations with Governments at all levels, CSOs and individuals ensured that the activities carried out reflect current political and socio-cultural realities and sensitivities.

Ownership of the target population and programme participants in implementation has been positive and even increased over the YERP lifetime. There has been in general a good degree of ownership demonstrated by state, entity, cantonal and municipal stakeholders, but commitments sometimes need still to be converted into actions. In particular, besides some Entity institutions, the local authorities, notably municipalities and the PES, take a strong interest in the programme activities. The most apparent effect of demonstrated ownership is the on-going process of recognition of CISOs by the PES.

As far as the YERP is concerned, all target population and participants i.e. key BiH stakeholders at State, Entity, Cantonal and municipal levels, have made the programme their own through their participation in all the programme activities. This is particularly true regarding the target population and participants' involvement in policy-related and capacity building activities. Overall, paradoxically, given the complex and fragmented governmental structure of the country, the political divisions and the power struggles between the State, the Entities, the Brcko District and sub-entity authorities, the strong ownership of stakeholders over the project policy produced a very productive effect which translated into efficient implementation modes, largely characterised by participation and partnership.

Potential benefits of the joint programmes, such as sharing work methodologies among agencies have materialised in daily work. Initially, the leadership of the UN Resident Coordinator in particular, stimulated on-going exchanges among agencies to pro-actively share lessons learned and experiences. There is an excellent degree of collaboration among the agencies involved. The UN project staff delegated from the

individual agencies view their work as a joint effort and, in knowledge dissemination from a particular UN agency field of competence, benefits other programme areas. Within the YERP, the UN agencies involved quickly managed to clarify mandates and to determine roles based on their respective comparative advantage. Within the UN system in BiH the YERP is seen as an excellent opportunity to work together more closely and to explore specific knowledge gained within the operating agencies, as desired by a true joint programme.

YERP implementation 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 PMC, as the programme's main coordination platform, acts in a stable manner and closely guides the implementation process. The PMC has been performing, in the main, adequately as the main coordination body and link to BiH governments and institutions. The PMC Chairwoman and JP Programme Manager have ensured good coordination between participating agencies. Cooperation between the agencies and the most important national partners has worked well.

However, the PMC mechanism is experiencing certain limitations. This relates *inter alia* to the particularly complex political situation in the country, a power imbalance in the appointment of members of the PMC by the various governments and the lack of a clear mandate as reflected in the PMC's ToR. Over time, the understanding of the purpose and functions of the PMC has increased among stakeholders but, in the main, the PMC is still struggling from a vague definition of competencies. Whilst the PMC has confirmed its value as a proper platform for discussing YERP relevant implementation issues, its guidance and decision-making aspects have been remaining limited. Also the composition of PMC members and visitors has been significantly increased over time, making it an unwieldy body. As a consequence, the PMC is not functioning as the decision-making mechanism it should be, and the decision-making process has become mostly an internal process.

YERP delivered good value for money. The approach of using CISOs as an instrument to deliver certain local youth employability and counselling goals is cost-effective and ensures a high degree of ownership and participation at local levels. In particular UNDP possesses a strong implementation structure at local levels and is uniformly accepted as an experienced project deliverer at local levels. Strong regional and local presence, the quality and speediness of hands-on advice provided to local beneficiaries have been appreciated by all municipalities/ CSO projects visited by the evaluator. This is particularly confirmed for the work carried out by the UNV. Besides, being cost-effective, the spirit of volunteering has been brought to the fields, demonstrating the value of engaging people in tackling development challenges, and how voluntary work can transform the pace and nature of development.

The various studies and tools developed by YERP have been of high quality. Such outputs are usually built on best practice models, solid theoretical background and sound statistics, applied economic research methodologies and the use of relevant qualitative and quantitative research techniques, and thorough analysis to develop replicable tools and research models which have a good potential to improve relevant decision-making and programming activities.

The MDG-F Secretariat has provided YERP with substantial and quality support. It has included management support and guidelines in the form of templates for the monitoring framework. Monitoring reports submitted have been acknowledged with minimal feedback. There have been also opportunities for learning and sharing lessons and experiences between the fourteen programmes in the Thematic Window of Youth Employment and

Migration (YEM) of different countries in four regions of the world. The Knowledge Management System on YEM provides knowledge, products and tools that apply innovative approaches in support of the promotion of decent work for youth in the countries of intervention. It has been a mutually beneficial and cost-effective initiative to learn, share and build on lessons and experiences from other YEM programmes.

The mid-term evaluation provided external views on YERP implementation. The mid-term evaluation (MTE) was particularly helpful for decision-making in respect of supporting the need for extending the programme. Moreover, the MTE put much emphasis on enhancing programme sustainability. This has been taken on board by the programme management and all components are currently identifying ways to make their outputs durable. The MTE included a number of recommendations aimed at improving the effectiveness and sustainability of certain parts of the YERP. According to the programmes' Improvement Plan, most of the recommendations were accepted and implemented.

3.3 Programme Effectiveness (results)

Overall, the YERP clearly contributes to the achievement of the Millennium Development Goals of BiH within the given thematic window. The YERP is directly aligned with the UNDAF and 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 have been provided with a large number of innovative tools and models to actively fight youth unemployment (MDG 1) and improve education (MDG 2) by developing evidence-based policies and measures.

Counselling of youth and career planning has helped 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 becoming 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.

The effectiveness of the delivery of the individual outcomes and outputs can be assessed as follows:

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

Overall, the work under Outcome 1 has resulted in improved knowledge about 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 to improve teaching practices and manuals. The related capacity building is close to completion.

- **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.**

Output 1.1 is expected to be largely achieved. Further progress in addressing the desired output has been made since the time of the MTE. A set of 10 key competencies for life-long learning including: entrepreneurial competencies, learning to learn, socio-civic competencies, computer literacy, etc. has been presented to the Education Working Group. The mapping activity identifies improvements, especially in regard to cross-curricular development of competencies. A ToT approach is being finalised as the most appropriate implementation model and the selection of trainees will start soon. The desired improvement of curriculum in up to 100 individual schools by providing training to 612 teachers remains challenging but achievable.

Previously raised concerns about some lack of clarity at the level of entity stakeholders about the actual ownership and formal adoption of the life skills and key competencies work have been resolved. The Education Working Group has made further progress in setting up a consensus for the method of adoption and, besides the necessary means for completing the few remaining outputs, the Education Working Group, under guidance of UNICEF, puts emphasis on ensuring sustainability of the outputs being produced.

Figure 1: Manual for teachers – entrepreneurship in primary schools

The informal education part has already achieved all its planned outputs. The small-scale projects implemented with high schools have delivered encouraging and immediate results on the ground in terms of activating young people, and developing an entrepreneurial spirit amongst the participating youth. 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.**

Output 1.2 has been achieved. The development of early school leavers' data bases in the YERP assisted municipalities has been completed. The data being produced are closely monitored at municipal level. First municipality reports on out-of-school children have been prepared and contribute to more effective action and policy-making as concerns school drop-outs.

- **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 achieved but enforcement on the ground will be challenging. The revised Roma Action Plan has been prepared but its formal adoption is pending. As raised previously, 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 in the near future. More effective is the provision of informal education/ training to young returnees in rural areas in the field of life skills and key competencies (especially entrepreneurial competencies) which has achieved its desired outputs. The "Voices of Youth" report has been completed and promoted and serves as one of the few reference documents for youth research in BiH. It can be considered as a baseline for the development of more adequate youth policies as well as enabling young people to participate more actively in society. A report titled "Level of representation of measures and principles of inclusive education in academic practice and policies of secondary education in BiH" was finalised during January 2013. It represents an overview of the current situation with respect to the practice of inclusive education in secondary education systems in the territory of BiH. Guidelines for inclusive policies are being prepared based on the report.

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 created and equipped 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 or have already been completed.

Direct counselling and training services for final beneficiaries are underway and the large number of beneficiaries across all activities confirm the usefulness and acceptance of YERP services. 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.**

Output 2.1 has been achieved. Supported by PES in both BiH entities and Brcko District, 16 municipalities⁸ have equipped, resourced and staffed CISOs; their operation is very much appreciated both by PES as well as CISO clients. Also the 17th planned location for CISO, Siroki Brijeg, will be open in April 2013 and thus all planned CISOs will be operational by the end of the programme. Reasons for the late establishment of the CISO in Siroki Brijeg were outside the control of the YERP and due to lengthy political discussions within this municipality/canton.

The other 16 CISO centres have already successfully demonstrated an innovative approach in direct work with beneficiaries - populations from 15 to 30 years of age, representing one of the most vulnerable categories on the BiH labour market.

Memoranda of Understanding (MoU) with all PES were signed in order to ensure sustainability of the new CISOs. 16 CISO centres are operating and providing adequate services to young people. Regular meetings of all PES directors, CISO coordinators and responsible ministries take place in order to present up-to-date results achieved and plans for sustainability. At present 8 out of 17 CISOs benefit from new systematization/ official recognition.

- **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 has been achieved. Overall, the CISO introduced new services and practices in the daily work of public employment offices and presents genuine reform in this sector. Individual work and direct support of beneficiaries is in line with highest European standards and practices. The volume of services provided to young people through CISO is also remarkable and exceed the original expectations:

- More than 20,000 unemployed young persons have been provided with updated labour market information, out of which more than 8,200 gained one-on-one job counselling assistance.
- Active job-search skills training has been provided for more than 10,000 beneficiaries.
- More than 3,700 young people have obtained work experience throughout different work experience schemes, including volunteering.

⁸ FBiH: 9 CISOs; RS: 6 CISOs; Brcko District: 1 CISO.

Programme analysis

- Certified training in the field of English language knowledge was delivered to 763 beneficiaries and 898 beneficiaries in IT courses.
- Professional information/career counselling has been provided to more than 21,000 pupils.

The results achieved according to the indicators set for CISO performance are summarised below.

Table 2: CISO Indicators by February 2013

CISO Indicators (services provided)					
	Total planned	Current total (M+F)	Planned vs. achieved percentage	Current (M)	Current (F)
Number of all registered CISO beneficiaries	15445	19984	129.4	8513	11471
Number of beneficiaries / services - info seminar	9919	10985	110.7	4458	6527
Number of beneficiaries / services of writing a CV and cover letter	7734	9210	119.1	3527	5683
Number of beneficiaries / services of interviews with the employer	7474	7755	103.8	2920	4835
Number of beneficiaries / individual counselling	8560	8616	100.7	3411	5205
Number of individual employment plans prepared	5472	5026	91.9	1833	3193
Number of beneficiaries of language courses	790	763	96.6	234	529
Number of beneficiaries of computer courses	923	898	97.3	325	573
Number of beneficiaries employed (CISO beneficiaries employed after receiving services)	1817	2783	153.2	1209	1574
Number of beneficiaries who are volunteers	769	581	75.6	191	390
Number of beneficiaries completing their internship through YERP employment scheme	427	424	99.3	254	170
Number of returnees (from 2010 to present) who have received assistance in CISO	279	186	66.7	104	82
Number of persons who have received information about regular / irregular migration in CISO	3302	5038	152.6	2288	2750

- **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 has already been largely achieved. The work experience schemes have been successfully completed in both entities. The YERP together with Entity governments have co-financed salaries for 424 interns, and actively promoted volunteerism as form of professional improvement. In particular, the UN Volunteers operating in the CISO centres demonstrate excellent motivation and competencies, and their work is considered excellent, both by PES and benefiting youth.

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 close to completion. The Youth Work Experience Task Forces (civil society, private sector and government) proceed as planned and their work will result in youth employability solutions that are tailored to the particular social, economic and political realities present in the country, taking account also of particularities at entity level. The desired policy documents (situation analysis and recommendations) are expected to be completed by May 2013 and should be submitted and presented to Entity governments in June 2013. Currently there are no indications that these deadlines will not be kept.

- **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 has been achieved. Permanent search skills training are on-going 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 remain encouraging (see also Table 1). By February 2013, in total, 2,783 CISO beneficiaries were employed after receiving CISO services, out of which unemployed women represented 57%. Recognizing IT and foreign language as key competencies required by employers, 1,661 active CISO beneficiaries have been provided with quality certified European Computer Driving Licence (ECDL) and English language courses.

- **Output 2.6⁹ (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.**

Output 2.6 has been achieved. The national UNV YERP Counsellor-Advisors continue working alongside with at least one government-funded PES staff member providing a range of employment related information, counselling and training services. 2,800 CISO clients (youth) have expressed an interest in volunteering and at least 580 have become volunteers as a result of counselling/advice received at the CISO centres. UNV outreach activities with community members greatly contributed to promoting the CISO Centres and their services. Furthermore, the pro-active engagement of UNV has effectively the individual

⁹ During the inception phase the originally planned Output 2.5 was integrated into Output 2.2.

and societal value of volunteering and/or being active citizens are underway, targeting youth, schools, local officials and other community members. Volunteering content has been also included in the Diaspora guide produced by IOM.

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

Concerning Outcome 3, the planned mapping of 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 has been achieved. It is expected that the related database for migration statistics will be effectively in use by the end of the 2013. Institutional capacities and systems to reduce irregular migration and introduce circular migration schemes have been effectively developed or strengthened. Moreover, there have been voluminous information and awareness activities delivered in order to inform young people about the opportunities for legal migration but also the risks of illegal migration which all directly contribute to the effective achievement of Output 3.

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

Output 3.1 can be effectively realised. Work on an established and appropriate information system for exchange and dissemination of data for migration including a workable system for regular updating has been on-going. Due to some difficulties in identification of the IT specification and procurement procedures, there is some concern that the equipment will be delivered only after the extension period. Where possible, mitigating actions are underway and the benefiting BiH Statistical Agency remains strongly committed to this activity. The finally completed output 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 will 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 and finalised. Submission to the Council of Ministers for approval is the next step by the Institutions. Due to clear ownership demonstrated by State and entity levels, there is no major concern that formal adoption could experience difficulties.

- **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 has been 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 implemented in partnership with both local NGOs, local level employment services, and international development cooperation agencies (CIM/GIZ) 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 and GIZ has now moved forward with relevant BiH and German agencies to expand this

TCLM (IOM does not have resources to continue to participate either in pre-departure orientation or in helping cover costs of some of the more vulnerable beneficiaries). The immediate desired capacity building effects have been achieved.

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. Capacity building on Diaspora has been completed at the MHRR (Sector for Diaspora) and staff are now equipped with concrete examples of diaspora engagement interventions (mapping of Diaspora and Diaspora support to young entrepreneurs) and additional tools (the return guide) to provide Diaspora information and support in their process of considering return be it temporary or permanent.

The pilot activity, aimed at the temporary return of BiH Diaspora to work with and mentor young people in BiH who are starting new businesses, provides an innovative approach for BiH and might be disseminated as good practice.

Broader effects in terms of increased domestic employment through the generation of TCLMs are not obvious at this point in time. Tangible results depend largely on the successful completion of bilateral agreements which are difficult to develop due to the adverse economic situation in most of the targeted countries. In general, the process for agreeing on TLCMs is time-consuming and is unlikely to be completed during the life of the programme, since many decisive factors remain outside of the control of the programme.

- **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 has been achieved. Given the enormous lack of knowledge as concerns regular and irregular migration, the various training and information activities within the Migration Component have been 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 has been effectively delivered by YERP.

For instance, Roma youth have produced radio programmes addressing migration, providing an innovative and target group-oriented approach for dissemination.

Table 3: About the Roma Youth Workshop

IOM held a three day workshop for Roma youth during which they learned about Roma language, culture, identity, and migration through the creation of radio programmes that addressed these topics. The purpose of the workshop was to provide young people information about regular and irregular migration within a context that was relevant, interesting, and important to them, while also encouraging them to use their own voices and creativity to speak to their peers around the country through the radio about Roma identity, migration, and language. At the premises of the Sarajevo University's campus radio station, 20 young people - chosen on the basis of their academic success and active participation in their communities - learned about the history and language of their people and the impact of migration on their identities; learned basic interviewing and recording techniques; practiced interviewing each other about their cultural traditions and holidays; and wrote poems into Romani about their experiences of migration and discrimination. Based on the material they recorded, three radio shows were produced and aired around BiH.

Also the ToT activity enabling CISO staff to deliver the migration information has achieved the desired effects. The results up to now can be summarised as follows:

- 1,615 young persons in different schools in BiH received migration training, through youth workshops, and with Roma associations;
- 126 young returnees received one-on-one information and business advice on the situation in the BiH labour market;
- 14,349 CISO clients received information related to migration – of that number 5,115 have expressed an interest in leaving the country (30% to find work abroad; 10% seeking asylum); the top countries of destination are: 1. Germany, 2. Austria, 3. the US, and 4. Australia.

The communication and advocacy (C&A) campaign for the YERP has greatly supported effective achievement of outcomes. The C&A strategy also originally designed as a standardised document roughly similar for all JPs in BiH has been implemented well. The campaign has helped to promote government activities regarding the YERP and its impact on eradicating poverty, gender equality and joint partnership. Disseminating information publicly concerning YERP activities and have been important as they make the public aware of government actions and solicit the involvement of non-government partnerships. Appropriate communication tools and convincing messages have been confirmed in particular by the high rates of outreach in respect to the preferred target group, young people.

Figure 2: CISO Zenica – Facebook appearance



3.4 Programme Impact

Immediate programme impact is mostly visible at local levels due to the large number of beneficiaries that received services from the CISO. In many cases, for the first time in their lives, young people had the impression that their problems were taken seriously. A major short-term impact on the benefiting youth has been activation. Resignation - an increasing concern not only in BiH - has been tackled to some extent by the pro-active engagement of YERP. Thus, the ability of a whole generation to access the labour market, to progress in life in decent conditions and to contribute to social security systems has been positively impacted.

A clear political and administrative impact at State and Entity level concerns the improved information basis and strengthened capacities for dealing with youth in general, youth employment in particular. The same is apparent for the results achieved in respect to labour migration. The legal basis and national coordination mechanism for monitoring migration flows, including youth migration has been significantly strengthened. All this is useful for the future design and fine-tuning of related policy-making and potentially improves the country's public policy frameworks. The continuing operation of the CISO centres following YERP termination is currently highly likely. This would keep the momentum and positive spirit created by the CISO centres, thus producing continuous broader effects over time.

In the main, however the intended political and administrative impacts have so far not been fully achieved but preconditions for their successful achievement are being put in place. In a number of cases policy documents have been prepared by YERP which, upon implementation, will also significantly impact on improving the socio-economic situation of young people in BiH. Positive socio-economic impact will occur in the mid-term in areas such as increased welfare, education, employment, economy, provided the expected political and legislative impacts materialise. There is not much socio-economic impact yet from the TCLM pilots but, in the longer run, the benefit from this activity in terms of increased job mobility will be obvious. Many outputs such as training, methodologies, and guidelines have not yet translated into daily practice.

As an apparent indirect impact of the YERP, mutual trust has been built among the various programme stakeholders at State, entity, cantonal and municipal levels. Examples are the Education Working Group where much has been achieved in developing and fostering partnership principles across entities. In the case of the migration statistics, work on YERP outputs has helped to establish cooperation and communication between all BiH stakeholders dealing with statistical matters, such as the cooperation between BiH Statistical Agency and BiH Ministry of Security and the agreement for a harmonised approach to provide migration-related statistical data to EUROSTAT. This again reflects the sensitive approach YERP followed throughout its implementation.

Women's participation in YERP has been significant and positive. In most service categories provided by the CISO centres the share of female beneficiaries is above 50%. As an observation, women have also dominant representation in the team managing the YERP. The completed YERP contributes directly to UNDAF Outcome 1 - *Strengthened accountability and responsiveness of government authorities to pro-active citizens*, thus impacting positive in terms of good governance and human rights considerations.

Likewise, the durability of these positive effects will partly depend on a quick economic recovery and the opportunity of the economy to provide jobs. In most cases, young BiH citizens – despite the uneven quality of education and qualification - are not unable to find employment because they are lacking in employability. BiH youths are not

Programme analysis

in danger of social exclusion and poverty because they did not work hard enough in school or failed to acquire the necessary skills to get a job. They are unemployed because there is a tremendous lack of employment opportunities – not only in BiH but all over Europe. In this respect the effective impact in terms of employment needs to be seen in a realistic scenario. The purpose of YERP was not to create jobs but to stimulate and develop crucial factors of the supply side of the labour market, in particular in respect to young people.

3.5 Programme Sustainability

Overall, the political commitment has to ensure that YERP assistance is sustained. Sustainability of the outcome of YERP-assisted interventions depends very much on the level of public funding of the institutions that have been developed and strengthened with YERP assistance. Sufficient money is required not only for operational, manpower and maintenance costs but also for capital replacement and continuous upgrading of facilities, notably those for IT systems. Where an assessment has been possible, sustainability of IPA Transition Assistance and Institution Building assistance under evaluation is increasing but not fully secured. Generally, and in most interventions, sustainability is assured by the BiH governments' commitment to the application and maintaining the achieved standards.

However, resources available to sustain programme results are seldom explicitly identified. Thus the willingness of the programme partners to devote such resources to sustain YERP assistance is strongly linked to its relevance to their own priorities. Where this happens, sustainability of the assistance is likely to be good. In some areas, international commitment to maintain efficient practices should also guarantee that BiH does not regress and that up-to-date and efficient methods are sustained. To a large extent, the YERP has been facilitating the first steps towards modernisation, but it is often the beginning of almost constant institutional adjustment. In the main, prospects for YERP sustainability have further built up. Following the MTE YERP has adopted a Sustainability Strategy which is gradually being implemented.

Regarding Component 1, UNICEF and government have already signed an agreement for a further two-year work plan covering the period 2013-2014. This plan envisages a further expansion and institutionalisation of non-formal education programmes on entrepreneurial learning through the establishment of extracurricular school sections and through cooperation with student councils; working with partners to institutionalise training programmes and interventions on key competencies and life skills in formal education; Establishment of a framework for continued capacity development of teachers; development of monitoring and database systems of early school leavers established in 12 municipalities; and the preparation of guidelines for inclusive enrolment and participation of children with disabilities in secondary education. All these planned activities are directly benefiting the durability of educational outcomes achieved by the YERP.

Sustainability of Component 2 remains promising. In line with the Sustainability Strategy negotiations with the PES to enable official recognition of CISO which are being finalized or have been already completed. So far, out of 17 CISO 8 have been formally recognised and integrated into PES structures– all 6 CISO in RS and 2 in FBiH (Zenica-Doboj and Bosna-Podrinje Canton). Official recognition of four more cantonal PES (Una-Sana, Sarajevo, Western Herzegovina and Tuzla Canton) is expected to be finalised by the end of June 2013. The remaining locations will be funded by the Employment Institute of FBiH between May to December 2013. The respective fund transfer is expected to take place in April 2013.

This should create necessary sustainability conditions for the remaining CISOs in the FBiH, allowing a time period to ensure conditions for the systematization CISO jobs, tasks and duties, needed to complete the final transition of CISO employees to permanent employment. In the RS the systematisation and recognition process has been completed and CISO centres continue to operate in line with the requirements of the RS Employment Strategy. There have been also a few legislative improvements in respect to volunteering. The FBiH adopted by the end of 2012 a new Law On Volunteering. The youth policy documents (Situation Analysis) being completed in both entities by the respective Task

Forces, involving wide range of relevant representatives of public institutions, will be presented to entity parliaments for adoption by the end of May 2013.

Within the Component 3 sustainability of the work migration statistics will benefit from increased and close cooperation between entity statistics and the Agency for Statistics of BiH. The Agency of Statistics of BiH will develop additional sets of migration questions which will be included in Labour force survey on a regular basis and an additional system for quality check of migration statistical data from administrative sources in order to ensure the best quality of statistical data. Furthermore, the Agency will provide and organize additional training for staff included in collecting, data entry and data dissemination in administrative sources of migration data. Coordinated by the Agency for Statistics of BiH, MoUs with all Administrative Data Sources for Migration will be signed.

Likewise, for migration capacity building, the pilot scheme for nurses in Germany will continue as part of a German-BiH interagency agreement supported by GIZ The Migration and Asylum Strategy, technically supported by IOM through a separate project, incorporates migration and development including temporary and circular labour migration and BiH diaspora engagement. The Diaspora sector of the MHRR took over YERP information for diaspora returnees. All online migration material (migrantservicecentres.org) accessible by the CISOs will be updated by the IOM through 2013. Following the formal recognition of CISOs by PES, there are also good projections, at least in the short-term, that CISO staff newly capacitated to support youth in providing information and counselling in the areas of regular migration, trafficking, human smuggling, European labour markets, Bosnia's visa-free regime, will continue with providing services and counselling activities.

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

Conclusion 1: the YERP has kept its high degree of relevance; relevance has increased over time.

Overall, the YERP remains highly relevant and aligned with main national priorities and the design of the programme brings an added value to the country. The internal logic of the design is in general terms good and results-oriented. There are indications that initially the issue of youth employment and migration received relatively little attention by the various stakeholders, both in the country and UN. It is the merit of the thematic window defined by the MDG-F that an intervention has been developed and implemented that for the first time has taken a real interest in the problems of young people in BiH. Over the years, youth unemployment has been becoming a pressing issue across the whole of Europe due to the adverse effects of the global economic crisis.

Cooperation between employment services, the education sector, and employers could have been better addressed in the programme design in order to facilitate stronger links for strengthening effective partnership principles. Such a fully inclusive process has been rather neglected and remains a major design shortcoming. Like other similar programmes, the full benefits from a real joint programming approach have also not been fully explored at the design stage.

Conclusion 2: Implementation has been based on a real joint programme approach.

Overall, the programme's pace of implementation and delivery is on track and delays have been corrected. The implementation of the JP has faced some difficulties but all activities should be completed by the end of the extended programme duration. Working together on the MDG-F has been a novel experience for the UN agencies and has proven to be a challenging task. Staff from UN agencies are usually programmed to work within their own agency's mandate and the shift to a one UN joint programming has not been an easy transition. This has often been further accentuated by the lack of leadership in joint programmes.

Despite having been planned based on separate and individual components, YERP implementation has been characterised by a real joint programme approach. In this particular programme there has been good communication, sharing of information and exchange of experiences among the JP stakeholders. On the other hand, the PMC has experienced certain limitations and has not functioned as the decision-making mechanism it should be, and the strategic involvement of partners in the implementation has been limited.

Conclusion 3: Cost-effective delivery of local youth employability and activation measures.

Overall, the YERP should achieve all its planned outputs and outcomes in its three Components by the end of the programme. Capacities of key institutions in BiH to deal with

formal and non-formal education approaches, counselling and services allowing young people a better access to the labour market have been effectively strengthened. Awareness about migration has been significantly increased both in public authorities as well as in the broader public, notably among youth, and models have also been provided to consider the positive aspects of legal migration.

Particular success is attributed to Component 2. The model stipulated by the setting up CISO centres appears as a cost-effective instrument to delivery tailor-made information and counselling services to young people. The particular involvement of the UNV brought added-value in terms of cost-effective implementation in field. The UNV spirit and commitment has been well disseminated and promoted by means of the YERP implementation.

Conclusion 4: Immediate impacts are mostly visible at local levels (increased education, activation, work experience). Intermediate and longer-term impacts are dependent on the rapid adoption and implementation of legislative-administrative outputs.

The completed YERP has good potential for producing the expected impacts at local level but also to achieve some positive national-wide outreach. The new knowledge gained from the YERP enables the various programme partners to continue with similar activities. The improved systems, structures and resources will be mostly applied in future work. This knowledge is valuable as it is up-to-date and valid in EU member states. The YERP has helped to define the direction of development of the work of the various programme partners and equipped them with skills to make it happen. Socio-economic impacts are visible at local level - for example, in various education and job counselling and qualification schemes, but still capacity needs to build up in order to significantly stimulate economic growth.

The fact that up to now more than 40,000 young people have received some kind of service or counselling from CISO centres reflects the situation that YERP has not been restricted to pilot measures but really has made a direct effect on young people in BiH. Those people are now better prepared to cope with the challenges of the labour market.

Despite the achieved success, the long lasting achievement of YERP results remains challenging in view of the overall environment prevailing in BiH. A shared vision by the political representatives on the overall direction and future of the country and of its institutional setup is still missing and this adversely affects substantial progress with reforms towards European integration and sustainable development. The functioning of market mechanisms remains hampered by distortions, the excessive role of administrative requirements together with a lack of competition does not allow an efficient allocation of resources and, therefore, does not sufficiently stimulate growth in investment and employment. Overall, the vulnerable political and economic situation leaves little space for improvements in the near future and, thus, limits the potential for the YERP to achieve fully its planned impacts.

Conclusion 5: (Labour) migration agenda (C3) has been positively promoted by C1/ C2 activities.

The migration thematic traditionally is perceived as an area that particularly provides assistance for repressing the problems and therefore usually receives limited attention by beneficiary countries. Due to the composition of the MDG-F thematic window, migration

has been combined with unemployment. This, in the first place, allowed the YERP to develop a more holistic approach towards social-economic problems of BiH, and in the second place ensured that migration would get more and broader attention. The focus on information, dissemination and particular emphasis on opportunities for legal migration have been beneficial in recognising not only problems but also opportunities, particularly amongst policy-makers and administrators.

Conclusion 6: General awareness on the need to ensure YERP sustainability; all components are actively working on fostering sustainability.

Overall, the political climate of the country and the high polarization of the society represent a major threat to the long-term sustainability of the any programme in BiH. There remains hard work in all components in order to ensure that the achievements gained will be durable after the programme has ended, but the current status of adoption of programme results is very promising. It is possible that many realised outputs will achieve a higher degree of sustainability by the end of YERP, compared to similar programmes in the country. This is particularly valid for the integration of CISO centres into PES structures. YERP's Sustainability Strategy could provide a reference framework for guaranteeing the durability of the results being achieved.

4.4 Lessons learned

The following lessons learnt should be regarded as factors favourably affecting the spirit of YERP delivery and approach:

Lesson 1: Youth unemployment - an intervention area that found real and unambiguous interest.

The YERP programme has been there to offer hands-on assistance at a point in time when unemployment in general, and that of young people specifically, became a burning issue in Europe as well as in BiH. This might not have been foreseeable at the time when the initial programme was drafted, but adverse economic global factors have ensured that youth employment has received in BiH and elsewhere.

Lesson 2: Complementarity in the work of agencies; a true joint programme implementation process.

The YERP appears as one of the few real MDG-F joint programmes that is perceived as being a one UN joined programme. This characteristic affected the image of the YERP positively and the UN team with its partners at the various governmental levels.

Lesson 3: YERP benefited from a strong and convincing programme communication.

The communication and advocacy strategy has been characterised by the absence of political rhetoric and empty promises. Besides the use of modern technologies (such as *Facebook*) which directly responded to the communication channels of the main target group, CISO centres and involved youth themselves have been the strongest communicators and disseminators. The YERP also found strong support by partner

institutions, such as PES or Entity units, and these have also strenuously promoted the programme in public events.

Lesson 4: Programme was given sufficient time to build up trust and understanding.

Project implementation, like overall development processes, rarely follows linear trends but is characterised by uncertainty and temporary instability. Building up trust and understanding takes time and eventually YERP got this time and partnership was effectively established, in particular amongst the various government partners. Whilst result-orientation has to remain the clear focus of development interventions it needs to be recognised that an essential element of beneficiary learning, in particular in respect to complex capacity building projects, stems from the actual preparation and implementation processes. In this respect, the excellent development of partnership between agencies and stakeholders and among stakeholders (e.g. through the various Working Groups) has been an encouraging side benefit of the YERP.

Lesson 5: Excellent YERP team spirit that inspired partners and stakeholders.

A crucial success factor has been the excellent commitment and cooperation of UN agencies, notwithstanding the limitations of mandates and procedures. The quality and performance of the implementation team has been highly appreciated by programme partners. Excellent working relationships made the overcoming of difficulties less challenging and helped to focus on achieving results.

5 RECOMMENDATIONS

This Report recommends two sets of actions. One set of recommendations concerns the need to strengthen effectiveness and sustainability of the YERP during its lifetime and beyond, whilst the second set of recommendations focus on the design and planning and implementation of similar (joint) programmes in the future.

5.1 Effectiveness and sustainability of YERP

Recommendation 1: Improve the sustainability strategy to serve as reference framework document and have it adopted by the PMC

Responsible: YERP Programme Coordinator, PMC

Timeline: End of YERP implementation

The Sustainability Strategy developed by the YERP has been a valuable instrument when considering sustainability aspects of all YERP outputs. It also serves as a guidance paper for actively working on sustainability together with programme partner. It is recommended to formally adopt this Strategy and to present the document, together with the status of sustainability achieved, at the final event for the YERP. Besides contributing to the justification of results, the Sustainability Strategy might also serve for informing donors and seeking support for possible future activities resulting from YERP.

Recommendation 2: Consider the use of YERP outputs when programming future actions

Responsible: UN Agencies, BiH programme partners at State, Entity and Local levels

Timeline: Programming of future assistance

Sustainability of YERP outputs, particularly of analytical and strategic documents and capacity building measures depend much on the effective use of the gained outputs. All stakeholders are recommended to actively explore possibilities for integrating YERP outputs into practical work and further decision-making. For instance, the Voice-of-the-Youth findings should be incorporated into the policy documents (situation analysis) being produced by the Task Force.

Recommendation 3: Pro-actively seek opportunities for involving CISOs when programming/ implementing future action

Responsible: UN Agencies, BiH programme partners at State, Entity and Local levels

Timeline: Programming of future assistance

Sustainability of the CISO centres depends greatly on the extent to which they are being effectively utilised. Opportunities should be systematically explored to make use of the information, dissemination and counselling capacities prevailing in CISO Centres and to use these for delivering local development goals in all aspects.

5.2 Future (joint) programmes

Recommendation 4: Future programming should take account of a fully integrated approach with emphasis given on European Social Fund-type active labour market measures, implemented preferably at local levels

Responsible: UN Agencies (UNDP)

Timeline: Programming of future assistance

Future assistance needs to emphasise the development of active labour market measures that fit the local context and needs. One approach could include making significantly greater use of funds allowing a larger number of young people to receive grants to study, train or volunteer; to receive apprenticeships and traineeships; or to develop mobility schemes. There is also a need to further develop job portals which matches job-seekers with vacancies both in-country and across borders. Future assistance needs to ensure that stronger partnerships between political authorities, PES, business and trade unions at State, Entity and local levels are built.

Recommendation 5: Active involvement of employers is essential as well as inclusion of marginalised groups

Responsible: UN Agencies (UNDP)

Timeline: Programming of future assistance

Future assistance needs to systematically pursue partnerships with the private sector to encourage their involvement, as they can make important contributions such as assisting in identifying effective training programmes for the youth that would correspond to the local job market demands and/ or offering internship programmes.

Moreover, future activities need to include more substantial activities that respond to the most marginalised groups, such as minorities or poor unemployed women, and emphasis should be given by providing them with employment activities appropriate to their cultural setting and social challenges.

Recommendation 6: The Financing Plan of future projects needs to explore at the design stage the possibility of matching of funds, including the increasing use of Public Private Partnerships

Responsible: UN Agencies (UNDP)

Timeline: Programming of future assistance

Taking into consideration the tendency towards shrinking donor budgets, potential future projects have to explore at the design stage the opportunity for matching funds from various sources. Such multi-faceted funding includes UN and other donors' funds but to an increasing extent also innovative ways to team up with government budgets.

Recommendation 7: Increase the responsibility of programme partners for implementation

Responsible: RC, UN Agencies

Timeline: Programming of future assistance

Future actions should be designed in a way that the active involvement and responsibility of programme partners is significantly increased in order to further strengthen ownership and learning. Besides, the provision of co-financing means this could include the use of certain partner structures for implementing activities or possibly to delegate certain implementation responsibilities to programme partners.

Recommendation 8: Programming documents should clearly analyse and justify complementarity, synergy and, additionality, of agencies' involvement

Responsible: RC, UN Agencies

Timeline: Programming of future assistance

There is a need to systematically explore complementarity, synergy and additionality at the initial design stage of joint programmes. Also administrative and overhead costs related to agencies involved in joint programmes should be thoroughly assessed and possibilities for cost-optimisation systematically explored.

Recommendation 9: Plan for detailed sustainability pre-conditions in place at the design stage

Responsible: RC, UN Agencies

Timeline: Programming of future assistance

Sustainability has to be considered already at the design stage, and sustainability pre-conditions and ways how to ensure them should to be discussed as part of the consultation process and set out in programming documents.

Recommendation 10: Consider the composition and size of the PMC in order to make it more effective and performance-oriented.

Responsible: RC, UN Agencies

Timeline: Programming of future assistance

There is a need to further streamline the function and mandate of the PMC. One approach is to strengthen the PMC in order to conduct a defined steering role, thus overseeing the implementation process with increased decision-making power. The number of PMC members should be reduced, whilst their seniority should be increased, and chairmanship should be entrusted to a senior representative of the beneficiary country.

ANNEXES

Annex 1 – Terms of Reference

Title:	External Evaluation Consultant (International/National) – Final evaluation of the MDG-F Youth Employability and Retention Programme in Bosnia and Herzegovina (MDG-F YERP)
Cluster:	Office of the Resident Coordinator
Reporting to:	Office of the Resident Coordinator / Development, Research and M&E Specialist
Duty Station:	Sarajevo
Contract Type:	Individual Contract
Duration:	30 expert days (in the period 15 January 2013 – 29 March 2013)

Background

Global Context: The MDG Achievement Fund (MDG-F) and Youth, Employment and Migration Window

The MDG Achievement Fund is an international cooperation mechanism whose aim is to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a generous contribution of €528 million Euros (\$US710M) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality.

An additional €90M were contributed by Spain in 2008 mainly towards child nutrition and food security, conflict prevention and private sector and development. Overall, 85% of resources goes to financing 128 joint programmes in eight programmatic areas/windows linked to the MDGs. Programmes are implemented in 49 countries from five regions around the world.

Programmes are formulated at the country level to address national MDG and related development priorities, that form part of the United Nations Development Assistance Framework (UNDAF), the common strategic framework that guides operational activities of the United Nations system at the country level. Over 20 UN Agencies are involved in the formulation and implementation of the MDG-F's joint programmes, with an average of 6 Agencies participating in each programme. This methodology stimulates a more effective and comprehensive approach that builds on the value added of each specialized Agency. All Agencies are responsible for ensuring that programmes are developed in consultation with country Governments and civil societies, since one of key aims is national ownership and the adoption of positive policy frameworks that stem from evidence created throughout implementation.

The Youth, Employment and Migration Window comprises 14 joint programmes with a value of almost US\$80 million. There are more young people in the world today than ever before, 1.3 billion of them living in developing countries. JP efforts contribute to reaching the MDG target of achieving full and productive employment and decent work for all, including women and young people, directly contributing to MDG 1, reduction of poverty.

Country Context: MDG-F Youth Employability and Retention Programme in Bosnia and Herzegovina (MDG-F YERP)

The Programme is jointly implemented by UNDP, UNICEF, UNFPA, IOM and UNV in partnership with the BiH Ministry of Civil Affairs, BiH Ministry of Human Rights and Refugees, Ministry of Security of BiH, The Agency for Identification Documents, Registers and Data Exchange of Bosnia and Herzegovina (IDDEEA), Entity Ministries responsible for labour and education, the BiH Agency for Statistics, Entity Agencies for Statistics, Public Employment Service offices across the country, primary and general secondary schools, municipalities and rural communities, individual firms as well as private sector associations, and civil society organizations from the community level to the Diaspora. The Programme duration is 3.5 years, with a budget of US\$ 6,700,000.

The specific Programme objectives are to contribute to:

- increased capacity of the education system and local communities to improve youth employability;
- enhanced capacities of the Public Employment Services and civil society to develop and deliver an integrated package of youth employability measures;
- maximizing positive impact of youth migration whilst minimizing negative impact of irregular

migration.

The education system in Bosnia and Herzegovina is not fully adjusted to meet market needs. When they leave school, youth find that they are not able to find jobs, leading to discouragement, apathy and social exclusion. The Youth Employability and Retention Programme aims to respond to high youth unemployment and prevent the drain of valuable resources from the country.

In order to enhance capacity of Public Employment Services to provide youth tailored services, Programme established 16 Centres for Information, Training and Counselling throughout BiH, developed policy documents for youth work experience and provided subsidies for youth employment, together with key partner institutions.

The high unemployment rate amongst youth in Bosnia and Herzegovina, barriers to job market entry and greater demand for labour in European countries as a result of the changing demographic trends toward an on-average older populace have created strong outward migration pressure. Current migration, unlike in the past, is mostly motivated by economic considerations. BiH youth have a strong interest in labour participation outside the country: the Voices of Youth Survey conducted within the YERP surveyed 2,360 young people between the ages of 15 and 30. Of those surveyed, 65% would leave BiH for temporary work; and 52.3% to settle permanently. Well-managed migration has the potential to increase the skills and technical competencies of the labour force either through temporary labour migration or the temporary return of young Diaspora to fill labour market gaps in BiH. At the same time, for those young people who are determined to seek out opportunities outside of the country, it is important to ensure that potential migrants have access to correct information on safe work opportunities abroad.

Important issue that BiH is facing is the establishment of statistical system for migration monitoring. Basic migration control is scattered amongst different government institutions, and statistical institutions lack the system to monitor overall migration data. Creation of comprehensive migration statistics in BiH will enable policy makers to draw the relevant data in order to create adequate policies, with respect to any target population, as well as to report to EUROSTAT and fulfil EU requirements.

Programme will end in June 2013.

The evaluation scope, purpose and objectives:

Under the direct guidance and supervision of the UN RCO Development, Research and M&E Specialist and MDG-F YERP management team consisted of representatives of UNDP, UNICEF, UNFPA, IOM and UNV, the Evaluation Consultant is going to provide evaluation services ensuring high quality, accuracy and consistency of work. The Evaluation Consultant will demonstrate a client-oriented approach and should meet the standards outlined in the Standards for Evaluation in the United Nations System. The evaluation will also be based on a stakeholder approach, where all groups and individuals, who affect and/or are affected by the achievement of the programme results and outcomes, are involved in the analysis. Moreover, the evaluation will take into consideration the institutional, political and economic context, which affected the programme during its implementation. Evaluation Consultant will work in close collaboration with the MDG-F YERP Programme Manager, participating agencies, programme staff and key programme stakeholders, partners and beneficiaries.

The unit of analysis or object of study for this final evaluation is the MDG-F YERP Joint Programme, understood to be the set of components, outcomes, outputs, activities that were detailed in the JP documents and in associated modifications made during implementation. The approach of the evaluation shall be participatory, that is, be flexible in design and implementation, ensuring stakeholder participation and ownership, and facilitating learning and feedback.

The final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in this ToR, the availability of resources and the priorities of stakeholders. In all cases, consultant is expected to use all available information sources that will provide evidence on which to base evaluation conclusions and recommendations. Anticipated approaches to be used for data collection and

analysis by the evaluator are desk review, interviews with key stakeholders, field visits, questionnaires and participatory techniques.

The main purpose of the evaluation is to provide an independent in-depth assessment of the achievements of programme results and outcomes against the planned results and the implementation modality of the MDG-F YERP Joint Programme. The final evaluation will be a systematic exercise, thorough analysis of the OECD/DAC evaluation criteria: programme design and relevance, effectiveness, efficiency, impact and sustainability, based on the scope and criteria as defined in this ToR. The entire evaluation process including reporting and preparation of conclusions and recommendations for the Joint Programme is to be completed within a period of maximum 2.5 months / 30 expert days.

Objectives of the final evaluation are:

- Assessment of the programme's quality and internal coherence (needs and problems it aimed to solve) and its external coherence with the UNDAF, national development strategies and priorities, the Millennium Development Goals at the local and country level, the level of contribution to the objectives of the MDG-F Democratic Economic Governance Thematic Window and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action;
- Assessment on how the joint programme operated and what is the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and operational and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks, collaboration and synergies and will evaluate the effectiveness and efficiency of the JP modality and make recommendations to guide future joint programming among UN agencies in BiH;
- Assessment of design and relevance, effectiveness, efficiency, impact and sustainability of the programme and the level of achievement of envisaged programme results and outcomes (thorough assessment of all four programme components is required);
- Assessment of quality, results and impact of local programme interventions (municipal and NGO)/grant projects financed through the programme, including the assessment of co-financing modality and implementation capacities on a local level;
- Assessment of programme's different internal and external M&E systems and tools developed including data collection, statistics, research and analytical outputs, databases, guidelines, etc. and assessment of programme's communication and outreach activities and impact
- Identification of key recommendations and lessons learned through the evaluation process of the Joint Programme
- Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows as well as the overall MDG fund objectives at local and national level (MDGs, Paris Declaration and Accra Principles and UN Reform) by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, **conclusions and recommendations generated by these evaluations will be part of the thematic window Meta evaluation**, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

Evaluation questions

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them.

Programme Relevance and Design: The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.

Guiding questions:

Relevance: a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, MDGs, MDG-F Development Window, Accra

Agenda for Action? b) Does the programme respond to the needs of identified target groups? c) To what extent are the objectives of the programme still valid? d) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention? e) Was the programme timely and well identified given the developmental and sectoral context of the country? f) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme? g) How much and in what ways did the joint programme contribute to solve the (socio-economical) needs and problems identified in the design phase?

Design: a) Was the design of the Joint Programme appropriate for reaching its results and outcomes? b) What is the quality of the programme's implementation framework, are results and outcomes defined in the programme clear and logical? c) What is the quality of programmes' results and M&E matrices, are indicators well defined and SMART? d) Were risks and assumptions well identified? e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements? f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention? h) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programme? i) To what extent was this programme designed, implemented, monitored and evaluated jointly? (See MDG-F joint programme guidelines.) j) to what extent was joint programming the best option to respond to development challenges stated in the programme document? k) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to raising the quality of the design of the joint programme? i) To what extent was this programme designed, implemented, monitored and evaluated jointly? (See MDG-F joint programme guidelines.) j) to what extent was joint programming the best option to respond to development challenges stated in the programme document? k) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results? l) To what extent did the joint programme have a useful and reliable C&A strategy?

Programme Efficiency (processes): Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality.

Guiding questions: a) To what extent does the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results? b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place? c) Were programmes' financial and personnel resources managed in a transparent and accountable manner and were they cost-effective? What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one? d) To what extent were activities implemented as scheduled and with the planned financial resources? e) What monitoring tools and mechanisms were used by the programme management? f) If applicable, how flexible and responsive was the programme in adapting to changing needs? g) How do the different components of the joint programme interrelate? h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes? i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's outcomes and produce results and impacts? j) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

Programme Effectiveness (results): Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance. How well programme's results contribute to the achievement of programme's objectives?

Guiding questions: a) What was the quality of the programme's key outputs and/or products (per component)? b) To what extent were the key programme results achieved (per component)? c) To what extent and in what ways the joint programme contributed to the Millennium Development Goals on a local level and the country level, as well as the goals of the Paris Declaration (in particular national ownership), and the goals of delivering as one at country level? d) To what extent and in what ways the joint programme contributed to the objectives set by the MDG-F thematic window on Youth, Employment and Migration? e) What factors contributed to progress or delay in the achievement of products and results? f) In what way has the programme come up with innovative measures for problem-solving? g) What good practices or successful experiences or transferable examples have been identified? h) Did all planned target groups have access/used programme results? i) What is the quality of local interventions and results achieved on a local level? j) What type of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

Programme Impact: The effect of the programme on its environment - the positive and negative changes produced by the Joint Programme (directly or indirectly, intended or unintended).

Guiding questions: a) What difference the programme intervention made to programme stakeholders? b) Which target groups and how many direct and indirect beneficiaries were affected by the programme? c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, capacity development? d) What impact has been made through the programme on partner institutions, municipal administrations, local communities? e) Were cross-cutting issues taken into account? f) Was good governance mainstreamed in the programme? g) How did the programme contributed to the promotion of Human Rights? h) To what extent joint programme helped to influence the country's public policy framework? i) What factors favourably or adversely affected the spirit of Joint Programme delivery and approach?

Programme Sustainability: Probability of the benefits of the programme continuing in the long term.

Guiding questions: a) To what extent will the benefits of a programme continue after activities have ceased? b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices? d) Is there an exit strategy or a follow up action/intervention planned after the programme ends? e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme? f) Was the duration of the programme sufficient to ensure sustainability of the interventions? g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis? h) To what extent and in what ways are the joint programmes contributed to progress towards United Nations reform and future joint programme planning and implementation? i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes? j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the Joint Programme?

Support of the Joint Programme to the evaluation process

The MDG-F YERP Programme Manager and Coordinator will support the Evaluation Consultant with the following:

- Local evaluation assistant to support the evaluator with translation and meetings organization services
- Appointment of a focal person in the programme that will support the consultant for the duration of the evaluation process
- Securing relevant background documentation required for a comprehensive desk review
- Provision of list of contacts in advance and additional upon request
- Provision of vehicle and driver for field visits
- Organisation of group consultative meetings, briefing and debriefing sessions
- Provision of office/working space during the assignment. The consultant will however have to use his/her own computer/laptop.

Deliverables and timeline

Evaluation Process

The Evaluation consultant will be responsible for conducting the evaluation. This entails among other responsibilities designing the evaluation according to this terms of reference; gathering data from different sources of information; analyzing, organizing and triangulating the information; identifying patterns and causal linkages that explain programme performance and impact; drafting evaluation reports at different stages (inception, draft, final); responding to comments and factual corrections from stakeholders and incorporating them, as appropriate, in subsequent versions; and making briefs and presentations ensuring the evaluation findings, conclusions and recommendations are communicated in a coherent, clear and understandable manner once the report is completed.

The evaluation process is expected to contain three phases: inception, data collection and field visit; and analysis and reporting.

- **Inception Phase (7 days)** - the Evaluation Consultant will review documentation, agree on the meetings and field visit locations with the Programme Coordinator, and produce Evaluation Inception Report (which includes a clear evaluation work plan and tools).
- **Data Collection and Field Visit (10 days)** – the Evaluation Consultant will gather data through group and individual interviews and field visit to at least three municipal locations outside Sarajevo; at the end of the mission, presentation with preliminary findings and recommendations will be presented to the programme team/Evaluation Reference Group
- **Analysis and Reporting (10 days for draft report and additional 3 days for final report/incorporation of comments)** – the Evaluation Consultant will prepare the draft evaluation report based on the analysis of findings, and will submit the report to the Evaluation Reference Group for factual review and comments. Opportunity to comment on the draft report will be open to Reference group for a maximum of 10 working days. After this process ends, the Evaluation Consultant will proceed with production of the final evaluation report.

Evaluation Deliverables

The Evaluation Consultant will be accountable for producing the following products/deliverables:

- Inception Report
- Presentation of initial findings and provisional recommendations
- Draft Evaluation Report
- Final Report

The inception report should detail the evaluator's understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables.

Presentation of initial findings and provisional recommendations- at the end of the field work, the Evaluation Consultant will present his/her draft findings and provisional recommendations through a PowerPoint presentation summarizing the main findings recommendations and lessons learned and conclusions.

Draft report for comments by stakeholders should incorporate (as a minimum):

- Cover Page (including JP title, thematic window, report data, name of the evaluator)
- Table of Contents
- List of acronyms and abbreviations
- An Executive Summary (no more than 2 pages. Summarize substantive elements of the report, including a brief description of the JP, purpose and objectives of the evaluation, methodological approach, key findings and conclusions and recommendations)
- Introduction (Background, Purpose, Scope, Goals and Methodology of the Evaluation, Description of the development intervention)
- Programme Analysis (per component)
- Conclusions
- Lessons Learned
- Recommendations
- Additional background data-Annexes (including interview list, data collection instruments, key documents consulted, ToR)

A draft report should be at least 40-50 pages of length containing unique narrative analysis.

A final evaluation report, will encompass all key sections required in the draft report and will include additional stakeholder feedback. The final report needs to be clear, understandable to the intended audience and logically organized based on the comments received from stakeholders. The final evaluation report should be presented in a solid, concise and readable form and be structured around the issues in the Terms of Reference (ToR). The consultant should refer to annex 7 of the UNDP Planning, Monitoring and Evaluation handbook for details on reporting template.

The Evaluation Consultant is responsible for editing and quality control and the final report that should be presented in a way that directly enables publication.

Timeframe

Action/Deliverable	No of Expert Days	Time period
Inception Phase/Inception Report 2013	7 days	2nd half January
Data Collection, field visit / Presentation with key findings	10 days	February 2013
Analysis and Reporting / Draft Evaluation Report 2013	10 days	1 st half of March
Analysis and Reporting / Final Evaluation Report 2013	3 days	2 nd half of March

Evaluation Ethics

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. Critical issues that evaluator must safeguard include the rights and confidentiality of information providers in the design and implementation of the evaluation. At every stage of the evaluation process, the following principles should be observed:

- Independence - the evaluation team should be independent from the operational management and decision-making functions of the JP
- Impartiality – the evaluation information should be free of political or other bias and deliberate distortions
- Timeliness - evaluations must be designed and completed in a timely fashion
- Purpose - the scope, design and plan of the evaluation should generate relevant products that meet the needs of intended users
- Transparency - meaningful consultation with stakeholders should be undertaken to ensure the credibility and utility of the evaluation
- Competencies - evaluations should be conducted by well-qualified experts/teams. The teams should, wherever feasible, be gender balanced, geographically diverse and include professionals from the countries or regions concerned
- Ethics - evaluators must have professional integrity and respect the rights of institutions and individuals to provide information in confidence and to verify statements attributed to them. Evaluations must be sensitive to the beliefs and customs of local social and cultural environments and must be conducted legally and with due regard to the welfare of those involved in the evaluation, as well as those affected by its findings.
- Quality - All evaluations should meet the standards outlined in the Standards for Evaluation in the United Nations System. The key questions and areas for review should be clear, coherent and realistic. The evaluation plan should be practical and cost effective. To ensure that the information generated is accurate and reliable, evaluation design, data collection and analysis should reflect professional standards, with due regard for any special circumstances or limitations reflecting the context of the evaluation. Evaluation findings and recommendations should be presented in a manner that will be readily understood by target audiences and have regard for cost-effectiveness in implementing the recommendations proposed.

Annex 2 – Evaluation matrix

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
Programme Relevance and Design: The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.	Compliance of programme objectives with strategic objectives	Programme documents referring comprehensively to strategic papers and objectives; Part of programme with project goals corresponding to strategic papers and objectives without explicit references; Partners confirm high relevance for achievement of overall strategies.	Programme documentation; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Implication of beneficiary representatives in programming (design ownership)	Part of project for which active coordination mechanisms were applied with Government and/or concerned institutional or civil society stakeholders during project preparation; Project for which stakeholders confirm that at least part of their suggestions were reflected in the final project design.	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Quality of project design	Clarity, logic and coherence of programme objectives, outcomes and outputs; Measurability of monitoring indicators.	Programme documentation	Desk study	Qualitative analysis of data
	Extent of joint programming	Type and quality of prevailing collaboration. UN Partners confirm effective collaboration at all levels.	Programme documentation; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
Programme Efficiency	Quality incl. accessibility of financial	Project using economic tools to	Programme	Desk study;	Qualitative analysis

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
(processes): Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality.	monitoring of programme costs and benefits	follow-up cost efficiency; Financial reporting tools.	documentation; Progress/ monitoring reports; Stakeholder opinion	Semi-structured interviews	of data; Interpretation of interviews and observations
	Programme preparation procedures	Number of project activities with delay in contracting due to maturity status; Unused resources due to project preparation problems.	Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Contracting and payment procedures	Number of project activities with delays in contracting or payment due to procedures bottlenecks; Unused resources due to project implementation problems.	Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Coordination set up and operations	Time and resources allocated to coordination; Quality and timeliness of response to coordination issues	Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Efficiency of management	Time and resources allocated to management; Quality and timeliness of response to management issues.	Progress/ monitoring reports; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Ownership in implementation	Quality of ownership in implementation approach; Number, type and quality of identifiable actions demonstrating ownership.	Programme documentation; Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Joint coordination and management structure	Quality and timeliness of response to management issues;	Programme documentation; Progress/	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of

Annex 2

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
		Participating agencies coordinate with each other and with the government and stakeholders.	monitoring reports Stakeholder opinion		interviews and observations
Programme Effectiveness (results): Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance. How well programme's results contribute to the achievement of programme's objectives?	Progress towards achieving the stipulated results	Contribution to the Millennium Development Goals at the local and national levels; Contribution to the goals set by the thematic window.	Programme documentation; Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Quality of programme results	Results achieved meet the required high quality.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Innovative measures for effective problem-solving	Identification of innovative measures and concepts.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	National, local capacities and institutional structures available	Policy/ organisational guidelines exist for effective fund utilisation; Number and quality of regional capacities available; Confirmed scope of future work.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Utilisation of monitoring and evaluation system	Qualitative/ quantitative production of monitoring and evaluation information and corrective actions; Timeliness of M&E reporting; Type, quality/ quantity of M&E corrective actions applied.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Actual extent of performance of the	Quantitative/qualitative	Progress/	Desk study;	Qualitative analysis

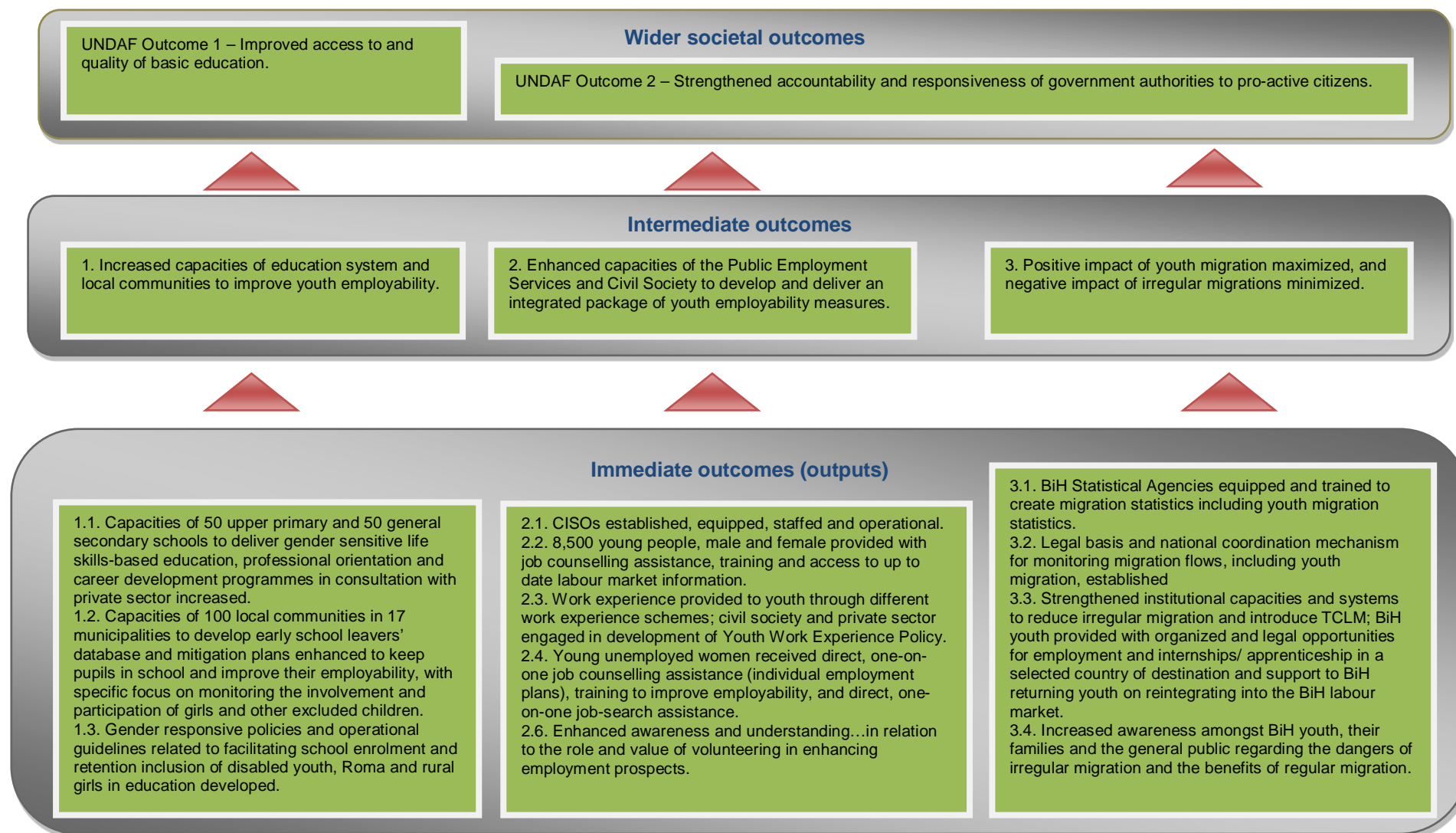
Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
	Programme	measurement of outputs and results in line with logframe provisions.	monitoring reports Stakeholder opinion	Semi-structured interviews	of data; Interpretation of interviews and observations
	Factors contributing to effectiveness/ ineffectiveness	Type, quality/ quantity of improvements directly attributable to the project; Type, quality/ quantity of effects directly attributable to other factors.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Prevailing capacities in the programme components	Number, type and quality of identifiable capacity building effects attributable to the project; Capability of trained staffs to cope with given/ future workloads.	Programme documentation; Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Existence of identifiable synergy measures attributable to the programme	Number, type and quality of identifiable synergy measures.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
Programme Impact: The effect of the programme on its environment - the positive and negative changes produced by the Joint Programme (directly or indirectly, intended or unintended).	Extent of impacts on institutional level	Type, quality/ quantity of intended and unintended impacts on institutional level (partners, NGOs etc.).	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Extent of impacts on social and economic level	Type, quality/ quantity of intended and unintended impacts on direct beneficiaries' level.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
	Extent of other identifiable impacts	Type, quality/ quantity of intended and unintended other impacts.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Extent of intervention outreach	Number and quality of beneficiary coverage; Level of project satisfaction expressed by beneficiaries.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative/ quantitative analysis of data; Interpretation of interviews and observations
Programme Sustainability: Probability of the benefits of the programme continuing in the long term.	Availability of clearly defined/ implemented phase-out strategy	Programme with defined or implemented phase-out strategy.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Extent of initiatives having been transferred to partner institutions for independent management	Programme, which has proofs of independently managed initiatives having been transferred to beneficiaries; Institutional memory and continuity of relevant competence is of satisfactory quality; Type and quality of existing/ planned networks.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations
	Confirmed funding mechanisms for each programme component	Policy/ organisational/ administrative/ guidelines and procedures for the programme in respect to future tasks; Quality and quantity of confirmed funding provisions for each component.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations

Annex 2

Evaluation criteria	Judgement criteria	Indicators/ success standards	Data sources	Data collection method	Methods for data analysis
	Confirmed institutional setting and coordination mechanisms for each programme component	Quality and type of policy/ organisational/ administrative/ coordinative guidelines and procedures for programme components in respect to future tasks.	Progress/ monitoring reports Stakeholder opinion	Desk study; Semi-structured interviews	Qualitative analysis of data; Interpretation of interviews and observations

Annex 3 – BiH Youth Employment and Migration – Hierarchy of outcomes



Annex 4 – 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
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.	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
	612 school teachers and pedagogues who passed training on life skills, professional orientation and career development. Time frame: Year 2011/12	UNICEF	On-going
	#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 nd phase is completed in 2012

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.	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		Completed in 2012
	217 persons trained in 12 selected Municipalities, Time frame: Year 2011	UNICEF	Completed in 2013
	4 regional forums, comprising 115 participants from diverse sectors (education institutions and ministries, schools, youth organizations, NGOs) successfully held; Based on youth problems identified in YERP research activities (Dropout study, Voices of Youth), a set of concrete recommendations drafted which will be widely disseminated and promoted in 2013	UNICEF	Completed in 2012
	# of media campaign activities held, Time frame: Year 2011/12	UNICEF	On-going
	Plans for monitoring of effects of inclusion of out-of-school children developed and implemented in 12 Municipalities; Time frame: Year 2011/12	UNICEF	Completed in 2012
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.	Gender responsible modular life skills curriculum developed (yes/no) Groups, Time frame: Year 2012	UNICEF	On-going
	12 of municipalities in which the model(s) for enrolment and dropout developed, proposed, implemented and monitored, Time frame: Year 2012	UNICEF	Completed in 2012
	Forums on policy options for gender sensitive education, school enrolment, facilitation and	UNICEF	Completed in 2012

	inclusion of disabled youth, Roma and girls from rural areas developed held, Time frame: Year 2012		
Outcome of Joint Programme: 2. Enhanced capacities of the Public Employment Services and Civil Society to develop and deliver an integrated package of youth employability measures.			
Outcome	SMART Outputs	Responsibility	Observation/ Remarks
2.1. Youth Employment Resource Centres established, equipped, staffed and operational.	Reconstruction works, furniture and equipment for 17 centres in 17 locations	UNDP/ UNV	Completed following opening of Siroki Brijeg in April 2013
	Increased capacity of PES employees to deliver specific training and counselling services to youth	UNDP/ UNV	Capacity building completed; service provision 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; process of formal integration in PES structures on-going.
2.2. 8 500 young people, male and female provided with job counselling assistance, trainings and access to up to date labour market information.	Establishment of labour market information system and enabling access to young people	UNDP	Completed
	One-to-one job counselling assistance provided to youth	UNDP	On-going
	Employability skills and job-seeking training delivered to youth	UNDP	Completed
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.	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	Completed
	Youth Work Experience Task Force, involving a broad range of stakeholders including CSOs, private sector, public and governmental	UNDP, UNV	Completed: 6 round tables in 6 regions of BiH organised with representatives of private sector, CSOs, governmental institutions and unemployed

	institutions, established and active		youth (125 participants)
	Youth Work Experience Policy developed and submitted for adoption to governments.	UNDP, UNV	On-going: Youth work experience policy documents under final preparation.
2.4. 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.	Gender mainstreaming of women secured through the project given the unfavourable position of women in the labour market	UNDP	Completed
2.6.¹⁰ 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.	Citizens, private sector actors and government official in local communities demonstrate understanding of the value of volunteers and volunteering in relation to enhanced employment prospects	UNV	On-going: Community outreach activities with schools and local NGOs in CISO centre locations underway
Outcome of Joint Programme: 3. Positive impact of youth migration maximised whilst impact of irregular migrations minimised.			
Outcome	SMART Outputs	Responsibility	Observation/ Remarks
3.1. BiH Statistical Agencies equipped and trained to create migration statistics including youth migration statistics.	Improved capacity of relevant government institutions to collect and process migration data including youth and to institutionalize related employment opportunities and schemes	UNFPA	On-going: Coordinative activities for WG establishment completed, WG for development of migration statistics methodology functional; training in migration software usage delayed
	Migration statistics methodology in accordance to EUROSTAT Regulation 862/207 developed and adopted	UNFPA	On-going: Domestic laws and regulations reviewed; Assessment of the comparability of local and international/EUROSTAT standards completed ; Methodology for monitoring migration, including youth, developed; dissemination/ communication of the

¹⁰ During the inception phase the originally planned Output 2.5 was integrated into the Output 2.2.

			outcomes of the WGs and the methodology still on-going
	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 still to start..
3.2. Legal basis and national coordination mechanism for monitoring migration flows, including youth migration, established.	Coordination mechanism/Working group on migration including youth established and functional/operational, strategy and action plan for migration monitoring adopted	UNFPA	Completed: domestic laws and regulations reviewed; overview analysis of mapping practices completed; legal solutions for all changes required in methodology defined; strategy for migration with action plan developed; Dissemination/ communication of the outcomes of the WGs and the strategy on-going
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.	Roles, responsibilities, and needs of relevant actors in migration sector identified and agreed	IOM	Completed as an initial mapping with the working group. However, not developed further because a separate initiative as part of development of the Migration and Asylum Strategy for 2013-2015 completed this effort.
	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 but led entirely by the Ministry of Civil Affairs. Though set as a target in the initial results framework, it became apparent early in actual implementation of the program that these efforts were already well organized by the Ministry of Civil Affairs.
	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	Targets reached, but activities on-going.
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.	Increased awareness amongst BiH youth and families regarding the dangers of irregular migration and on the benefits of regular migration	IOM	Targets reached, but activities on-going.

Annex 5 List of Interviews

Institution	Interviewee	Date
Office of the UN Resident Coordinator	Yuri Afanasiev, UN Resident Coordinator	11/03/2013
Office of the UN Resident Coordinator	Aris Seferovic, Coordination Analyst	11/03/2013
Office of the UN Resident Coordinator	Envesa Hodzic-Kovac, Monitoring and Evaluation Analyst	11/03/2013
Office of the UN Resident Coordinator	Pavle Banjac, Communications Officer	14/03/2013
MDG-F Secretariat	Paula Pelaez, Programme Advisor	08/04/2013
UNICEF	Nina Kovac, Education Consultant	11/03/2013 12/03/2013
UNICEF	Vesna Banovic, Project Assistant	11/03/2013
UNDP	Zahira Virani, Deputy Resident Representative	12/03/2013
UNDP	Adhana Handzic, Programme Associate,	11/03/2013
UNDP	Katarina Crnjanski Vljacic, Project Officer	11/03/2013
UNICEF	Florence Bauer, Representative	12/03/2013
UNICEF	Sanja Kabil, Education Officer	11/03/2013 12/03/2013
UNDP	Armin Sirco, Social Inclusion Cluster Coordinator	11/03/2013
UNDP	Dzenan Kapetanovic, Cluster Associate	11/03/2013
Embassy of Spain	Azra Dzical, Monitoring and Evaluation Analyst	11/03/2013
UNFPA	Danijela Alijagic, Programme Analyst	11/03/2013
IOM	Gianluca Rocco, Chief of Mission	12/03/2013
IOM	Sasha Barnes, Project Manager	11/03/2013 12/03/2013
IOM	Alma Sunje, Project Manager	11/03/2013 12/03/2013

Institution	Interviewee	Date
UNFPA	Faris Hadrovic, Head	11/03/2013
UNFPA	Nermina Vrbic-Huduti, Project Assistant	11/03/2013
UNFPA	Zeljko Sikima, Project Assistant	11/03/2013
UNV	Hyun-Joo Youn, Programme Officer	11/03/2013 12/03/2013
UNV	Zelimir Mijic, Country Office Assistant	11/03/2013 12/03/2013
Ministry of Civil Affairs FBiH	Slavica Vucic, Head of Employment and Labour Sector	12/03/2013
Ministry of Civil Affairs FBiH	Milijana Lale, Head of Education Sector	12/03/2013
Youth Information Agency (NGO OIA)	Jan Kulenović, Director	13/03/2013
Federal Employment Institute FBiH	Omer Korjenic, Head of Employment Sector	12/03/2013
Federal Employment Institute FBiH	Viktorija Besevic-Comic, CISO Coordinator	12/03/2013
DUGA	Anka Izetbegovic, Executive Director	13/03/2013
Posao.ba	Selma Lomigora, Project Manager	13/03/2013
BiH Statistics Agency	Slavka Popovic, Deputy Director	28/03/2013
Ministry of Labour, War Veterans and Disabled Persons Protection RS	Mira Vasic, Assistant Minister	15/03/2013
Ministry of Labour, War Veterans and Disabled Persons Protection RS	Todor Skakic, Head of Department	15/03/2013
NGO Veseli Brijeg	Adnan Subert, Coordinator	15/03/2013
City of Banja Luka	Ljubinka Dragojevic, Head of Education Department	15/03/2013

Institution	Interviewee	Date
UNV	Eliza Kantardic, Local Volunteer	15/03/2013
Ministry of Security	Faruk Arslanagic, Expert Advisor	27/03/2013

Annex 6 List of documents

Name of Originator	Date	Title of Document
UNCT	2009	UNDAF 2010-2014
MDG-F/ Republic of Bosnia-Herzegovina	2009	Joint Programme Document "Youth Employability and Retention (YERP)"
UNDP	2013	Communications and Advocacy Project Services to UNDP BiH Programmes in 2012
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	2011/2012	Programme Management Committee Meeting Minutes
MDG-F	2010/ 2011/ 2012	YERP Joint Programme Monitoring Reports
MDG-F/ UNICEF	2011	YERP ToR Voice of Youth
MDG-F/ UNICEF	2012	Voice of Youth – Participant Recommendations
MDG-F/ UNDP	2011	YERP Practical Guide to Employment Counselling
MDG-F/ UNICEF	2011	YERP Small Projects Brochure
MDG-F/ UNICEF	2012	Manual for teachers: Entrepreneurship in Primary Schools
MDG-F/ UNICEF	2012	Manual and web portal for Secondary School Students: How to Become Attractive in Society and Labour Market
MDG-F/ UNICEF	2012	Conclusions of the Expert Panel meeting
MDG-F/ UNICEF	2012/2013	DRAFT – Module for Primary Schools
MDG-F/ UNICEF	2012/2013	DRAFT – Analysis report on Inclusive Secondary Education
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 Counselling 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
MDG-f	2013	Draft Memorandum of Understanding between the UNDP, Federal Employment Institute and Cantonal Employment Services
MDG-F	2013	M&E Report of CISO in FBiH work and performance of CISO employees engaged in UNV contracts
MDG-F	2012	Youth work experience – policy document for FBiH (draft)
MDG-F	2012	Meeting minutes of working group for development of youth policy (RS and FBiH)
Merfi	2012	External audit report YERP
MDG-F	2011/2012/2013	CISO indicators

Name of Originator	Date	Title of Document
MDG-F	-	Practical guide to employment counselling
BHM	2012	Final report on the project realisation
UNDP	2012	Final report on delivery and certification of IT-computer training (ECDL) for young unemployed people
IOM	2012	Report on youth focus groups
MDG-F/UNFPA	2012	Final report on methodology of collection, harmonisation, exchange and dissemination of migration statistics in BiH in line with EUROSTAT reg 862/2007
MDG-F/UNFPA	2012	Finalized report on strategy with action plan for migration monitoring in BiH
MDG-F/UNFPA	2012	IT solutions for system of exchange and dissemination of data for migration including youth
MDG-F	2012	YERP sustainability strategy
Cathryn Thorup	2004	What works in youth employment in the Balkans
Friedrich Ebert Stiftung	2011, 2013	Annual Review on Labour Relations and Social Dialogue in South East Europe: Bosnia-Herzegovina
2011 Governing Council	-	Bosnia and Herzegovina: A country fact sheet on youth employment.
European Commission	2010/2011/2012	BiH Progress Report
Dietmar Aigner	2012	YERP Mid-Term Evaluation