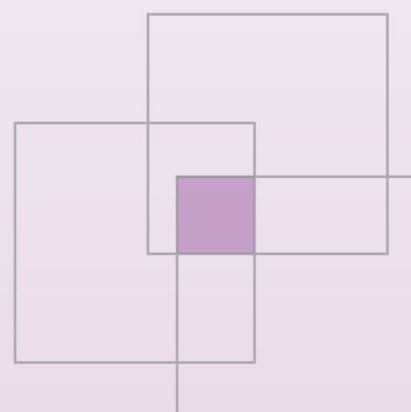




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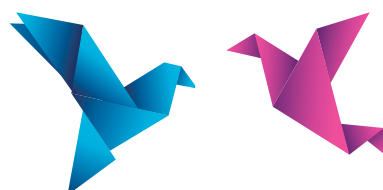
JOINT PROGRAMMING ON YOUTH EMPLOYMENT AND MIGRATION

A TRAINING GUIDE



JOINT PROGRAMMING ON YOUTH EMPLOYMENT AND MIGRATION

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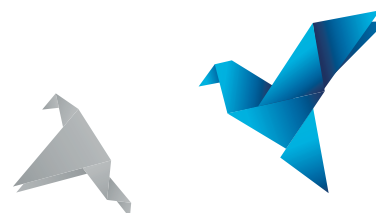
This training guide was developed to offer a practical guide for the design, monitoring and evaluation of joint programmes of the United Nations (UN) on youth, employment and migration. It consists of a set of learning modules and a toolkit with examples, templates and suggestions to manage joint programming on the specific topic of youth employment. Guidance is also provided on the formulation, implementation and evaluation of these programmes, as well as on joint fund-raising on youth employment by different UN entities.

The modules and tools of this guide were developed for and validated at three international workshops that took place between 2011 and 2012. The helpful comments and suggestions of the programme managers of the 15 joint programmes on youth employment and migration during these workshops are acknowledged with many thanks.

Gratitude is expressed to Paz Arancibia, manager of the UN joint programme in Tunisia, Redha Ameer, ILO programme analyst, and Juan Chacaltana, manager of the joint programme in Peru, for having peer reviewed an advanced draft of the guide. Their comments and insights were extremely useful for the finalization of the different modules and tools of the training guide.

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INTRODUCTION

The Millennium Development Goals Achievement Fund (MDG-F) was established in 2007 with a contribution from the Government of Spain to the United Nations system to implement programmes aimed at eradicating poverty and inequality. The Fund financed 130 joint programmes in eight programmatic areas (*Children, Food Security and Nutrition; Conflict Prevention and Peace-building; Culture and Development; Democratic Economic Governance; Development and the Private Sector; Environment and Climate Change; Gender Equality and Women's Empowerment; and Youth, Employment and Migration*) in 50 countries around the world.

The thematic window on *youth, employment and migration (YEM)* submitted by the International Labour Office – aimed at supporting interventions that promoted productive employment and decent work for young people at national and local levels. The youth employment and migration thematic window comprised 15 Joint Programmes (JPs) that spanned countries in Africa, Asia, South-East Europe and Latin America.¹

During their implementation, these joint programmes developed a wealth of information, knowledge and tools on youth, employment and migration, but also on approaches relating to the design, monitoring and evaluation of joint programmes. This extensive body of knowledge has been collected and systematized in this training guide.

¹ Joint programmes on youth, employment and migration were implemented in Albania, Bosnia and Herzegovina, China, Costa Rica, Ecuador, Honduras, Nicaragua, Paraguay, the Philippines, Serbia, South Sudan, Sudan, Tunisia and Turkey. The international agencies involved in the Joint Programmes on YEM are FAO, ILO, IOM, UNAIDS, UNDP, UNESCO, UNFPA, UNIFEM, UNICEF, UNIDO, UNODC, UNOPS and WHO. The partners at national and local levels include ministries in charge of labour and employment, youth and sport, health, economy and planning, enterprise development, agriculture, education and science; municipalities and national statistical institutes; public employment services; employers and workers' organizations; and civil society organizations.

OBJECTIVES OF THE TRAINING GUIDE

The objective is to offer a practical guide for the design, monitoring and evaluation of youth, employment and migration joint programmes. It provides a toolkit with examples, templates and suggestions to manage all the steps of the joint programme cycle, from design to evaluation, as well as guidance on the technical areas underpinning youth employment and migration joint programmes.² The guide has been designed as a reference tool for officials and programme managers of international, national, governmental or nongovernmental organizations, as well as technical cooperation experts interested in joint programming.

STRUCTURE AND CONTENT

The guide is structured in three parts that reflect the main stages of the joint programme cycle.

01. Joint programme design

Introduced by a learning module on joint programming, this part of the package guides readers in the compilation of a youth, employment and migration situation analysis, the identification of priority target groups and geographical areas, the formulation of joint programme outcomes, outputs and main activities, as well as the establishment of implementation arrangements and the design of monitoring and evaluation plans. The text is accompanied by suggestions, examples and lessons learned stemming from the implementation of the MDG-F youth, employment and migration joint programmes.

² The guide complements the procedures, templates and formats provided in the Implementation Guidelines for MDG Achievement Fund Joint Programmes. These Guidelines, as well as other useful documents for the implementation of joint programmes can be downloaded at <http://www.mdgfund.org/content/managementtools>.

02. Joint programme implementation

This segment of the guide focuses on a number of start-up activities and on the technical areas that underpin the implementation of youth, employment and migration joint programmes. These are:

- **Youth employment and migration indicators:** methodologies for the collection and analysis of youth employment and migration data; use of survey-based and administrative data to inform policy development; collection and analysis of labour demand data; tools to measure the transition of young people from school to decent work; and data for reporting on the MDGs related to employment.
- **Youth employment and migration policies and plans of action:** approaches to mainstream youth employment in national development and employment frameworks; youth employment policy design (policy options, priority objectives, targets, outcomes and indicators); as well as migration management policies that promote employment, protect the well-being of nationals abroad and maximize the development impact of migration.
- **Development of youth employment measures:** design, monitoring and evaluation of youth active labour market programmes; targeting approaches; selection of type of measures as well as duration and compensation levels; establishment of indicators to monitor performance; and selection of evaluation methods.

This section of the training guide offers examples and case studies based on national practices that illustrate the experience of the MDG-F joint programmes in managing issues related to the above mentioned areas.

03. Joint programme monitoring and evaluation

The final part of the training guide deals with the monitoring and evaluation of joint programmes on youth, employment and migration. It includes templates and examples, as well as guidance on how to manage these processes.



ICONS USED IN THE TRAINING GUIDE

TIPS



Provides suggestions on how to deal with specific issues relating to joint programming.

LESSONS LEARNED



The boxes contain the lessons learned from the formulation and implementation of youth employment and migration joint programmes funded by the MDG Achievement Fund.

CHECKLISTS



Offer a guide to verify the soundness of the various stages of joint programme design before proceeding to the next step.

TEMPLATES



Formats that may be used in joint programming and in managing youth employment and migration technical areas, with easy-to-follow suggestions.

EXAMPLES



The boxes offer practical examples of how to deal with the various features of the joint programmes-

CASE STUDIES



The boxes provide details of specific activities carried out by joint programmes on youth employment and migration at national and local levels.

JP EXPERIENCE



Summarizes the experience gained by the different MDG-F joint programmes on particular technical issues relating to youth, employment and migration.

JOINT PROGRAMMING ON YOUTH EMPLOYMENT AND MIGRATION

A TRAINING GUIDE



PART 01

Design of youth
employment and
migration joint
programmes



MODULE 1:

Joint programming: An introduction

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 1

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- List the characterizing features of joint programmes;
- Appraise whether a joint programme is the best option for providing assistance at country level;
- Select the type of information to be included in a Joint Programme Concept Note and a Joint Programme Document.

RESOURCES



Using the UNDAF Matrix for joint programme ideas



Fund management arrangements



Contents of a joint programme concept note



Planning process leading to joint programme design

JOINT PROGRAMMING

Joint programming is the overall process through which United Nations (UN) agencies and national partners prepare, implement, monitor and evaluate a set of integrated and coordinated activities aimed at achieving the Millennium Development Goals (MDGs) and other international commitments on human rights and poverty reduction at country level.

In joint programming, all the steps of the planning process – i.e. situation analysis, objective setting, strategy development, implementation, monitoring and evaluation, identification of target beneficiaries, resource mobilization and allocation of resources – are carried out by UN Agencies together. Joint programming – with its pooling of resources and expertise – maximizes the effectiveness of the United Nations system; reduces transaction costs for governments, donors and the UN itself; and creates synergies among national partners and UN agencies with different normative frameworks and mandates.

JOINT PROGRAMMES

A joint programme is a set of activities contained in a common work plan and budget that is implemented by the government and/or other partners with the support of two or more UN agencies. The aim is to enhance the development impact of technical assistance by combining the inputs from various UN entities, each one contributing according to its specific expertise. These programmes are characterized by multiple objectives and partners, longer time frames for implementation and complex interrelationships among the various activities. Hence, careful planning is required to ensure that joint programming results in added value. Typically, this implies a limited number of participating UN agencies that have a common focus, understand the benefits of coordinated action, and are prepared to overcome the “business as usual” attitude.

MANAGEMENT OF FUNDS

There are three fund management options for joint programmes (parallel, pooled, and pass-through). A joint programme, formulated and submitted for funding by two or more UN agencies usually adopts a pass-through system. Under this option, the donor(s) and participating UN agencies, in consultation with the Government, agree to channel the funds through one participating UN agency, which becomes the Administrative Agent (AA). The common workplan clearly indicates the activities to be supported by each of the participating UN agencies. The indirect costs to be charged by each agency are reflected in the respective budgets. The programme and financial accountability rests with the participating UN agencies and the national partners that manage their respective components, while consolidated annual reporting to donors is entrusted to the Administrative Agent.

TIPS

For the MDG-F joint programmes, the selection of the Multi-Partner Trust Fund (MPTF) Office as Administrative Agent was determined by the agreement between the donor and UNDP.

More generally, however, if participating UN Agencies select the pass-through fund management modality, they must also select an Administrative Agent that is responsible for core financial management and consolidated reporting. The United Nations Development Group (UNDG) identifies proven administrative capacity as a key factor in the selection of the Administrative Agent among participating UN Agencies. The tasks to be carried out by the AA for a joint programme, in fact, include:

- ✓ Negotiating and signing Memoranda of Understanding (MOU) with participating UN agencies and Standard Administrative Agreements (SAA) with donors;
- ✓ Setting up funding codes to receive contributions, fund transfers and undertaking financial reporting;
- ✓ Monitoring donor contributions to ensure they are received in accordance with the agreements signed, and making fund transfers to each participating UN agency;
- ✓ Collecting annual and final reports (narrative and financial) from each participating UN agency;
- ✓ Preparing and issuing annual and final reports;
- ✓ Processing grant extensions, including addendums to MOUs with participating UN agencies and SAAs with donors;
- ✓ Transferring reallocated funds to the various UN agencies;
- ✓ Agreeing the distribution of remaining funds with each donor;
- ✓ Handling accounting and the refund of the final balance of monies;
- ✓ Providing an annual report on the activities to the UNDG Advisory Group on Joint Programming.

³ More detailed information on each fund modality is available in the Annexes of the UNDG, *Guidance Note on Joint Programming*, New York, 2003.

An analysis of the last 2-3 years' budget portfolio and its delivery may help to determine the capacity of any single participating UN agency to act as Administrative Agent.

More information can be found in Module 7 of the UNDG Joint Programmes Training Facilitation Manual at http://www.undg.org/content/joint_funding_approaches/joint_programmes/learning_and_training_materials)

IS A JOINT PROGRAMME THE BEST OPTION?

The process leading to the formulation of a specific joint programme on youth, employment and migration stems from the country priorities – as expressed in the United Nations Development Assistance Framework (UNDAF) or in national development frameworks (such as a Poverty Reduction Strategy, Employment Policy, or National Development Plan).

Whether a joint programme is the most appropriate form of assistance, will depend on the extent of the youth employment and migration challenge to be addressed, the national institutional and policy framework and the specific technical expertise and value added that different UN agencies can bring to bear to the achievement of national priorities. This usually becomes clear during the assessment of the youth employment and migration challenges the country faces. A joint programme may prove to be more effective if the following conditions are present:

- The programme area (e.g. youth, employment and migration) is a priority for a number of UN agencies and national partners;
- Multi-dimensional and complex interventions are required to reach results and achieve adequate geographical and target group coverage;

⁴ The UN Development Group has developed a *Learning and Training Manual on joint programmes* downloadable at <http://www.undg.org/index.cfm?P=501#s14>



- A number of UN agencies share the same implementing partner(s) and focus on the same geographical areas;
- Participating UN agencies have the capacity to scale up in terms of geographical presence, logistics, human resources and technical expertise;
- Donors wish to channel funds to UN agencies working towards the achievement of common results.

If a Common Country Assessment (CCA)/UNDAF exists, or is under development, this is the ideal starting point to identify whether there are clear gains in the development of a joint programme on youth employment and the management of migration.⁵

UNDAF RESULTS MATRIX

The outputs formulated in the UNDAF results matrix usually provides the entry point for the development of joint programmes. The outputs, in fact, shape the results to be achieved in the various development areas (gender equality, poverty reduction, employment promotion, access to health and education services). The list of UN agencies contributing to the achievement of the relevant outcome, as well as the description of the role of each, provides ideas on those that could be involved in a joint programme. The following example, using the UNDAF Matrix for Gambia (2012-2016) shows how this can be done.⁶ UNDAF developed as of 2010 usually describe the joint programmes to be pursued in the narrative part.⁷

⁵ More information about CCA and UNDAF is available from the UN Development Group web page <http://www.undg.org/index.cfm?P=227>

⁶ Available at <http://www.gm.undp.org/UNDAF%20Final%203Oct.2011.pdf>

⁷ See for example the UNDAF Pacific 2013-2017 at http://www.pacific.one.un.org/index.php?option=com_content&task=view&id=149&Itemid=207



USING THE UNDAF MATRIX FOR JOINT PROGRAMME IDEAS

National Development Priorities or Goals:

UNDAF Outcomes	Indicators, Baseline, Target	Means of Verification	Risks and Assumptions	Role of Partners	Indicative Resources
<p>Outcome 1 : Capacities, institutions strengthened and policies in place for pro-poor and equitable distribution of economic growth, employment, planning and budgeting</p> <p>Government Lead: MOFEA (Directorate of Planning)</p> <p>UN Lead Agency: FAO</p> <p>Participating UN Agencies: ILO, UNAIDS, UNDP, UNECA, UNESCO, UNFPA, UNHABITAT, UNHCR, UNICEF, UNIDO, WFP, WHO</p>	<p>LIST OF CONTRIBUTING UN AGENCIES FOR THE OUTCOMES; LEAD NATIONAL INSTITUTION AND UN AGENCY</p>			<p>MOFEA: Programme for Accelerated Growth and Employment</p> <p>GBOS: National Statistics Strategy</p> <p>MOTIE: Gambia Priority Employment Programme</p> <p>FAO: Lead UNDP, UNICEF, UNFPA, WFP, UNESCO, UNHCR and UNAIDS main participating agencies.</p> <p>ILO assistance to Employment Unit.</p> <p>UNECA assistance for National Statistics Strategy.</p>	
<p>Output 1.1 Increased employment opportunities for vulnerable groups including youth, women and refugees and access to market enhanced</p>				<p>POSSIBLE NATIONAL PARTNERS AND UN PARTICIPATING AGENCIES</p>	
<p>ENTRY POINT FOR THE DESIGN OF A JP ON YOUTH EMPLOYMENT</p>					

When a new CCA/UNDAF is being developed, the analytical work and strategic planning that underpins the design of the UNDAF matrix provides the rationale for the development of joint programmes on youth, employment and migration. The Joint Strategic Meeting – organized to review and validate the UNDAF matrix – will then serve to identify opportunities for joint and collaborative programming.⁸

⁸ See UNDG Guidance Note on UNDAF at <http://www.undg.org/?P=245>

TOOLKIT FOR MAINSTREAMING EMPLOYMENT AND DECENT WORK

The Toolkit for Mainstreaming Employment and Decent Work – developed by the United Nations System Chief Executives Board for Coordination (CEB) – provides a useful checklist to assist UN agencies, governments and social partners to integrate decent work outcomes in their own policies and programmes. Parts A13 and A15 of the checklist, specifically, allow national and UN partners to formulate a range of possible options for youth employment and migration joint programmes to be included in the UNDAF.⁹

When there is no (recent) CCA/UNDAF that determines the extent of the youth employment and migration problems to be addressed – and, therefore, there is little information on the expertise required, which in turn point to the UN Country Team (UNCT) members best equipped to deal with the issue – the next step is to scan national overarching strategies (such as Poverty Reduction Strategy, National Development Framework and Employment Strategy) to identify whether the promotion of youth employment is a priority at national level. Such national strategies are underpinned by a situation analysis that shapes the problems to be addressed; set the policy priorities the Government intend to pursue; and assign responsibilities across different national and local authorities.

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CONCEPT NOTES

The development of a joint programme (JP) follows the stages of the project cycle (design, implementation, monitoring and evaluation). Two types of documents are used for joint programmes: *Concept Notes and Joint Programme Documents (JPD)*.

The objective of a Concept Note is to explore the interest of donors in a particular joint programme idea before developing a fully-fledged proposal. The concept note is usually 5 to 6 pages long and includes the headings and information summarized in the following template.

⁹ The checklist is available in the web-based platform of the CEB Toolkit at <http://www.ilo.org/pardev/partnerships-and-relations/ceb-toolkit/lang--en/index.htm>



HEADINGS AND CONTENT OF A JOINT PROGRAMME CONCEPT NOTE

Joint programme summary	<ul style="list-style-type: none"> • Brief description of what the joint programme aims to achieve and the means it will deploy to achieve the objectives.
Background and rationale	<ul style="list-style-type: none"> • Problem(s) to be addressed, including its/their scope, history and causes. • Intended beneficiaries and geographic area of intervention (with baseline data). • Priority the Government attaches to the problem(s) and the key public policies in place. • Relations of the proposed joint programme to existing national planning and policy instruments. • Summary of ongoing or recently completed efforts in the area and the principal local national and international actors involved in the issue. • Relation to ongoing activities in the field; innovation and /or complementary of the JP with on-going/planned interventions. • Contribution to achieving the MDG(s), other international commitments on youth employment and migration at national level. • Alignment to UNDAF principles.
Joint programme results	<ul style="list-style-type: none"> • Intended outcomes of the proposed JP (results framework). • Measurable outputs to be delivered, outcomes to which they will contribute to and their relationship; budget by output. • Enhanced local/national capacities that will be present at the end of the joint programme.
Design and implementation plan	<ul style="list-style-type: none"> • Joint programme design and major activities to be undertaken. • Use of the capacity of local/national actors throughout the joint programme cycle. • Coordination with national partners and other related donor initiatives, co-financing opportunities. • Measures to ensure sustainability of results. • Potential risks and mitigation strategy.
Monitoring and evaluation	<ul style="list-style-type: none"> • Outcome indicators (qualitative/quantitative) and methodology for their measurement.
Institutional arrangements and management plan	<ul style="list-style-type: none"> • Description of UN participating agencies, previous experience in programmatic and/or analytical collaboration in the field of interest. • Investment deployed by each participating UN agency over the past two years. • Identification of the key partners (local and international), roles and responsibilities, accountability matrix. • Coordination and governance arrangements to provide oversight of the joint programme at the country level.

JOINT PROGRAMME DOCUMENT

The Joint Programme Document (the annotated format, as approved by the UN Development Group is appended as Annex 1) contains the same type of information as the Concept Note, but the content is more articulated and detailed to provide a basis for approval and implementation.

The text of a JPD is usually 20-25 page long, excluding annexes. Compared to the Concept Note, the JP Document contains:

- A detailed (and documented) situation analysis;
- The articulation of the strategy to be adopted to tackle the problem(s) identified, including lessons learned from prior and on-going interventions;
- A detailed description of the results to be achieved, as well as the results matrix (log frame);
- The description of the management arrangements, including the assignment of clear roles and responsibilities among UN agencies and national/local partners;
- An outline of the reporting arrangements;
- The legal context and basis of relationship; and
- The annual workplans and budget.



TIPS



The UN Resident Coordinator leads the planning process, consults with the national authorities on the JP concept and facilitates resource mobilization. Based on the information available at national level, s/he explores with the UN Country Team the feasibility of a joint programme on youth employment and migration and the value added that the different UN agencies could bring to the initiative. Resident Coordinators should maintain oversight of joint programmes in the country to ensure their smooth operations, including early resolution of issues that may arise across UN agencies.



✓ The design of the joint programme (both the Concept Note and the fully-fledged Document) should be carried out by a small group of programmers and specialists working in close consultation with national authorities. The group should comprise staff of the UN agencies that have technical expertise on youth employment and migration and experience in the project cycle. It is useful at this stage to have one UN agency taking responsibility to coordinate the design process.

✓ Both the Concept Note and the Joint Programme Document require reliable and updated information; clear logical sequence of activities, outputs and outcomes; well defined strategy and unambiguous implementation arrangement. Therefore, it is necessary to have a clear picture of what the joint programme will do and how to prepare the Concept Note. Leaving difficult issues aside to be sorted at formulation (or even during implementation) will simply delay and complicate the joint programme.

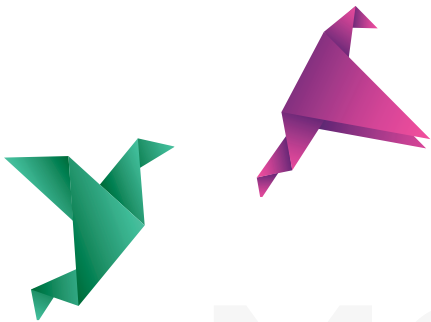
✓ The first task of the designers is to analyze youth employment and migration figures, review past and current policies, map the institutional and governance framework and assess whether a joint programme is the most appropriate form of assistance to tackle the priority problems identified. This can be done by answering the following questions:

- Is the extent of the youth employment and migration challenge such that can be tackled effectively only by the joining of efforts and resources of multiple partners?
- Are the policy areas involved so diverse to require technical expertise that is spread across the mandates of a number of national authorities and UN agencies (for example rural development, health, primary education)?
- Are the resources required to effectively address the challenge such that no single organizations can afford them alone?

MODULE 2:

Joint programme design

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
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MODULE 2

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Gather the information necessary to compile a situation analysis on youth, employment and migration;
- Identify the main youth, employment and migration challenges to be addressed.

RESOURCES



Sources of youth employment and migration information



Appraisal of national policies



Mapping of institutional frameworks



Baseline information



Youth participation



Information sources on youth participation

JOINT PROGRAMME DESIGN

The design of a joint programme on youth employment and migration comprises four steps:

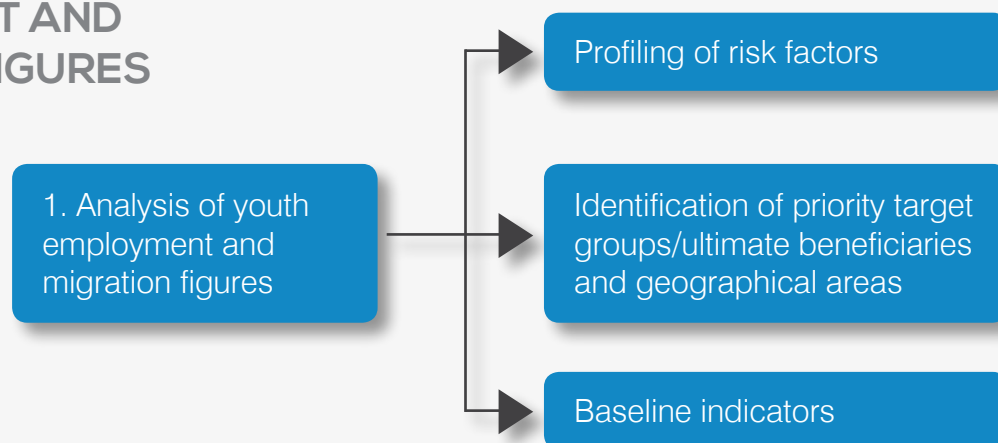
- 01.** Situation analysis,
- 02.** Joint programme formulation,
- 03.** Implementation planning, and
- 04.** Monitoring and evaluation plan.

The result of the design process is a joint programme proposal that has funding potential and provides a basis for joint implementation.

SITUATION ANALYSIS

The first stage of joint programme design is a situation analysis —. The analysis of youth labour market and migration figures; the review of national policies having an impact on youth employment and migration; the mapping of institutional arrangements; the identification of core problems and their cause/effect relationship.

STEP 1: ANALYSIS OF YOUTH EMPLOYMENT AND MIGRATION FIGURES



Analysis of the youth employment and migration situation relies on secondary sources of information (CCA, research carried out by national or international institutions, publications of the national statistical institute and other public agencies and so on) and, foremost, on consultations with government representatives and other stakeholders.

A situation analysis carried out during the design of a joint programme goes beyond simple fact-finding and involves the achievement of a consensus among the partners on the nature and extent of the problem to be addressed, on the population to be targeted and the geographical areas of interest.

The process starts with a desk review to screen the information that is available at national level on youth employment and migration.

A list of sources of information that can be tapped for this purpose is provided in the following example, while Annex 2 presents an example of situation analysis compiled by an MDG-F youth employment and migration Joint Programme. More information on the analysis of youth labour market and migration data is available in Module 6 (*Information on the youth labour market*) and Module 8 (*Policies and programmes for the management of youth labour migration*).



SOURCES OF YOUTH EMPLOYMENT AND MIGRATION INFORMATION

Basic labour market information on young people can be gathered through the following sources:

- The ILO web page provides links to a number of labour market data sources such as the Key Indicators of the Labour Market (<http://kilm.ilo.org/KILMnetBeta/default2.asp>) and the Global Employment Trends for Youth. The Youth Employment Knowledge Sharing Platform (<https://papyrus.ilo.org/YE/YEKSP/>) also provide a good source of information on youth employment data and related publications.
- The web pages of other international organizations that maintain statistical databases can also be useful. For example the World Bank socio-economic dataset (<http://data.worldbank.org/>) provides economic, education and labour market indicators. The World Bank country offices' web page provides a list of all publications that are country-related. Youth employment figures can be found in country economic memoranda, poverty-related publications and so on.
- The UNESCO Institute of Statistics maintains an online database on national education figures (http://stats.uis.unesco.org/unesco/TableView/document.aspx?ReportId=198&IF_Language=eng).
- The UNICEF web page provides links to country-based statistics on education, child protection, health and nutrition (<http://www.unicef.org/infobycountry/index.html>).
- The UNDP Human Development Report web page links to different country profiles (<http://hdr.undp.org/en/>) and gives access to national reports, where economic and social data can be found.
- Regional organizations (such as the European Bank for Reconstruction and Development, the Economic Commission for Africa and the Asian Development Bank) also publish reports or maintain databases useful for a preliminary country analysis.

- At national level, the main sources of youth employment data are national labour force surveys (LFS), other household based surveys and administrative records on labour and education. If the country conducts labour force surveys regularly, this information source should take precedence over others. Administrative data may be considered when no other data source is available. The web pages of national statistical offices, central banks, ministry of labour, education, economy and others often provide access to their respective dataset.

Information on migration can be gathered through the following sources:

- The OECD maintains a database on migration (<http://www.sourceOECD.org/database/OECDStat>) and publishes periodic International Migration Outlooks in OECD countries (destination countries) (<http://www.oecd.org/migration/>);
- The ILO provides access to data compiled on figures from national sources (<http://laborsta.ilo.org>). It also provides studies and researches on the topic (<http://www.ilo.org/public/english/protection/migrant/>);
- The World Bank periodically updates information by country on migration and remittances (<http://data.worldbank.org/data-catalog/migration-and-remittances>);
- The IOM web page provides fact and figures on international migration (<http://www.iom.int/cms/about-migration>).
- The main sources of migration figures are administrative records of both countries of origin (new permissions to work abroad; exit permits/emigration visas; data of recruitment agencies; new members of special insurance schemes); and destination countries (tax and social security registers; aggregate figures of recruitment agencies; total entries/immigration visas; total work permits issued) as well as population censuses and household surveys (in both origin and destination countries).

The first part of the analysis summarizes the recent key economic and social trends in the country. It presents available macroeconomic indicators and poverty figures and identifies the main development challenges the country is facing.¹⁰

This is followed by a review of youth labour market developments. The labour market performance of youth (15 to 24 or 29 years old, according to the national definition) is compared with that of adults (from 25 or 29 to 64 years old) and over time. The following labour market indicators – disaggregated by age group, sex, educational attainment and rural/urban divide – are necessary to compile a meaningful assessment:

- *Labour force participation rates;*
- *Employment to population ratio;*
- *Status in employment of young people;*
- *Employment by economic sector, part-time and fixed term employment, informal employment;*
- *Wages and other conditions of work;*
- *Unemployment rate.*



For the migration analysis, the basic figures needed are those of *outflow of labour migrants* by sex and age group; estimates on the *stock of labour migrants living abroad* (by sex, age-group and educational attainment, if available); and data on remittances (level and percentage over national Gross Domestic Product).

¹⁰ The key sources of information for this part of the analysis are the Ministry of Finance, Ministry of Economy, Central Bank and the national statistical office. This latter is usually the repository of all national statistics and key data on output, investment, prices, poverty, education and the labour market can be found in the periodic bulletins and/or publications.

LESSONS LEARNED

To assess the current situation, it is critical to set the background and rationale of the joint programme. During the technical review of JP proposals carried out under the aegis of the MDG-F youth, employment and migration window, the reviewers found the situation analysis of joint programme proposals to be largely weak or inadequate. Statistics on the youth labour market were often partial (e.g. focusing only on unemployment, even in countries with a large informal economies; not disaggregated by sex – thereby overlooking that young women and young men fare differently in the labour market) or were outdated. In addition, very few proposals were able to deal convincingly with migration issues.

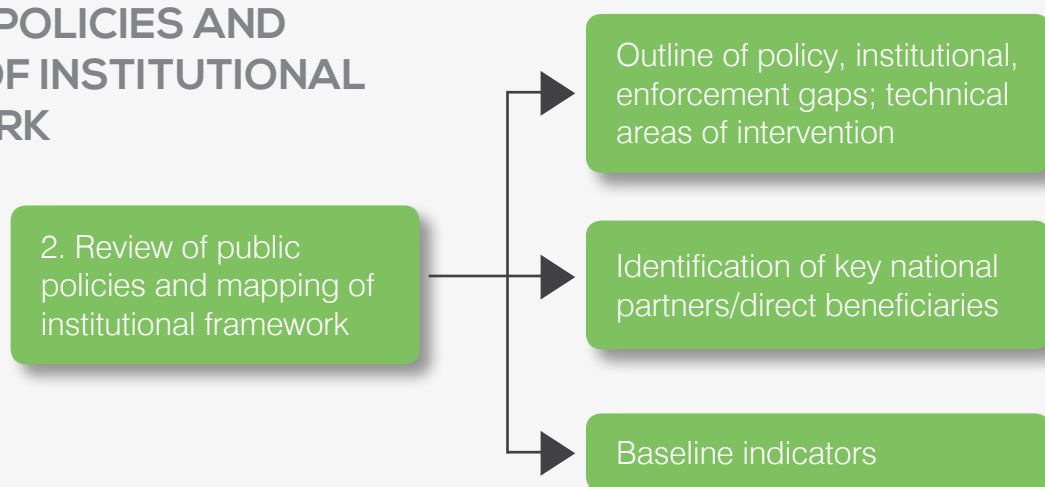


The returns of investing time and resources in conducting a comprehensive situation analysis materialize fully at the formulation stage, bringing clarity to the logical linkages between the problems to be tackled and the sequence of activities, outputs and outcomes of the joint programme.



A robust situation analysis allows one to: i) identify those individual characteristics likely to lead to social exclusion, poor labour market outcomes and irregular migration risks (e.g. the characteristics of the ultimate beneficiaries of the JP); ii) detect geographical areas where problems are more acute (e.g. the geographical scope of the JP); iii) set a reliable baseline to measure the progress and achievements made by the joint programme.

STEP 2: REVIEW OF NATIONAL POLICIES AND MAPPING OF INSTITUTIONAL FRAMEWORK



This part of the situation analysis reviews policies that have an effect on youth employment and migration outcomes. Starting from economic, labour market and migration analyses, it identifies to what extent past policies have affected the situation of young people and examines the policies the government intends to implement in the short to medium term.

This part of the situation analysis typically starts with a summary of macroeconomic policies (fiscal, monetary, investment, trade and private sector development policies) as these affect economic growth, labour demand, poverty reduction and generate/mitigate “push” factors leading young people to migrate. The assessment continues with health, education, training and lifelong learning policies, those that have an effect on the quality of human capital (i-e. labour supply). The review then proceeds to labour market policies and institutions (wage policies, employment protection legislation, unemployment benefit, social assistance, active labour market policies) and concludes with policies and institutions for the management of migration.

The policy documents to be screened for this part of the situation analysis range from predominant policy frameworks (such as poverty reduction or development strategies) to specific policy documents (such as a mid-term fiscal strategy, employment policy, education strategies, national health programmes, youth development policy, migration strategy and so on) to legislative instruments (government budget law, employment promotion law, labour code, law on foreigners and so on).

As the amount of information to be screened at this stage of the design process may be extensive, a simple checklist can be used to collect and organize the policy information available at national level. The checklist can be organized around questions to be posed to representatives of national institutions and agencies or around headings, as shown below.



APPRAISAL OF NATIONAL POLICIES

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Policy context and objectives	<ul style="list-style-type: none"> Challenges addressed by the policy and objectives to be achieved
Outcomes	<ul style="list-style-type: none"> Who benefits and who bears the cost of the policy What are the expected outcomes and how is progress measured
Targets and indicators	<ul style="list-style-type: none"> What are the targets of the policy and the mechanisms set for measuring their achievement
Consultation process	<ul style="list-style-type: none"> Who, or /which group, was consulted during the formulation process
Resources	<ul style="list-style-type: none"> Envisaged costs and the expected benefits of the policy
Monitoring and evaluation	<ul style="list-style-type: none"> Agency/body/institution charged with implementation Results of performance monitoring and/or evaluation (if available)

Source: adapted from Government of Ireland, Better Regulation Unit, *Revised Regulatory Impact Analysis (RIA) Guidelines*, 2010.

The policy review is accompanied by a mapping of the institutional and governance framework of the host country to identify roles and responsibilities for the promotion of youth employment and the management of migration.

A simple institutional mapping template is offered on page 37. The information gathered through this exercise is usually sufficient to understand the mandate of the different institutions and to highlight coordination gaps across institutions at national and local level, and between these and other stakeholders (for instance enterprises, civil society organization and so on). Institutional mapping is useful to identify the direct beneficiaries of the joint programme, for drafting the management and coordination framework as well as to plan the capacity building activities the JP will have to undertake to achieve its outcomes. The CEB Toolkit checklist (country level application) is particularly useful at this stage of the analysis to map national policies and institutions (Parts A13, A14 and A15).

LESSONS LEARNED



The screening of JP proposals carried out under the aegis of the MDG-F found that many proposals failed to include substantive information on current public policies and programmes as well as on the relevance, effectiveness and lessons learned from their implementation, which made it difficult to assess the adequacy of interventions proposed.



The information collected through the review of policies and institutional mapping should be complemented by information gathered through structured interviews with key informants (staff and managers of the national/local authorities/agencies). This latter exercise allows to confirm the priorities the government intends to pursue and to align the interventions to be deployed by the joint programme towards the attainment of such priorities.

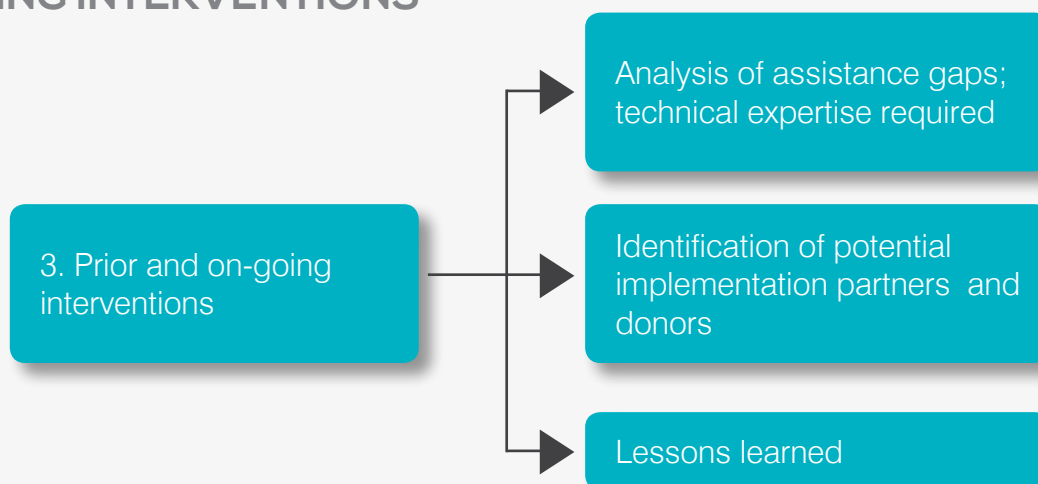


MAPPING OF THE INSTITUTIONAL FRAMEWORK

- Which are the lead ministries and/or national agencies responsible for youth employment and for the management of migration?
- What other ministries and/or central government agencies are dealing with youth employment and/or migration?
- What are the coordination mechanisms deployed by central and local institutions dealing with youth employment and migration? How are policies and programmes on youth employment and migration implemented at the local level?
- What is the role played by employers' and workers' organizations in the governance of the youth labour market? Do they have specific initiatives promoting youth employment (e.g. organization and representation of young entrepreneurs and young workers) and/or services for young potential migrants?
- What is the role of national and international non-governmental organizations in dealing with youth employment and migration initiatives?
- How are non-governmental organizations, especially youth associations, involved in the policy development process? Are there specific government institutions supporting their work and channelling their concerns into government decisions?
- What are the main problems relevant to youth employment and migration that emerge from the analysis of the institutional framework and coordination mechanisms?

Source: Adapted from Gianni Rosas and Giovanna Rossignotti, *Guide for the preparation of national action plans on youth employment*; ILO, Geneva, 2008.

STEP 3: PRIOR AND ON-GOING INTERVENTIONS



This part of the situation analysis serves to identify the already ongoing interventions, and those planned, the resources invested/to be invested and the institutions and agencies responsible for implementation.

More importantly, this part of the analysis serves to: distil lessons learned from the implementation of interventions that can be useful to shape future actions; avoid duplication of efforts; and create synergies/improve coordination among providers of development assistance.

The analysis of prior and ongoing interventions also serves to map potential partners for resource mobilization purposes (see Module 4 *Joint resource mobilization*).

TIPS

- ✓ The information collected at the situational analysis stage needs to be sufficient to provide a baseline, e.g. the indicators against which the achievement of the joint programme outcomes will be measured. Without a solid baseline, it becomes impossible to monitor progress and evaluate the results of the end of the joint programme.
- ✓ If the data needed are lacking, the running of an ad hoc survey on youth employment and migration should be considered, either during JP formulation or at the inception phase (in this case, such survey generates the figures needed to establish the monitoring and evaluation framework of the joint programme).
- ✓ If the situation analysis identifies particular areas or regions of the country which are more exposed to youth employment and/or migration problems, this issue needs to be investigated further to understand whether the joint programme needs to focus direct assistance on these areas. The most reliable source of data to carry out this type of analysis is a combination of survey (household-based, if at this level of disaggregation data are reliable) and administrative figures (population records maintained by the municipalities, register of social assistance beneficiaries; records of the Public Employment Service, Labour Inspectorate, Social Security Institutes and so on).



PROBLEM ANALYSIS

This step in the joint programme design process is geared to identify the main problem(s) affecting the target population/group and its (their) causes. Once the cause-effect relation of the problem is clear, the formulation of strategies to tackle it becomes easier.

A problem analysis explores the chain of events that cause the observed effect with the aim of isolating the root cause. For example, high levels of informality among young workers (effect) may be caused by their low productivity due to a limited skills base and/or lack of work experience (cause). A relevant intervention strategy, therefore, would address the limited skills base and the lack of work experience of young people to reduce their engagement in the informal economy.

The information required to analyse the key challenges facing young people is generally spread among various stakeholders. Their inclusion in the information-gathering process, therefore, allows one to gain a clearer insight into the extent of the problems to be addressed. When available information is not as complete as it should be, a planning workshop can be organized to achieve consensus on the problems and their cause/effect relation, and to frame the role and responsibilities of individual UN agencies and national/local partners.

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LESSONS LEARNED



Two important lessons learned were drawn during the MDG-F screening process of JP proposals on youth employment and migration:



The first lesson learned related to the capacity of the private sector to expand growth and job opportunities for young people, which was grossly overlooked. Many proposals did make reference to entrepreneurship programmes, enterprise development and some included public-private partnerships. However, hardly any joint programme suggested paths to tap into the potential of the private sector as a major engine for job creation for youth, and few linked the joint programme approach to specific economic sectors with higher youth employment elasticity.

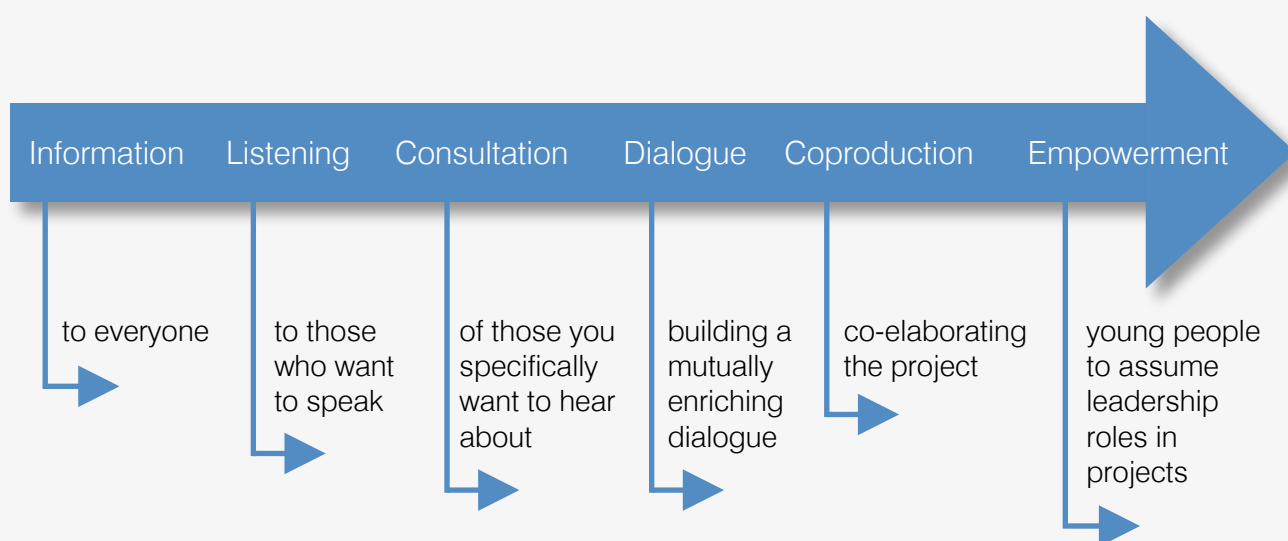


The second lesson learned regarded the quality of employment for young workers. Even in proposals from countries with large informal economies, the diagnosis and proposed interventions tended to place excessive emphasis on unemployment and pre-employment interventions, with little or no attention to measures to upgrade the poor working conditions to which many young people were exposed.

A corollary of these lessons is that joint programme proposals should carefully examine all factors leading to poor labour market outcomes and migration risks, namely demand-side factors (unfavourable macroeconomic environment, low economic growth or jobless growth paths, constraints to private sector development, prevalence of low-productivity sectors); supply-side factors (low educational attainment and skills levels, non-responsiveness of the education and training system to labour market requirements, health risks and so on); but also conditions of work and their determinants (prevalence of the informal economy, low wage levels, poor enforcement of labour protection legislation and so on). These factors will also help to explain the “pull” and “push” factors leading young people to migrate in search of better employment opportunities.

TIPS**Youth participation**

Engaging youth means to work for youth (as beneficiaries of the intervention) and with youth (as partners) in joint programmes that are shaped by youth. This calls for the involvement of young people in the formulation, implementation, monitoring and evaluation of the joint programme. Youth participation is a process that encompasses:



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During a joint programme design, the following tools can be helpful to ensure that young people have a say in the shaping of the JP:

- **Surveys** (either face-to-face, by phone or through focus groups) can be implemented to collect information or to get young people's views about their problems and how to address them.
- **Dialogue groups** (with young people, youth organizations, youth sections of employers' and workers' organizations carried out face to face or through an **online discussion platform**) can serve as a means to brainstorm the main problems young people face in the labour market and identify their causes. The findings can then be included in the problem analysis.



INFORMATION SOURCES ON YOUTH PARTICIPATION

There are a number of tools available (guides, handbooks, toolkits) to design effective youth participation strategies. A selection is hyperlinked below.

- Ask First! Northern Ireland Standards for Children and Young People's Participation in Public Decision Making Participation Network, Northern Ireland
- Authentic Youth Civic Engagement: A Guide for Municipal Leaders National League of Cities Institute on Youth, Education and Families
- Building Effective Youth Councils: A Practical Guide to Engaging Youth in Policy Making (executive summary) Forum for Youth Investment, United States
- Building Effective Youth Councils: A Practical Guide to Engaging Youth in Policy Making (full report) Forum for Youth Investment, United States
- Children and young people's involvement in formal meetings: A practical guide Participation Works Partnership, United Kingdom
- Engaging children and young people in community planning The Scottish Executive
- Engaging Youth: A How-To Guide for Creating Opportunities for Young People to Participate, Lead and Succeed Sierra Health Foundation, United States
- Get Youth on Board Toolkit: Establishment of Structures for Youth Participation & Youth Promotion German Society for Technical Cooperation
- Get Youth on Board Toolkit: Youth Participation German Society for Technical Cooperation
- Involving Youth in Public Policy California Adolescent Health Collaborative, United States
- Mentoring Youth for Success on Boards and Commissions Article from Youth Leadership Institute's Young Active Citizens curriculum, United States
- Organizational Assessment Checklist Based on "14 Points: Successfully Involving Youth in Decision Making" from Youth on Board, United States
- Participatory Evaluation with Young People University of Michigan School of Social Work, Program for Youth and Community
- Revised European Charter on the Participation of Young People in Local and Regional Life "Have Your Say" manual Council of Europe
- Revised European Charter on the Participation of Young People in Local and Regional Life "Have Your Say" manual, plain language edition Council of Europe
- Say Y.E.S. to Youth: Youth Engagement Strategies Pennsylvania State University Cooperative Extension
- Setting Standards for Youth Participation: Self Assessment Guide for Governance & Programmes International Planned Parenthood Foundation
- The National Child Participation Guide for Uganda Uganda Ministry of Gender, Labour and Social Development
- Toolkit for Youth Participation in Urban Policies URBACT Young Citizens' Project, Europe
- Working Together: A Guidebook for Training of Trainers on Mainstreaming Children's Participation Child Workers in Asia Foundation

MODULE 3:

Joint programme formulation

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE

MODULE 3



LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Formulate a joint programme strategy and outcome(s);
- Design SMART outputs and main activities;
- Draft an implementation plan and budget;
- Delineate management and coordination arrangements;
- Outline a monitoring and evaluation plan.

RESOURCES



Selecting a joint programme strategy



Joint programme work plan and budget



Sustainability factors



Main budget categories



Joint programme results framework



Joint programme risk matrix



Analytical framework to assess public institutions



Joint programme monitoring plan (formulation stage)



Capacity building indicators



Joint programme technical content and logic

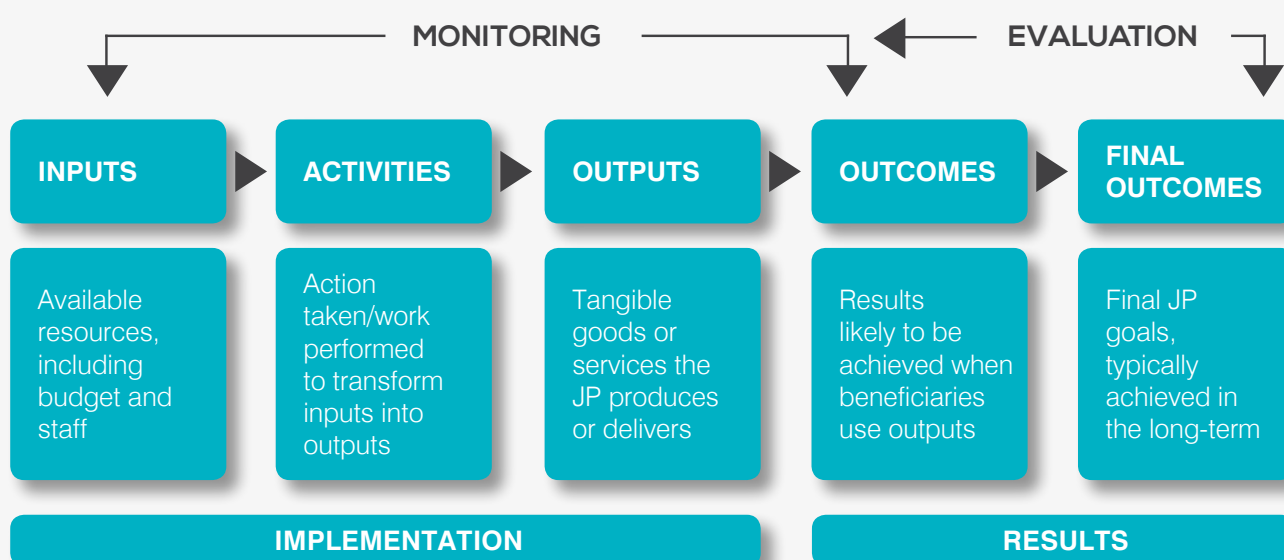


SMART outputs

JOINT PROGRAMME FORMULATION

The formulation stage builds on the information supplied by the situation analysis and develops it into a joint programme proposal that includes a result framework (log frame). This framework shows – though a causal chain – how the joint programme will address the problems identified in the situation analysis through hierarchically-organized outcomes, outputs and activities. The causal chain outlines how the sequence of inputs, activities and outputs, for which the joint programme is directly responsible, will attain specific outcomes (objectives), and which, in turn, will contribute to the achievement of the overall aim (see figure below).

JOINT PROGRAMME RESULT CHAIN



At the level of outputs and outcomes, the logical framework has a set of indicators to measure progress from the initial baseline. The means of verification (e.g. how indicators are measured, the sources of information to be used and the frequency of data collection), and the main assumptions and associated risks, complete the framework. These latter are summarized in the monitoring and evaluation plan.

The JP formulation phase requires:



- The definition of the strategy the joint programme will deploy to tackle the problem(s) identified;
- The development of a result framework;
- The design of indicators and targets to measure progress and the extent of achievements;
- The establishment of management and coordination arrangements; and
- The outline of a monitoring and evaluation plan.

JOINT PROGRAMME OUTCOMES AND STRATEGY

Once the core problem(s) have been identified and their cause/effect relationship understood, the potential impact of the joint programme can be determined. The problem(s) identified – which is the effect of a number of causes – is reversed and becomes the outcome(s) to be achieved.

The outcome describes the specific changes that the joint programme is expected to bring about, in the quality and quantity of the services provided, and/or the way in which they are delivered by the direct recipients. It is described as a target (result) to be achieved, rather than actions to be taken. The UNDAF outcomes (or other predominant outcomes on which the joint programme is based) describe the higher level objective to which the joint programme aims to contribute.

The selection of a specific implementation strategy depends on the nature of the youth employment and migration problems to be addressed, its causes, the comparative advantage of joint UN agencies' action and the wider national policy context. The problem analysis generally points to a number of different strategies, all of which need to be considered to select the best approach, (i.e.) the most effective, feasible and affordable). The lessons learned in the implementation of prior or on-going interventions usually provide alternative approaches that may be considered. A simple way to decide between different JP strategies is to check them against the following criteria.



CHECKLIST TO SELECT A JOINT PROGRAMME STRATEGY

Relevance	<ul style="list-style-type: none"> Is the strategy relevant to the outcomes of the JP, has the problem been identified, together with its cause.
Impact	<ul style="list-style-type: none"> Will the impact of the strategy on the target group (direct and ultimate beneficiaries) be higher, the same or lower than other approaches?
Effectiveness and efficiency	<ul style="list-style-type: none"> Is the strategy the best possible means to achieve the end results? Are there alternative strategies that can deliver the same results at lower costs and/or in less time?
Sustainability	<ul style="list-style-type: none"> Does the strategy ensure that the results attained will last in the medium to long term?

The strategy needs to set down those factors that will ensure the sustainability of the joint programme's interventions. This kind of programme is sustainable only when it continues to deliver benefits to beneficiaries and/or constituencies for an extended period of time after financial assistance has been terminated.

Hence, sustainability refers to, and it is measured by: i) continual delivery of project goods and services i.e. a share of JP-initiated goods/services still being delivered well after the joint programme's end); ii) advancement of the changes initiated/caused by the joint programme; iii) generation of new initiatives caused by/resulting from the joint programme (see checklist on the next page).



CHECKLIST OF SUSTAINABILITY FACTORS

01. Relevance	<ul style="list-style-type: none"> Consistency of joint programme objectives with national, local and sectoral priorities. It refers to the quality of the JP's design in meeting needs and constraints in the implementing country.
02. Participation/ Involvement of partners and ownership	<ul style="list-style-type: none"> Level and degree of involvement of the community, national partners, local representatives and other groups with a stake on youth employment and migration. Involvement fosters ownership and motivation, and builds capacity, thus adding value to JP delivery.
03. Financial viability, value for money	<ul style="list-style-type: none"> This refers to the financial viability of JP-induced products and services: when the investment required to maintain them exceeds returns, they are unlikely to be sustained at JP's end. When a joint programme pilots new initiatives, initial investment costs tend to be high. In these instances, sustainability refers to the capacity of the JP to secure adequate resources by tapping alternative sources of funding until economy of scale can be exploited. When negotiating a joint programme, therefore, it is good practice to envisage cost-sharing mechanisms (in cash or in kind) with national/local partner to increase ownership and participation.
04. Effective management, adequate monitoring	<ul style="list-style-type: none"> This refers to the joint programme management arrangements – e.g. is the implementation period realistic? Is there a well- defined implementation plan with distinct functions and responsibilities? (A clear distribution of roles and responsibilities between the partners develops confidence and favours ownership).
05. Post- implementation operation and maintenance	<ul style="list-style-type: none"> This is the management support (either by national partners or the community or both) required after the end of the programme.. Quite often joint programmes tend to encounter sustainability problems due to weak or inadequate support. This can be improved by identifying beforehand which actors could provide support and obtain some kind of formal agreement for future operations and maintenance.

LESSONS LEARNED



In terms of strategy selection, the MDG-F screening found that joint programme proposals often failed to reflect a full understanding of the integrated approach supporting an effective strategy to promote employment for young people. Many proposals focused exclusively on labour supply interventions, failing to acknowledge the importance of matching those with appropriate demand-side measures in order to achieve sustainable results.



Many proposals emphasized national and general measures and actions rather than clearly focusing on well-defined regions and geographical areas where innovative interventions could be tested prior to their being used.



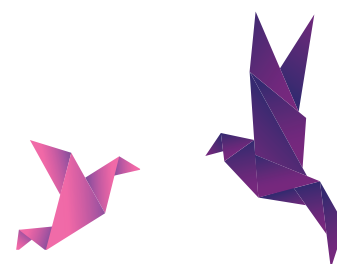
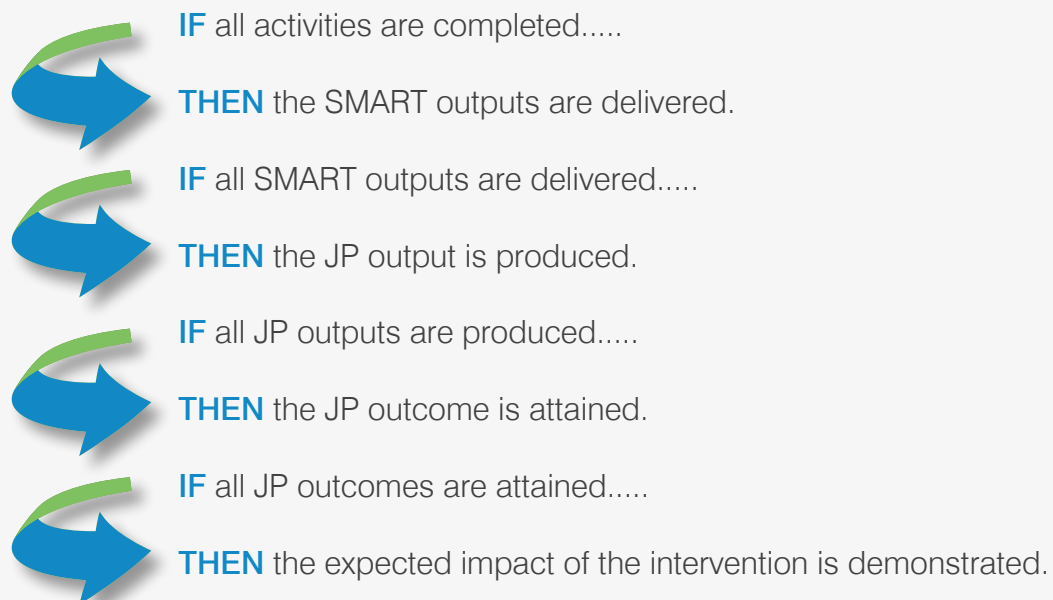
A joint programme strategy needs to be credible and include all the elements of sustainability and scalability, i.e. giving a clear indication of how the intervention will be continued by national partners at the end of the programme and how the lessons learned during implementation will inform the increase/continuation of activities.

JOINT PROGRAMME OUTPUTS AND ACTIVITIES

The outputs are the result of JP activities, i.e. the services or products for which the joint programme is responsible.. Outputs should be described as precisely as possible and in quantifiable terms. Output equals production.

Activities are tasks to be undertaken in order to achieve the expected outputs. Typically, a Joint Programme Document lists only the main activities (with more details offered in annual work plans), the sum of which should result in the achievement of the SMART outputs (the targets of the joint programme).

The achievement of all the SMART outputs realizes the relevant joint programme output (product). The outcomes, outputs and activities – together with the UNDAF principal outcomes – form the result framework, i.e. the matrix that provides a summary of the internal logic of the programme. The presentation of JP information in a result framework allows the reader to visualize the linkages within the programme structure and test its logical consistency, as well as confirmation of the collaboration that is generated by the different UN agencies and national partners working together. The internal logic of the JP dictates that:





JOINT PROGRAMME RESULTS FRAMEWORK

UNDAF OUTCOME:
This is the UNDAF overarching outcome the specific JP outcome listed below is expected to contribute to.

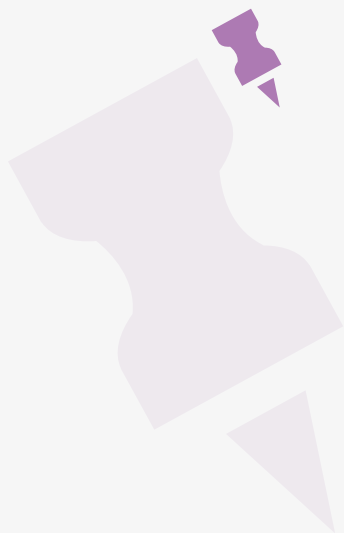
The JP outcome needs to be stated as a result to be attained. For example: Youth employment is a priority of the National Development Strategy (NB: use verbs in the present tense to convey the idea of result).

Joint Programme Outcome 1:

JP Outputs	SMART output	Responsible UN agency	Implementing partner	Indicative activities	Resource allocation and timeframe			
					Y1	Y2	Y3	TOTAL
<p>JP Output 1.1.</p> <p>Outputs describe the “products” the JP is responsible for delivering. For example: The knowledge and migration improved to inform the formulation of the National Development Strategy.</p> <p>Indicators</p> <p>Indicators are concise, quantitative and/or qualitative measures of performance. They serve to quantify change in terms of variations of a specific value (number, mean, median or percentage). For example: Number of youth employment policy targets included in the National Development Strategy.</p> <p>Baseline</p> <p>The baseline provides the value of each indicator at the time of JP formulation. For example: There is no measurable target on youth employment in the National Development Strategy.</p>	<p>SMART (specific, measurable, achievable, relevant and time-bound) outputs represent the targets to be achieved through the implementation of activities. For example: 15 statistical indicators on youth employment, informal employment and migration developed and used for policy-making purposes by the end of the first year of the JP. The achievement of all SMART outputs should result in the production of the JP output listed on the left.</p>	<p>This column indicates the UN agencies that, jointly with the implementing partners, are responsible for implementing the activities and delivering the SMART output listed on the left.</p>	<p>This column lists the national partners that, jointly with the UN agencies, are responsible for implementing the activities.</p>	<p>Activities indicate the sequence of the main tasks to be undertaken to achieve the SMART outputs. For example: Implement a school-to-work survey to collect data on informal employment and migration flows of young people.</p>				

These columns contain the JP implementation plan, e.g. the schedule of main activities and the budget required annually to carry them out.

TIPS

**Youth participation**

During the preparation of a joint programme, the organization of a **Youth Forum** could give young people an opportunity to express their ideas, opinions and needs. If well-structured, this tool can provide ideas on strategy to be deployed as well as on outputs to be produced and activities to be implemented.

INDICATORS AND MEANS OF VERIFICATIONS

Indicators are defined in terms of quality and quantity to measure the extent of the products delivered by the joint programme. They need to be SMART, namely ***specific*** (related to the conditions the joint programme seeks to change); ***measurable*** (either numerically or in terms of ranking or preferences), ***achievable*** (at a reasonable cost), ***relevant*** (with regard to the outcome of interest), and ***time-bound***.

The most difficult indicators to formulate are those related to capacity building, as they typically require an assessment of the functioning and level of capacity of complex organizational units. The analytical framework on page 56 offers an adaptable example.



ANALYTICAL FRAMEWORK TO ASSESS PUBLIC INSTITUTIONS

<p>01. Policy and strategy</p>	<ul style="list-style-type: none"> • Review the main objectives of the organization policy and strategy. Are the strategic objectives of the organization clearly formulated? What major changes are envisaged in the medium- to long-term? • Analyze the legal framework that regulates the organization status, activities and relations with other institutions. What are the major external factors affecting the organization? • How effective is the management style of the organization? How strategic planning is carried out? How are the policy objectives translated into an organisational work-plan? How is this monitored? How is the planning process related to the budgeting and resource mobilization processes? • Does the organization cooperate with other institutions? Which mechanisms are used?
<p>02. Organizational structure and functions</p>	<ul style="list-style-type: none"> • Appraise the mandate, structure and organization, as well as the financial and human resource levels. • What functions are carried out by the organization? What are the key activities? What have the major changes been in the mix of activities in the last few years? Are policy responsibilities separated from operational structures? • For each function, what are the key performance indicators and how do they align with the strategic vision of the organisation? What is the level of effectiveness and impact? What specific actions have been taken to improve performance? • Analyse the management system used by the organization. How are policy and management decisions made and communicated to different units? Is there a strategic planning or similar process in place? What are the major sources of information and how is information collected, processed, circulated and used?
<p>03. Human Resources</p>	<ul style="list-style-type: none"> • Assess the human resource structure and staffing levels. Is the number, and the staff qualifications adequate to achieve the objectives? What are the major issues in human resource management (i.e. motivation, turnover)? • Review the relevance and efficiency of the distribution of functions among staff. Does the staff have distinct occupational roles and functional responsibilities? Do officials operate on the basis of clear, written job descriptions in line with their current responsibilities? • Are there established human resources management procedures? Are they consistently applied? Review the human resource development programmes of the organization.
<p>04. Financial resources</p>	<ul style="list-style-type: none"> • Appraise the adequacy of financial allocation and its distribution to the various groups • How is the annual budget established? Are existing financial procedures adequate? To what extent do allocated resources meet functional and organizational needs?



CAPACITY BUILDING INDICATORS

- The organization's legal framework, policies, rules and procedures provide a coherent reference for operations.
- Appropriate facilities and equipment are available to support the organization's operations.
- The organizational structure meets efficiency and control requirements.
- Organizational sub-systems for administration, service and programme delivery, financial management, and other operations work efficiently.
- The institution has competent staff in all key positions.
- Opportunities exist for staff professional development and on-the-job training.
- Staff is held accountable for getting work done according to clear performance standards.
- Recruitment and promotion policies provide for internal and external staff growth.
- The institution has access to resources in line with planning budgets.
- Effective financial management and accounting procedures are in place.
- Budgets are used as planning and monitoring tools.
- The management style of the organization is participatory and enabling.
- There is effective delegation of management responsibility to second-level managers.
- Appropriate communication channels exist with other institutions.
- The institution maintains reliable evidence of the degree of client/constituent satisfaction.
- The institution has structures of accountability to clients and constituents.
- The scope of programmes/services is appropriate to the organization's financial and management capabilities.
- Programme/service outcomes are measured and documented.
- The organization possesses appropriate economic, sector and market analysis capability.

Source: Adapted from UNDP, *Measuring capacities: An illustrative catalogue to benchmarks and indicators Bureau for Development Policy*, September 2005
<http://www4.worldbank.org/afr/ssatp/Resources/HTML/Gender-RG/Source%20%20documents/Tool%20Kits%20&%20Guides/Monitoring%20and%20Evaluation/TLM&E5%20Measuring%20Capacity.pdf>

INDICATORS AND MEANS OF VERIFICATIONS (cont.)

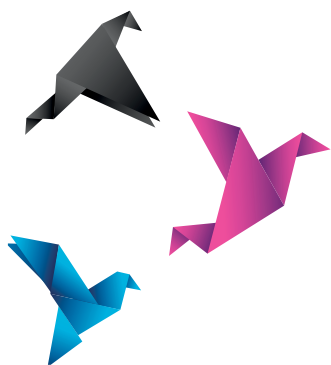
Performance indicators are necessary for both Concept Notes and Joint Programme Documents. These latter also require indicators at the level of joint programme outcomes. Indicators at the level of activities are not necessary at the formulation stage, but are useful during implementation.

There should not be too many Indicators and, when taken together, they should describe the effects of the JP intervention. They should be relatively easy to track and measure, i.e. there is a trade-off in terms of cost and time required to collect information and verify the usefulness of an indicator. The means of verification have to be reliable and accessible. As far as possible, those responsible should rely on official sources of information (e.g. secondary sources rather than primary sources of information as the latter are more time consuming and costly to collect). The means of verification, together with an indication of the method to be used for the collection of information and the responsible party (ies) are summarized in the joint programme monitoring framework.

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BASELINE

The baseline is information – quantitative or qualitative – that provides data on the indicators directly affected by the joint programme at the time of its formulation (e.g. it is gathered during the youth employment and migration situation analysis). As a rule of thumb, if there is no baseline data available for a specific indicator, either the indicator should be redesigned or the necessary figures should be collected by the joint programme through primary research. More information on baseline data and performance indicators is available in Part 3 of this training guide.



TIPS

- ✓ The SMART output defines the target (i.e. the value a specific indicator will take in a specified period during the implementation of activities) while indicators are the unit of measure used to compute the change from the baseline over time.
- ✓ Indicators are usually expressed as number, share, median, average, percentage, while targets are expressed as a value of the same measure. For example, if the indicator is “Number of one-stop-shops providing information on safe migration opportunities to youth 15-24”, the SMART output may read “At least 5 one-stop-shops provide information on safe migration opportunities to youth 15-24”.
- ✓ Indicators need to be few, easy to track, be clearly expressed and, most importantly, able to capture the content of the output and outcome specified.

IMPLEMENTATION PLAN AND BUDGET

The implementation plan and budget is included in the joint programme result framework (last column on the right in the template shown above) with indications on when the main activities will be carried out and their approximate costs. The formulation stage also envisages the development of the first year workplan (typically appended as an annex).


The workplan, to be revised at the programme start-up, indicates in which quarter of the year activities will be implemented and the human and financial resources required (a template of quarterly workplan is offered on the next page).



JOINT PROGRAMME WORK PLAN AND BUDGET

Annual Targets	Activities	Time Frame				UN Agency	Responsible Party	Planned Budget	
		Q1	Q2	Q3	Q4			Source of Funds	Budget Description
UNDAF OUTCOME:									
Joint Programme Outcome 1:									
JP Output 1.1.	Activity 1.1.1.								
Targets:	<p>The UNDAF outcome the JP contributes to.</p> <p>The joint programme outputs as stated in the result framework.</p> <p>The "targets" are the SMART outputs listed under each of the joint programme outputs.</p>	<p>The JP Outcome as formulated in the result framework.</p>	<p>Responsible national/local partner</p>	<p>Responsible UN agency.</p>	<p>Indicate the source of funding.</p>	<p>This column is used to list the budget items that will be needed to implement the activities and achieve the targets (see example below).</p>	<p>Estimated amount for each of the budget item listed.</p>	<p>National Project Officer (NPO) Administrative Assistance International Consultants Mission HQ experts Contracts Training Translation Office Equipment Other Office Expenditures Agency Management Costs (7%) Total</p>	<p>\$ 5,000 \$2,000 \$5,000 \$3,000 \$20,000 \$8,000 \$2,000 \$1,500 \$500 \$3,290 \$50,290</p>

Given the differences in the financial rules and procedures applied by the various UN agencies, it is better to agree upon broad budget categories that all UN Agencies can use and that are easily understandable for national partners. These budget categories may include the items shown in the example below.

 MAIN BUDGET CATEGORIES	
Staff	<ul style="list-style-type: none"> A distinction should be made between national and international staff and between professional and administrative support staff. For all staff the ICCS salary scale applies (http://icsc.un.org/secretariat/sad.asp?include=ss).
Consultants	<ul style="list-style-type: none"> This budget category should distinguish between national and international consultants. Ideally, all participating UN agencies should agree on the same daily fee to be applied to both categories of consultants.
Travel	<ul style="list-style-type: none"> This category groups: i) travel of UN staff and representatives of national/local partner institutions within and outside the country; and ii) mission costs of experts of UN Agencies from headquarters.
Contracts	<ul style="list-style-type: none"> This budget item groups the contracting for work and services to private or public providers.
Training	<ul style="list-style-type: none"> This category includes in-service training, fellowships and study visits as well as seminars and conferences. For training to be conducted at national level, UN participating agencies should agree on standard costs to be applied by all.
Equipment	<ul style="list-style-type: none"> This category includes items such as office furniture, telecommunications equipment, computers and other related equipment, vehicles, etc.
Miscellaneous	<ul style="list-style-type: none"> This includes miscellaneous costs for operations, reporting and publications.

LESSONS LEARNED

The screening process of the MDG-F window on youth employment and migration revealed that many proposals had overestimated budgets. Sometimes the budget information was incomplete. In addition, many budgets seemed to prioritize costs for personnel, consultants and equipment, and allocate less resource to achieve concrete results and clear outcomes for the direct beneficiaries of the JP.



A good rule of thumb is not to exceed 25 per cent of the budget invested in administration and operational costs. To keep within this range, it is necessary to make sure that the staff running the JP has both management and technical expertise in the areas encompassed by the joint programme. In countries with more than one joint programme, the possibility of creating a unique joint support unit should be considered to minimize operational and administrative costs.



UN participating agencies should agree on the standard costs to be applied by the joint programme for budget items such as national and international consultants and training, so that all agencies apply the same costing criteria.

RISKS AND ASSUMPTIONS

Assumptions are external factors, e.g. outside the direct control of the joint programme, which are crucial to properly undertaking the activities and achieving outputs and outcomes. In a joint programme framework, only those assumptions that are important should be included. Assumptions should be formulated as the achieved desired situation – in this way they can be verified and measured. Lower probability (i.e. higher risks) can be tolerated only with less important assumptions. For the most important assumptions, risks must be low (or medium). If the risk is high and its occurrence likely, the joint programme is unlikely to succeed and needs to be re-designed, either by adopting an alternative strategy or by expanding its activity to control or influence the critical external factors. Risks are listed in a separate matrix as shown in the next example, while assumptions are listed in the Monitoring Framework.



JOINT PROGRAMME RISK MATRIX

Risks	Probability (H,M, L)	Impact (H,M,L)	Effect on the JP	Mitigation strategy
High staff turnover staff within partner institutions and agencies.	Medium	Medium	Delays in the design and approval of the policy and legal instruments envisaged by the joint programme.	The human resources development approach of the joint programme will be negotiated with central and local governments so that they commit to job tenure of civil servants, particularly those involved in JP implementation. This will imply that: a) human resources are made available to implement the JP, and b) necessary measures are taken to minimize the turnover of civil servants in the short- and medium-term.
The private sector does not participate in private-public partnerships (PPPs) for youth employment.	Low	High	Private sector does not hire JPO beneficiaries and employment targets fail to be achieved.	To reduce the risk associated with lack of participation of the private sector in forging and implementing the PPPs, the JP will initially rally support from the signatories of the Global Compact. It will also adopt a participatory approach in the identification of the needs and interests of enterprises in hiring young people. Finally, the JP will develop a broad portfolio of youth employment projects to be submitted to private enterprises so that they can choose to support those for which they have more interest.

MANAGEMENT AND COORDINATION ARRANGEMENTS

This part of the Joint Programme Document elaborates on the division of responsibilities between the participating UN agencies and the national/local partners for the implementation of activities, management of funds, coordination and review of programme results.

It is at this stage that the JP shows the value added of the integrated efforts between the various UN agencies, and also between UN agencies and national partners, building on their respective strengths and identifying clear accountability for the delivery of outputs.

The management structure of a joint programme typically includes a Steering Committee (responsible for overseeing implementation and ensuring that the joint programme is managed appropriately), a Programme Manager who reports to the Steering Committee and a technical (management) team responsible for implementing the activities.

The JP Steering Committee comprises the representatives of the signatories to the Joint Programme Document, i.e. the implementing national and local government counterparts and the participating UN entities. Employers' and workers' organizations, civil organizations, citizens' groups, and the private sector may also be invited as observers. In instances where the joint programme has a number of national institutions/agencies involved, the Government may decide to have a lead ministry/national partner manage the joint programme and represent the government on the Steering Committee. The appointment as chair of the Steering Committee of the national ministry that plays the role of donor coordinator (usually the Ministry of Economy, Planning or Finance) may facilitate local resource mobilization from various donors.

The Lead ministry/national partner is also responsible for coordinating the activities of national/local governmental partners as well as managing and monitoring the joint programme. Normally, the Steering Committee is chaired by the host government (lead ministry, if one is appointed). In some instances the chair position is filled by the UN Resident Coordinator.

Often during the formulation of joint programmes, a UN agency is identified to lead this collaborative effort, playing a key role in coordinating and incorporating the contributions of all the partners. During implementation, the lead UN agency can take the responsibility for coordinating the implementation of joint programme activities and the delivery of outputs on the side of the UN agencies (appointment of the Joint Programme Manager).

LESSONS LEARNED



The screening process of the MDG-F youth, employment and migration window revealed that many proposals involved large UN teams. Even when this was not the case, the value added of a UN inter-agency endeavour was not always clear. In general, proposals involving many agencies were found to lose focus and to lack leadership and accountability. In several cases, interventions by the different agencies seemed to be just the sum, or a combination of actions that agencies could have undertaken on their own rather than a real joint effort.



“Fake” collaboration and partnership across UN agencies should be avoided because it will not pay off (especially during implementation). It is necessary to look for partnerships where participating UN agencies are genuinely willing to work together, building on their respective mandates and through an appropriate division of work.



When asked to distil the lessons learned in working together, the representatives of the national teams that implemented the joint programmes on youth employment and migration around the world, indicated the following as critical:

- Strong leadership, commitment and ownership of national and local partners is an essential element of success for joint programmes as it ensures that the results achieved become long-lasting;
- Individual UN agencies should overcome “business as usual” attitudes to deliver the expected results. As a consequence, a certain degree of flexibility and adaptability is necessary for effective implementation;
- An inter-agency and inter-institutional work model agreed since the onset of the joint programme is of the essence. This implies that the role and responsibilities of partners institutions and implementing UN agencies be clarified as early as possible during the joint programme formulation process.

TIPS



Although the optimal number of UN agencies in a joint programme will depend on the type of interventions to be deployed and the technical expertise required, the larger the UN team, the more difficult the coordination of activities and the less visible the value that each brings to the programme.



The involvement of UN Agencies in a joint programme on youth employment and migration could be based on a number of criteria, such as:

- Commitment of human and financial resources;
- Overall mandate and strategic focus (specially at country level);
- Technical expertise, ability and capacity to deliver on youth, employment and migration areas;
- Engagement at national level with governmental and non-governmental partners in the youth, employment and migration areas.



The non-residential status of a UN agency should not be an obstacle to participation in a joint programme. However, experience shows that, when a non-residential agency cannot guarantee a regular presence in the country (for example through an ongoing technical cooperation project), this can limit its full participation in the management and coordination structures of a joint programme.

MONITORING AND EVALUATION FRAMEWORK

The result framework provides the starting point for the design of the joint programme monitoring and evaluation system.

MONITORING PLAN

There are two levels of monitoring. The first level – implementation monitoring – is used for short-term progress reporting (bi-annual monitoring reports) and focuses on the continuous tracking of activities, outputs and the use of resources. The second level, carried out once a year (annual review) focuses on outcome(s) and impact orientation.

The monitoring plan – to be continuously updated during the implementation of the joint programme – is reflected in a matrix that summarizes what will be monitored, when and how. The matrix breaks down project outcomes into areas of observation; formulates the performance questions; refines the indicators and the baseline used for measurement; and details the information and data sources to be used. The monitoring plan – prepared in consultation with all JP partners – includes:

- **Indicators and baseline:** Indicators define how performance will be measured on a scale or dimension starting from their initial value, as expressed in the baseline;
- **Frequency and schedule of data collection:** Information at the level of outputs and outcomes is collected twice a year and compiled in a monitoring report that is submitted to JP Steering Committee;
- **Means of verification and data sources:** This part of the monitoring framework specifies the approach and method to be used for data collection on each indicator. Data collection may use primary (collected directly through feedback or surveys from JP beneficiaries) or secondary sources of information (from existing sources such as national statistics or reports);
- **Responsibilities:** This column lists the UN agencies and the national/local partners that are responsible for the collection of monitoring data;
- **Risks and assumptions:** The final column of the matrix summarizes the risks to the JP (as analyzed in the risk matrix) and the assumptions about project implementation.



TIPS

- ✓ Avoid developing too many indicators, as data collection (even from secondary sources) can be time consuming and costly. The indicators chosen should be clear and comprehensible, relevant to what needs to be measured and, for those related to the target group, disaggregated by individual characteristics (sex, age-group, educational attainment, rural/urban).
- ✓ As far as possible, one should rely secondary sources of information (official statistics, administrative data from partner institutions and agencies), as this will indicate the monitoring costs and ensure, to a large extent, the reliability of the information provided.
- ✓ JP indicators are reflected in the targets (SMART outputs in the result framework), i.e. the value the indicators are expected to be at a certain point of JP implementation (again, as expressed in the Result Framework). The bi-annual monitoring exercise, therefore, measures the value of each of the indicators to see whether performance is on track to achieve the expected results. Over- and under-performance need to be explained in the monitoring reports.
- ✓ One of the main weaknesses of the joint programme mechanism is that no agency is accountable for the JP as a whole, especially when a pass-through or parallel funding modality is selected. This can be remedied by a robust monitoring and evaluation framework, based on clear and measurable performance indicators. In turn, makes participating agencies more accountable for the achievement of results.

LESSONS LEARNED

During the screening of JP proposals within the MDG-F window on youth employment and migration, the reviewers pointed out the need to look carefully at the monitoring and evaluation system to ensure that it had a clear result-based management orientation and included clear impact indicators (i.e. results or changes in the underlying reality), rather than focusing on implementation indicators only (i.e. those relating to activities and outputs).



The experience of the MDG-F joint programmes has shown that, for monitoring and evaluation, it is necessary to set aside a specific amount of the budget (usually around 3 per cent) and have only one UN agency responsible for coordinating all monitoring and evaluation exercises.

The template on page 70 shows the monitoring matrix to be included in the Joint Programme Document. Whereas this matrix summarizes the monitoring plan at the time of JP formulation, during implementation a more operational matrix is better for documenting progress (see Part 2 of this training guide for an example).



JOINT PROGRAMME MONITORING PLAN (FORMULATION STAGE)

Expected results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative timeframe & frequency)	Responsibilities	Risks & assumptions
<p>JP Outcome 1</p> <p>JP Output 1.1. Outputs are listed in sequence under each of the respective outcomes, as stated in the result framework.</p> <p>JP Output 1.2.</p> <p>JP Output 1.3.</p>	<p>Indicators</p> <p>The indicators for each output as listed in the result framework with their respective baseline values.</p> <p>Timeframe</p> <p>This timeframe indicates the date/ timeframe by which the target value is expected to be achieved.</p>	<p>This timeframe indicates the date/ timeframe by which the target value is expected to be achieved.</p>	<p>This column details how the data is collected and the frequency of collection. For example if the source of data is the quarterly LFS, the collection method is through the regular LFS bulletin published by the Statistical Institute, while the frequency may be every two quart.</p>	<p>This column reports the UN agency and/or national/ local partner that is responsible for collecting monitoring data.</p>	<p>Risks</p> <p>Assumptions</p> <p>This part summarizes the main assumptions made about JP implementation and lists the risks as identified in the risk matrix.</p>

EVALUATION

There are two types of evaluation for joint programmes, depending on their duration. For joint programmes lasting up to two years only, one (final) evaluation is required towards the end. For longer joint programmes, two evaluation exercises have to be planned, one at mid-term and one at the end. Examples on how to manage the mid-term and final evaluations can be found in Part 3 of this training guide.

REPORTING

There are two main types of reporting for joint programmes: monitoring and annual reports. Monitoring reports are prepared and presented to the joint programme Steering Committee twice a year and include updated work and monitoring plans. Annual reports comprise a narrative part detailing the progress made, and a financial report that summarizes certified expenditures during the reporting period. The templates developed by the MDG-F Achievement Fund for the youth employment and migration window are available in the *Implementation Guidelines for MDG Achievement Fund Joint Programmes*.¹¹ Examples of structure and content of both reports are provided in Part 2 of this training guide.

BEFORE SUBMISSION

Before submitting the Joint Programme Document for approval, it is advisable to run a final check of all the parts prepared. This is done by reviewing: i) the technical content of the joint programme (see also Part 2 of this guide); ii) the joint programme strategy, structure and result framework (logical sequence of activities, outputs and outcomes); iii) the accountability framework (roles and responsibilities of all the partners involved in implementation); and iv) monitoring and evaluation plan. The following checklist offers guidance on this final check.

¹¹ The Implementation Guidelines are available at <http://www.mdgfund.org/content/managementtools>.



JOINT PROGRAMME TECHNICAL CONTENT AND LOGIC

- Does the **situation analysis** clearly identify the core problem (s) and the cause and-effect relationships? Does it provide sufficient **baseline** data to construct measurable indicators?
- Are **intended beneficiaries** and the **geographical areas** of intervention clearly identified?
- Is the **management and coordination framework** clearly outlined? Were all relevant **national and local partners** consulted and included in the definition of the problem to be tackled? Were groups of young people involved in the identification of the problems and in the design of strategies to address them? Are the **roles and responsibilities** of each UN agency and national/local partners clearly articulated?
- When the **activities** are completed, will the SMART outputs be achieved? Are the activities necessary and sufficient to achieve the SMART outputs? If all SMART outputs are achieved, will the related output be produced?
- If the **outputs** are produced, will the outcome(s) be achieved? Are the outputs necessary and sufficient to achieve the outcome(s)? Are the outcomes related to the target population?
- If the **outcome(s)** is achieved, will it contribute to achieving the higher level outcomes of the UNDAF (or another framework to which the JP is linked)?
- Are the **risks** identified likely to occur? What impact will they have on the attainment of results? Is the **contingency plan/mitigation strategy** realistic and sufficient to minimize the risks?
- In the light of the overall joint programme logic, are the **indicators** valid, e.g. do they really represent progress? Are the indicators SMART? What data will be needed to measure them? Is the information easily available? Can it be collected at reasonable cost?
- Are the **resources** and **timeframe** envisaged adequate to ensure the efficient implementation of activities and the attainment of results?
- Is the **monitoring and evaluation plan** robust, coherent and in line with result-based management principles?
- Is the overall proposal technically sound? Are all the parts of the joint programme coherent and consistent (result framework ► accountability ► budget ► timeframe ► monitoring plan)?

LESSONS LEARNED



A well designed, clear and technically sound Joint Programme Document facilitates implementation, smoothes the relations and collaboration efforts among the various partners, ensures a cost-efficient delivery of outputs and contributes to maximizing the impact of the intervention.



Side-stepping the problems that may arise during the JP formulation stage (different ideas on how to tackle issues, responsibilities of the various partners, lack of clarity with regard national priorities and so on) will only result in cumbersome implementation modalities, delays and eventually the breakdown of communication among the partners.

MODULE 4: Resource mobilization

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 4

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Develop a resource mobilization¹² strategy for a joint programme on youth employment and migration.

RESOURCES



JOINT RESOURCE MOBILIZATION

A joint resource mobilization strategy is designed when the programme faces a resource gap, (i.e. funds made available by UN participating agencies) – by using budgetary and extra-budgetary funding sources. These include, the Thematic Funds (such as the MDG-F) – and the national partners when these are insufficient to achieve all the planned results.

The development of a joint resource mobilization strategy involves three steps:

- Mapping potential partners and their development agendas at country level;
- Matching unfunded outcome/output of the programme to the development priorities of potential partners;
- Developing partner-specific proposals for bridging the resource gap.



MAPPING POTENTIAL PARTNERS

The first step in a joint resource mobilization strategy is to map the different donors and their key development priorities at the country level. The review of prior and on-going interventions, carried out during the formulation of the joint programme, provides a good starting point for this exercise. Such mapping should:

- 01.** Include government agencies, development partners, and other stakeholders (such as employers' and workers'

¹² The content of this module is adapted from UNDG , *Guidance Note: Joint resource mobilization*, available at <http://toolkit.undg.org>

organizations, foundations and civil society organizations)

02. Identify each partner's development priorities and agendas for the specific country; and

03. Assess the value added that can be brought to bear by cooperating with the UN system, given the financial and technical resources that each donor can make available at country level.

MATCHING UNFOUNDED OUTCOMES TO PARTNERS' PRIORITIES AT COUNTRY LEVEL

The second step is to match the development priorities of potential partners to those outcomes where there is a resource gap. Since the analysis at this stage involves a number of potential partners, it is better to carry out a first matching at the outcome level (e.g. by broad priority areas) and leave the more exact, output-level matching for key partners only. Once all potential partners have been matched to unfunded outcomes, it is necessary to focus on key partners, e.g. those more likely to be open to a partnership. The screening to identify key partners should take the following into consideration:

- The financial or technical resources which the partner has at its disposal at the country level;
- The existence of a good working relationship of the UN system and/or the government with the partner;
- The number of outcomes the joint programme and the partner have in common (e.g. the number of matches made);
- Other comparative advantages of the partner, such as technical expertise, track record in the country, strong presence at local level and so on.



The results of this matching exercise will allow a draft of a partner-specific proposal to be formulated, based on the outcomes that are part of both the joint programme and the partner's development strategy. For each of the matched strategic outcomes this kind of proposal will specify how the JP outputs contribute to the achievement of the partners' strategic objectives, and the added value the UN can bring to this process. The example offered on the next page shows how the joint programme result matrix can be used for matching potential partners to unfunded outcome/output for the design of partner-specific proposals.



MATCHING POTENTIAL PARTNERS TO JP OUTCOMES/OUTPUTS (RESULTS FRAMEWORK)

UNDAF OUTCOME:

The JP outcome, stated as a result, for which there is a resource gap, to be matched to potential partners' priorities.

Joint Programme Outcome 1: Youth employment is a priority of the National Strategy for Development and Integration (NSDI)

JP Outputs	Responsible UN agency	Implementing partner	Resource allocation			Potential partners and strategic priorities	Key partners, priorities, UN value added
			Total	Pledged	Resource gap		
<p>JP Output 1.1. The capacity of policy makers to address the link between informal employment and migration of young people enhanced.</p>			250,000	100,000	150,000	<p>Gov Sweden: Good governance, evidence-based policy-making;</p> <p>Gov Switzerland: migration policy and re-integration programmes,</p> <p>EU: smart and sustainable economic growth, increasing human capital and workers' mobility, alignment of national policies to the EU acquis.</p>	<p>Key partner: EU</p> <p>Priorities: Job creation, human capital, youth employability, students and workers' mobility.</p> <p>UN value added: reliable partner for the delivery of assistance on a number of policy areas; common understanding of development priorities (human capital, fight against social exclusion, capacity building).</p>
<p>JP Output 1.2. Migration, employment creation and youth policies of the NSDI aligned with labour market strategies and operationalized through a Youth Employment National Action Plan (NAP)</p>			374,300	74,300	300,000	<p>.....</p> <p>This column lists all the potential partners (at output level) and their priorities in the country.</p>	<p>This column reports the basis for drafting partner-specific proposals.</p>
<p>JP Output 1.3.</p>			188,000	188,000	0	<p>Sweden: Governance</p> <p>Switzerland: Migration</p> <p>EU: employment policy, youth employability, social exclusion</p>	<p>Matching potential partners and their priorities with unfunded outcome.</p>
Outcome 1			812,300	362,300	450,000		

Total resources required to deliver the outputs.

Resources that are already available or pledged.

This column identifies the resource gap by outputs.

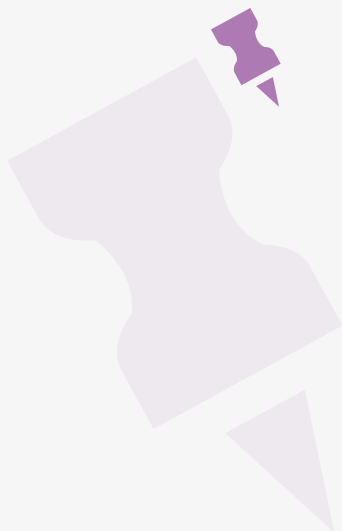
Total resource gap for the achievement of Outcome 1.

This column lists all the potential partners (at output level) and their priorities in the country.

This column reports the basis for drafting partner-specific proposals.

Matching potential partners and their priorities with unfunded outcome.

TIPS



It is important to remember that, as partners of the Government, the UN agencies participating in a joint programme are mobilizing resources for the country, and not for the UN system or individual UN agencies. This can be made clear to potential partners by involving the Resident Coordinator (who will represent all participating UN agencies, irrespective of the specific funding requirements) and a representative of the national implementing partners in the presentation of funding proposals. If the Ministry that plays the role of donor coordinator is the lead ministry of the joint programme, approaching potential donors becomes easier.

DEVELOP PARTNER-SPECIFIC PROPOSALS

Once the specific synergies between the joint programme and the partners' development agenda have been identified, a partner-specific proposal can be prepared (Word document and PowerPoint presentation) to be discussed with each partner.

Potential partners can be engaged in one-on-one meetings (if there is a broad common basis between the JP and one or more donors) or through joint donor meetings (if the number of potential donors is large). The presentation of proposals to donors should be organized by the lead UN agency, if one has been agreed upon, and the lead national ministry, under the guidance of the UN Resident Coordinator.

JOINT PROGRAMMING ON YOUTH EMPLOYMENT AND MIGRATION

A TRAINING GUIDE



PART 02

Implementation of
youth employment
and migration
joint programmes



INTRODUCTION PART 02: IMPLEMENTATION OF JOINT YOUTH EMPLOYMENT AND MIGRATION PROGRAMMES

Each joint programme needs to determine its own implementation framework to execute the activities, deliver the outputs and achieve outcomes. The *Implementation Guidelines for MDG Achievement Fund Joint Programmes* offer guidance on joint programme implementation procedures (including budget revisions, no-cost extension and joint programme closure). They also offer generic terms of reference for the Steering Committee (generally referred to as the Programme Management Committee in the MDG-F governance system); for the Programme Manager and members of the Management Team; a template listing the responsibilities of the lead ministry; and terms of reference for the mid-term and final evaluation.¹³

Part 2 of this training guide, therefore, will focus on some aspects of joint programme start-up (Module 5) as well as on the most recurrent technical areas covered by joint programmes on youth employment and migration (Modules 6 to 10).

These latter modules, in particular, explore methods for gathering of youth labour market information; youth employment policy formulation; policy and programmes for the management of youth labour migration; development of youth employment programmes; and performance monitoring and evaluation of youth employment interventions.

Each module is accompanied by examples of practices implemented by the joint programmes on youth, employment and migration supported by the MDG-F.



¹³ These can be downloaded from the web page of the MDG Achievement Fund web page at: <http://www.mdgfund.org/content/managementtools>

MODULE 5:

Pre-implementation and start-up of joint programmes

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE

MODULE 5

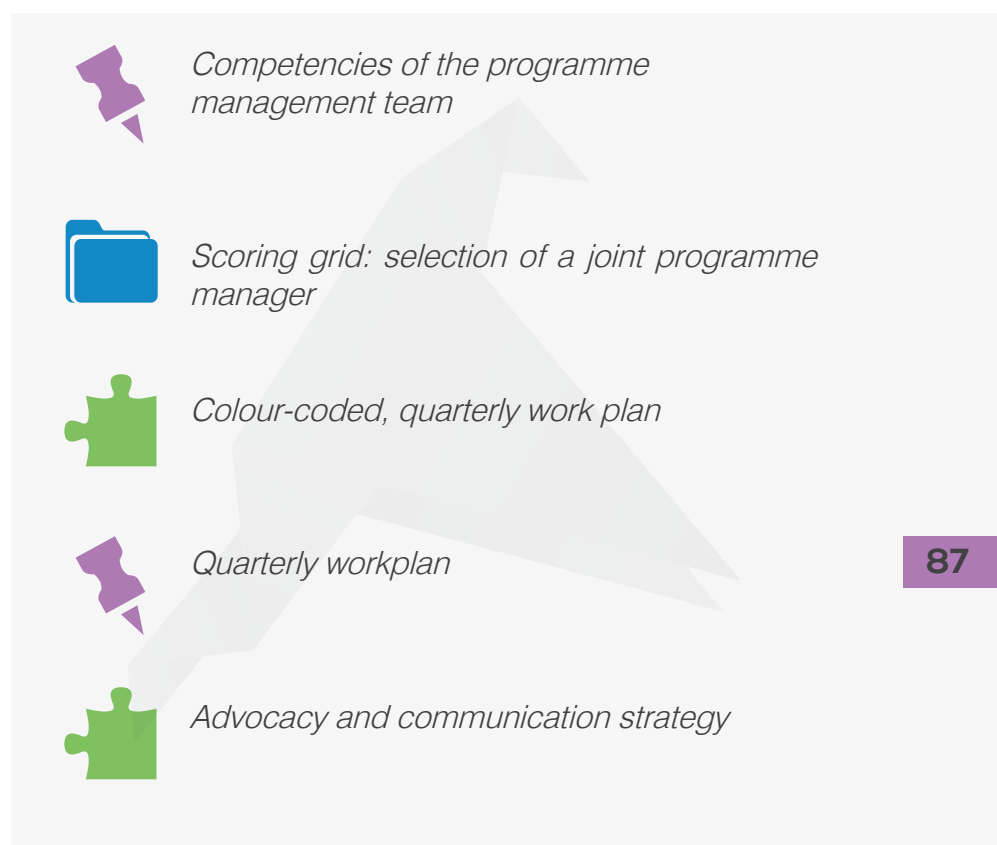


LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Manage common aspects of the start-up phase of joint programmes on youth employment and migration
- Develop a communication and advocacy strategy for the joint programme

RESOURCES



JOINT PROGRAMME IMPLEMENTATION

Implementation comprises all the actions necessary to achieve joint programme outcomes, namely the timely delivery of inputs, the execution of activities to produce the outputs, the monitoring of delivery and the use of JP outputs by the beneficiaries.

Implementation is guided by a logical framework and a management arrangement agreed upon at the formulation stage. “Implementation” generally includes three main phases:

01. Pre-implementation (selection and appointment of the joint programme manager and members of the management team, setting up a joint programme office);

02. Start-up (review of joint programme design, detailing of quarterly workplans and refinement of the monitoring plan); and

03. Implementation monitoring (delivery of activities, production of outputs and reporting thereof).

As the implementation of each joint programme will depend on the specific youth employment and migration problems to be addressed, the partners involved and the strategies deployed, the text that follows will deal only with those features that are common to all joint programmes and for which some guidance can be offered.

PRE-IMPLEMENTATION

The pre-implementation phase focuses on the finalization of management arrangements, including the appointment of the Management Team, the setting up of the office administrative system, and the establishment of communication channels with all stakeholders and partners.

It is at this preliminary stage of the joint programme that responsibility shifts from the design team to the joint programme management. This passage of responsibilities should take place as early as possible after JP approval and funding. This is why the finalization of the organizational and management arrangements, including the selection of the programme manager and management team, is the first stage of JP implementation.

SELECTION OF THE JOINT PROGRAMME MANAGER

If the joint programme has a lead UN agency, it is charged with coordinating the selection of the programme manager. The design team sets the technical requirements for the posts of joint programme manager and team members (terms of reference), while the selection procedure takes place after approval of the joint programme and once the budget becomes operational for all UN agencies involved.

TIPS

The implementation of the joint programmes on youth employment and migration showed that – given the technical complexity of these programmes – it is advisable to appoint people with specific technical competencies to manage the various components of the programme, under the overall coordination of a Programme Manager. The Programme Manager, in turn, needs to have specific technical expertise (for example in youth employment, migration management or related areas) as well as experience in the management of complex technical cooperation projects. The technical requirements for each team member are designed at the formulation stage in collaboration with all the joint programme stakeholders.



If the joint programme has adopted a pass-through fund management structure and has a UN lead agency, the Programme Manager is typically recruited (from an administrative point of view) by this agency. The selection process, however, is a joint effort of the participating UN agencies and national partners.



Each national/local partner responsible for the execution of the JP needs to nominate a focal point, responsible for the timely execution of the activities for which they are responsible. If the joint programme has a lead Ministry, the focal point of this Ministry is responsible for coordinating the activities of all other national/local partners and for managing activities together with the Programme Manager.



The Terms of Reference (ToRs) for the international or national expert to be recruited as programme manager define the criteria for short-listing candidates. The formulation of the JP-related requirements (and the different rating each of these will have in the final selection) will depend on the specific scope of each joint programme. For example, a youth employment project focused on the development of evidence-based youth employment policy will require the joint programme manager to be familiar with the collection and analysis of labour market data as well as employment and youth employment policy design, monitoring and evaluation. The less competent a candidate is in one or more of the technical areas addressed by the joint programme, the more external expertise will be expected to produce the outputs and achieve the outcome(s).

An example of a Programme Manager's job description is appended in Annex 3. The technical tasks are left blank, as they depend on the specific areas needed by the JP. The process is the same for any member of the JP team that has to be recruited externally. The *curriculum vitae* of applicants to the posts of programme manager are short-listed by the representatives of UN participating agencies and national partners on the basis of an evaluation grid, like the one summarized on the next page. These people become the members of the selection panel that will short-list and interview candidates for the post advertised.

The scoring is built on the expertise required by the joint programme (in the following example, this relates to the development of youth employment policy and programmes) as well as the education, experience and language requirements established by the ToRs. The candidates with the highest scores are short-listed for interview. The interviews are carried out on the basis of a pre-prepared list of questions (examples are offered at the bottom of the evaluation grid), and are the same for all candidates.

MANAGEMENT TEAM

The selection of the UN agencies' experts assigned to the implementation of the various technical components of the programme is usually carried out according to the specific human resource regulations of the respective UN agencies, on the basis of jointly'-agreed terms of reference (this is normally done during the JP formulation phase). Similarly, the national and local partners appoint their respective focal points based on terms of reference previously agreed (listing the core tasks to be performed).





SCORING GRID FOR THE SHORT-LISTING OF CANDIDATES TO THE POST OF PROGRAMME MANAGER

Candidate	EXPERIENCE											EDUCATION	LANGUAGES	Score
	Years experience	Experience in the country	Policy (youth employment, informal economy, migration)	Implementation of employment, migration programmes	Institutional strengthening	Gender mainstreaming in employment	Staff training, training material, guidelines	Technical cooperation management	UN experience in similar posts	Msc economics or related	EN			
Individual 1	1 point = 5 years (required)	1 point	6 points youth employment policy; 5 points informal economy (indicate area)	6 points for youth ALMPs; 4 points for ALMPs, 2 points for other emp. programmes (only area with max score)	3 points for labour market institutions and social partners	1 point	1 point	1 point (required)	1 point (required)	1 point (required) - indicate title	1 point (level 4 required)	indicate FR, SP		
Individual 2														
...														

As per terms of reference

These headings change according to the specific technical expertise required by the JP

As per terms of reference

Examples of interview questions:

- Please briefly present yourself and summarize your work experience as it relates to the position you have applied for. What interpersonal skills and specific technical competencies would you bring to the post of project JP manager?
- The JP is expected to cooperate with several UN and governmental organizations as well as workers' and employers' organizations. How would you lead such a process to ensure the commitment of all partners to the project results?
- What would you consider to be the first step in the design of youth employment policies and programmes? What would you do to assist labour market institutions in the development of a youth employment policy that responds to the needs of young people and the requirements of the labour market?
- Please give us an idea of how you would structure policies and programmes aimed at increasing labour demand and supply. Can you give us an example of measures you would suggest to increase labour demand for young workers in depressed rural regions?
- What are the key features of a right-based policy on the management of youth migration? Can you give us an example of interventions that may be effective in minimizing the brain drain?
- Can you elaborate on those individual characteristics that in country/region X appear to hinder/facilitate the transition of young people from school-to-work?
- Can you provide examples of policy actions that could be considered to help tackle the informal economy?
- Which type of employment programmes appear to work best for young women? Can you give example of good practice?
- What do you do when priorities change quickly? Give us a specific example of what you would do to adapt to each situation.
- As JP manager how would you make certain that the programme maintains its relevance and effectiveness throughout implementation?

Specific expertise

START-UP

Joint programme start-ups comprise a number of activities that begin as soon as the joint programme manager and the other members of the team are appointed. These activities include:

- 01.** A review of the programme design and annual workplan;
- 02.** Improvement, if necessary of the monitoring and evaluation plan; and
- 03.** The finalization of the programme's financial and operational arrangements (these latter vary according to the fund management option selected and are not elaborated in this learning module).

The results of the start-up phase are summarized in an inception report to be presented to the Steering Committee. When the report is prepared, it generally includes the communication and advocacy strategy that the joint programme will use during implementation.

TIPS



The experience of the youth employment and migration joint programmes showed that implementation is more effective when the whole team work in the same office, in the premises of (or near) the lead ministry. This facilitates communication and ensures effective sharing of responsibilities and timely provision of technical advice.



The organization of weekly meetings among the joint programme team members, the Programme Manager and the focal point of the lead ministry serves to share information on the implementation of activities, discuss problems/issues to be addressed and, generally to organize the work without relying on over-detailed work plans.

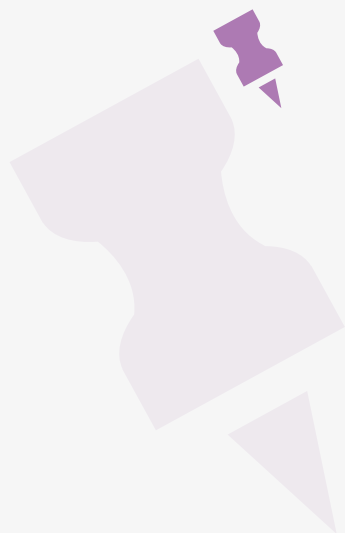
REVIEW OF PROJECT DESIGN

During start-up, the management team is required to review the original Joint Programme Document (the situation may have changed if there were a time lag between formulation and start up) to ensure that the outcomes, outputs and timeframe are still valid and realistic. The implementation framework and annual workplan prepared at formulation are also revised, if necessary. Changes are documented in the inception report of the joint programme, which is presented and approved at the first meeting of the JP Steering Committee.¹⁴

QUARTERLY WORKPLAN

The workplan contained in the Joint Programme Document is re-elaborated into a quarterly workplan. This constitutes the basis for organising the work – e.g. planning and sequencing of activities and tasks – and assigning responsibility among the members of the team (see template on page 96).

TIPS



The quarterly workplan should have sufficient details to guide the management team in the implementation of activities and convey clearly the logical sequence of joint programme activities. Since the workplan appended to the JP Document usually lists only the main activities (for example: *Conduct an occupational skills survey among a representative sample of employers*) additional details are necessary to operationalize activities (for example: i) construct sampling frame and design questionnaire, ii) train enumerators and conduct survey; iii) enter data and generate statistical tables; iv) draft and circulate analytical report).



Information overload in the quarterly workplan should be avoided as it may lead to confusion and it is time-consuming to update. The level of workplan detail will also depend on the overall experience of the JP Manager, his/her management style and the complexity of the activities to be implemented. It may be better for the JP Manager to hold weekly meetings with the management team members to plan and implement activities, rather than commit every single task to the quarterly workplan.

¹⁴ The preparation of an inception report is not mandatory, but it may prove useful to detail the JP implementation strategy, document changes and report on the activities planned for the first quarter.

It is at this stage of start-up that researches and surveys – aimed at shaping the content of the technical assistance to be provided and/or to complete/build the baseline for measuring achievements – are conducted. For instance, many joint programmes on youth employment and migration financed by the MDG-F, carried out *ad hoc* surveys to detect the propensity of young people to migrate (either regularly and irregularly), identify the most common push and pull factors and shape the services to be provided with JP assistance. Others investigated the practices used in neighbouring countries in dealing with policy issues that were new (such as the integration of employment and social welfare services, service delivery through one-stop-shop means, and so on).

The pre-implementation phase can also serve the JP team to shape youth participation strategies, e.g. decide how youth will be engaged in JP implementation. For instance, a Youth Advisory Council may be established and resourced to contribute to the shaping of national policies, or a Facebook/ Twitter account can be opened to involve youth in JP activities.

JP EXPERIENCE



Prior to implementation, the *Youth Employability and Retention* joint programme in **Bosnia and Herzegovina** launched a survey (Youth Voices) to gather young people's views on how to address labour market barriers. The findings of the survey were used to fine-tune the activities of the joint programme. A web portal and a Facebook page of the Centres for Information, Counselling and Training (CISO) served as a platform to provide young people with labour market information, further education opportunities, internship programmes as well as counselling services through Skype.

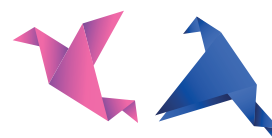


The Joint Programme *Protecting and Promoting the Rights of Vulnerable Migrants* in **China** established a platform through civil society organizations operating at the local level for young migrants to voice their needs so as to better shape national policies. The programme also prepared peer educators to provide training to young migrants.



- ✓ In **Peru**, the joint programme *Promotion of employment and MSEs for Youth and Management of Juvenile Labour Migration* facilitated the establishment of a *Youth Social Dialogue Committee* within the National Labour and Employment Council to contribute to the shaping of national youth employment policies. The programme also organized three Youth Forums to engage young people in decision-making.
- ✓ In **the Philippines**, the joint programme *Alternatives to Migration: Decent Jobs for Filipino Youth*, used social media tools (Facebook) to share information on and discuss topics relating to youth, employment and migration.
- ✓ In **Serbia**, the joint programme *Support to national efforts for the promotion of youth employment and management of migration*, used national media channels targeting mainly teenagers and young adults to disseminate information about youth employment opportunities in the country.

Once the quarterly workplan has been developed, it is included – together with the revised monitoring plan – in the inception report to be presented to the Steering Committee at its first meeting.





COLOUR-CODED, QUARTERLY JOINT PROGRAMME WORKPLAN

The UNDAF Outcome, the JP Outcome, Outputs and Targets are listed as they appear in the annual workplan prepared at formulation. If there are changes, these need to be documented and approved by the Steering Committee.

Annual Targets	Activities	Time Frame				UN Agency	Responsible Party	Budget			
		Q1	Q2	Q3	Q4			Approved budget	Amount committed	Amount disbursed	% Delivery rate
UNDAF OUTCOME:											
Joint Programme Outcome 1:											
PJP Output 1.1.	Activity 1.1.1a Build nationally-representative randomized sample of youth aged 15 to 24						Statistical Office	US\$ 50,000	US\$ 48,000	US\$ 35,000	70%
Targets:	Activity 1.1.1b Design and test survey instrument to detect labour market status, including informal employment for youth						<p>In the quarterly workplan, these two columns can be used to list the specific responsibility of units/individuals of UN agencies and national/local partners for the main activity.</p>				
	Activity 1.1.1c Train survey enumerators on content of the survey instrument, skip pattern and codification										
	Activity 1.1.1d Run school-to-work survey										
	Activity 1.1.1e Clean, process and aggregate figures										
	Activity 1.1.1f Analyze data and prepare report										
	Activity 1.1.1 e						<p>The quarters of the workplan are colour coded to indicate their status (green for completed, yellow for on-going/initiated and red for delayed).</p>				
	Activity 1.1.2 b										
	Activity 1.1.2 c										
	Activity 1.1.2 d										

The quarterly workplan also reports the amount planned (approved budget), the total amount committed, disbursements as well as the percentage rate of delivery (amount disbursed over approved budget).

MONITORING PLAN

During start up, the monitoring plan is revised, if necessary, to ensure that it becomes a useful management tool to track progress. Part 3 of this training guide offer an example of monitoring matrix that can be developed to ease the monitoring of implementation.

ADVOCACY AND COMMUNICATION

The advocacy and communication strategy of a joint programme is aimed at contributing to the advancement of the MDGs and related goals, by engaging in: i) advocacy on the goals and principles of the MDGs; and ii) developing strategic alliances with key players in the UN system, Governments, civil society organizations and groups; and the development community.

To help joint programmes develop advocacy strategies, the MGD-F prepared the following template with indicative outcomes and outputs that can be adapted at national level.



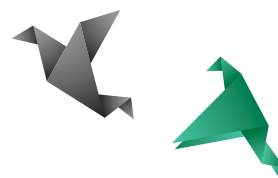
ADVOCACY AND COMMUNICATION STRATEGY

OUTCOMES	OUTPUTS
<p>01. Increased awareness and support for the MDGs both at policy and general public level</p>	<ul style="list-style-type: none"> • Alliances with media are established to regularly cover issues related to the MDGs and the joint programme; • Key events are used to raise awareness and link the advocacy efforts of various stakeholders (UN, government, private sector and civil society); • Linkages with selected civil society organizations are established for implementing MDG advocacy campaigns; • Awareness materials are designed (brochures, information notes, newsletters, human interest stories, TV spots, radio spots) and distributed along a number of channels.
<p>02. Programmes are leveraged for increased MDG results and citizen engagement in MDG processes is strengthened</p>	<ul style="list-style-type: none"> • Citizen groups/networks are strengthened to participate more effectively in MDGs processes; • Dialogue is strengthened between local governments and civil society groups on the joint programme and MDGs' goals; • Innovative practices are documented and used to facilitate learning, scaling up and advocacy; • Wide-ranging partnerships are established to support the achievement of the MDGs.
<p>03. Improved accountability and transparency towards all partners</p>	<ul style="list-style-type: none"> • The joint programme identity is branded and recognized as a trusted partner; • Accountability to citizens in the joint programme pilot areas is strengthened by involving them in the monitoring and evaluation of results achieved.

MODULE 6:

Information on the youth labour market (LMI)

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 6

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Identify and use the main statistical indicators on the youth labour market, including those for reporting under the MDGs.

RESOURCES



ALBANIA: Ad hoc youth module attached to the LFS



SERBIA: Occupational skills survey



Youth labour market indicators



Education and occupational mismatch



TURKEY: Labour market assessment (Antalya)



PERU: SIG-E. (Sistema de información geográfica para emprendedores)

DATA SOURCES

The availability of information on the youth labour market is essential to identify youth employment challenges at national and local levels and to shape policies and programmes to address them.

The main sources of youth employment data are national labour force surveys, establishment surveys and administrative records on labour.

LABOUR FORCE SURVEYS

A labour force survey (LFS) is a sample survey of households and individuals run by national statistical offices on a regular basis to obtain data on the number of employed, unemployed and underemployed.¹⁵ These surveys cover basic demographic characteristics of individual household members (such as sex, age, educational attainment and marital status) and core labour force variables such as activity status (employed, unemployed, not economically active); hours of work; main occupation; branch of economic activity; status in employment, reason for not seeking work; job-search means and past work experience.

More than 170 countries have conducted labour force surveys to date, but not all are run on a regular basis and often with insufficient history to allow a trend analysis.¹⁶

A recent labour force survey can provide a sufficiently broad range of information, but to estimate trends and analyze the evolution of youth employment at least two surveys are needed. If this data is not available, it is possible to analyse youth employment trends by comparing the data from a recent labour force survey with the results of the population census or other national household surveys (household income and expenditure surveys, or general multi-purpose living standards surveys).¹⁷

Where there is no recent labour force survey or other data, a preliminary analysis of youth employment may be obtained from the figures stemming from population censuses or other national household surveys. To obtain essential information on the youth labour force and its characteristics, it is also possible to attach a labour force “module” to an existing survey programme. This approach may be a cost-effective way to obtain reliable data when a fully-fledged labour force survey cannot be undertaken.



¹⁵ Hussmanns, Ralf, Farhad Mehran, and Vijay Verma, *Surveys of economically active population, unemployment and underemployment, An ILO manual on concepts and methods*, ILO, Geneva, 1990.

¹⁶ <http://www.ilo.org/dyn/lfsurvey/lfsurvey.home>

¹⁷ ILO, *Methodological Questionnaire on Household Income and Expenditure Statistics, Sources and Methods: Labour Statistics*, Volume 6, Geneva, 1996-2010, <http://laborsta.ilo.org/applv8/data/SSM6/E/SSM6.html>



ALBANIA – AD HOC YOUTH MODULE ATTACHED TO LABOUR FORCE SURVEY

The development of the National Action Plan on youth employment in Albania – one of the main outcomes of the joint programme *Youth migration: Reaping the benefits and mitigating the risks* – revealed the scarcity of statistical data to identify the key challenges young people faced in the labour market.

The lack of baseline data limited the whole policy formulation process, as well as the design of a sound monitoring system to measure the attainment of youth employment policy objectives. To remedy this gap, the joint programme assisted the Institute of Statistics, under the coordination of the Ministry of Labour, Social Assistance and Equal Opportunity (MoLSAEO), to develop an *ad hoc* survey module to document and better understand the process of transition of young people from school to work. The module was aimed at young Labour Force Survey (LFS) respondents (aged 15 to 29 years old), who had left continuous formal education or training. The objectives were to capture both detailed traditional labour market indicators (activity, employment and unemployment) and decent work data, namely on young workers in vulnerable employment, youth engaged in the informal economy, youth time-related underemployment, discouragement, involuntary part-time and temporary work.

The questions of the ad hoc youth module were attached to the 2010 Labour Force Survey and embedded in the core questionnaire as of 2011.

ESTABLISHMENT SURVEYS

Establishment surveys focus on the characteristics of businesses and are used to collect data for the analysis of the demand side of labour. There are different types of establishment surveys, each designed to obtain specific information (on production, employment and average earnings; skill level and wages; jobs and vacancies; future employment prospects and so on). Establishment surveys on employment and earnings provide data on the number of paid employees and the average wages paid. Surveys on job vacancies are designed to measure the total stock of job vacancies across the economy. They measure the unsatisfied demand for labour and, in this sense, they are a mirror image of unemployment.¹⁸ Occupational skills surveys are geared to measure the level of skills possessed by workers in private enterprises; identify skills gaps and employers' needs in the short to medium term.

¹⁸ Hoffmann, Eivind, "Measuring the demand for labour," *ILO Bulletin of Labour Statistics*, 1992-1.



SERBIA - OCCUPATIONAL SKILLS SURVEY

One of the outputs of the joint programme in Serbia – *Support for national efforts in the promotion of youth employment and management of migration* – envisaged the piloting of active labour market programmes targeting of young men and women between 15 and 29 years old at risk of social exclusion, all of them living in three different districts of the country.

To identify the economic sectors, occupations and skills most demanded by enterprises – and in order to design training programmes aligned with labour market needs – the joint programme partnered with the Republic’s Statistical Office to run annual *Occupational Skills Surveys*. These surveys measured job creation and job destruction patterns at national and regional levels; scanned the trends in workforce recruitment; reviewed the training practices of enterprises; and identified the occupations most demanded in the short (12 months) and medium term (3-5 years).

The *Occupational Skills Survey* today regularly collects labour demand data used to design employment and vocational training policies and forecast future skills needs.

SCHOOL-TO-WORK TRANSITION SURVEYS

Since many countries are unable to maintain a large statistical programme, the ILO has developed a methodology to conduct school-to-work transition surveys (STWS) to collect detailed information on the labour market situation of young people as they leave the education system. The STWS is a framework that combines two surveys: one addressing young people (labour supply and conditions of work) and the other target employers (labour demand).¹⁹

The survey measures the transition – from the end of school to the first regular or satisfactory job – of young people between the ages of 15 and 29 years old.²⁰ Young people are classified into the following three categories:

01. Transited: currently employed in a regular or satisfactory job;

¹⁹ ILO, *School-to-work transition survey: a Methodological guide*, ILO, Geneva 2009.

²⁰ A regular job is defined in terms of the duration of the contract or the expected length of tenure. A stricter transition concept is defined as the passage from “the end of school to the first decent job,” where *decent job* is defined in terms of stricter criteria such as, employment in the formal economy with all the protection guaranteed by labour law, contractual arrangements that meet the expectations of the young worker, pay at or above the average monthly wage rate of young workers.

02. In transition: currently unemployed, or employed in a temporary or unsatisfactory job, or inactive and not in school but aiming to look for work shortly; and

03. Transition not yet started: youth still in school or currently inactive with no intention of entering the labour market.

The school-to-work transition framework provides the basis for obtaining most youth labour supply indicators, while the accompanying employers' survey investigates the current and future labour requirements and employers' perspective on the pool of available young jobseekers and workers. The combined results of the two surveys provide information on mismatches in the supply and demand of young labour and can guide policy development.²¹

ADMINISTRATIVE DATA

Administrative data, i.e. the by-products of administrative procedures, can be a cheap and efficient source of statistical information. As these data follow the target population over periods of time, they can be a useful source of flow statistics and other longitudinal data. The figures, however, often suffer from limited coverage, as well as concepts and definitions tied to administrative regulations.

Labour and education administrative figures may be useful for the analysis of youth employment. Labour-related administrative data can be obtained from social security organizations, public and private employment offices, unemployment insurance schemes and civil service administrations.²² In countries with unorganized labour markets. However, these administrative sources often do not exist or are limited to narrowly-defined categories of workers. Data from the national education system can provide information on the quality and skill level of the new entrants to the labour force.

YOUTH LABOUR MARKET INDICATORS

The data set that is necessary for a comprehensive analysis of the youth labour market is shown in the following example.

²¹ The ILO's *School-to-work transition survey: a Methodological guide (2009)* provides the questionnaires, guidelines and other tools to design and implement the research at national/regional level.

²² Pember, Bob, *Labour statistics based on administrative records: Guidelines on compilation and presentation*, ILO East Asia Multidisciplinary Advisory Team (ILO/EASTMAT), ILO Regional Office for Asia and the Pacific, Bangkok, 1997.



YOUTH LABOUR MARKET INDICATORS

SUPPLY

Population	<ul style="list-style-type: none"> • Share of children (0-14) and youth (15-24 or 29) on population • Dependency ratios
Education	<ul style="list-style-type: none"> • Literacy rates • Educational attainment • Gross and net enrolment rates
Labour force	<ul style="list-style-type: none"> • Youth labour force participation rate *
Employment	<ul style="list-style-type: none"> • Youth employment-to-population ratio * • Share of part-time/full-time young workers • Youth temporary work
Unemployment	<ul style="list-style-type: none"> • Youth unemployment rate * • Youth unemployment ratio • Youth long-term unemployment rate • Youth-to-adult unemployment rate ratio • Time related underemployment *
Inactivity	<ul style="list-style-type: none"> • Youth inactivity rate • Share of inactive youth by reason of inactivity • Share of discouraged young workers • Youth not in employment, education or training (NEET)

DEMAND

Branch of economic activity	<ul style="list-style-type: none"> • Youth employment by branch of economic activity
Occupation	<ul style="list-style-type: none"> • Occupation and education mismatch • Top occupations for youth
Status in employment	<ul style="list-style-type: none"> • Youth by status in employment *
Job vacancies w	<ul style="list-style-type: none"> • Job vacancies by branch of economic activity, enterprise size and occupation • Job vacancy rate

CONDITIONS OF WORK

Hours of work	<ul style="list-style-type: none"> • Hours of work worked by employed youth/week * • Annual hours of work for youth * • Share of youth working excessive hours *
Income from employment	<ul style="list-style-type: none"> • Youth average earnings (day or month) • Share of youth working with low pay rate * • Share of youth working in vulnerable employment • Share of young working poor * • Gender wage gap *
Informal employment	<ul style="list-style-type: none"> • Share of youth working in the informal economy *
Decent work	<ul style="list-style-type: none"> • Child labour • Hazardous child labour • <i>All above indicators marked with an asterisk</i>
MDG employment indicators	<ul style="list-style-type: none"> • Growth rate of GDP per person employed • Employment-to-population ratio • Proportion of employed people living below \$1.25-2.00 (PPP) per day • Proportion of own-account and contributing family workers

ANALYSIS OF YOUTH LABOUR MARKET INFORMATION

A simple analytical framework to examine youth employment data comprises: i) a comparison of the youth (15 to 24 years old) labour market data against the figures for adults (25-64 years old); ii) the examination of core labour force variables for different groups of young people (teenagers vs. young adults; young men vs. young women; rural vs. urban youth; ethnic majorities vs. minorities; low vs. highly educated); iii) the assessment of the performance of youth employment indicators over time; and iv) benchmarking of youth indicators against those of neighbouring countries, and/or regional and world aggregates.

LABOUR SUPPLY: YOUTH POPULATION

The youth population defines the potential labour supply of a country. While the international definition of the youth population – persons 15 to 24 year old – is the norm, in countries where entry into the labour market is at a later age, this definition may be extended to young adults between 25 and 29 years old.

The indicators used for analysis are: share of children (0-14) and youth (15-24 or 29) out of a total population and dependency ratios, i.e. the share of children (0-14) and elderly persons (over 65) over the working age population (15-64). High dependency ratios imply higher government expenditures on education, health, social security and pensions.

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YOUTH EDUCATION



Education indicators includes:

- *Youth literacy rate*: the percentage of youth between 15 and 24 (or 29) years old who can read, write and make simple calculations (numeracy).²³
- *Educational attainment*: the percentage distribution of population aged 15 to 24 years old according to the highest level of education attained or completed (International Standard Classification of Education – ISCED).²⁴ This indicator provides information on the stock

²³ UNESCO, Institute for Statistics, *Education Indicators Technical guidelines*, November 2009, http://www.uis.unesco.org/template/pdf/EducGeneral/Indicator_Technical_guidelines_EN.pdf

²⁴ UNESCO, *International Standard Classification of Education 1997*, The Institute for Statistics, May 2006, Re-edition, <http://www.uis.unesco.org>.

and quality of human capital in the country (i.e. it is used as a proxy of the quality of the stock of human capital).

- *Dropout rate (by grade)*: the proportion of pupils from a group enrolled in a given grade, who are no longer enrolled in the following school year. When analysing youth employment, the dropout rate gives information on the size and composition of potential new entrants in the labour market.

YOUTH LABOUR FORCE

The youth labour force (or the economically active youth population) refers to all young persons of either sex who supply labour for the production of economic goods and services during a specified period.²⁵ The *labour force participation rate* measures the extent of a country's working age population (15 to 64 year old, usually) that is economically active. It is defined as the ratio of the labour force over the working age population expressed in percentage terms. The labour force is the sum of the employed and the unemployed.

This indicator plays a central role in the study of the factors that determine the size and composition of a country's human resources, and in making projections of the future labour supply.

YOUTH EMPLOYMENT

Employment is defined as persons (usually 15 years old and over) who performed, in the reference period, any work for pay or profit (or payment in kind) for at least one hour. Unpaid family workers, who worked for at least an hour in the reference period, are included in the of employment count.

Aggregate employment generally increases with a growing population. Therefore, *the employment-to-population ratio* (the share of persons who are employed over the working age population) is an important indicator of the ability of the economy to provide jobs for a growing population. A decline in the employment-to-population ratio is an indicator of economic slowdown. Although a high employment-to-population ratio is usually considered positive, the indicator alone is not sufficient to assess the level of decent work. This indicator could be high for reasons that are not necessarily positive – for example,

²⁵ ILO, Resolution concerning statistics of the economically active population, employment, unemployment and underemployment, Thirteenth International Conference of Labour Statisticians, Geneva, October 1982, <http://www.ilo.org/>.

where education options are limited, young people take up any available work, rather than stay in school.

Two additional employment indicators are useful for the analysis of youth employment: the share of *part-time employment* and the share of *temporary employment*.

The indicator for *part-time workers* focuses on the proportion of individuals whose working hours are less than “full time” over total employment. Since there is no agreed international definition of the minimum number of hours per week that constitute full-time work, the dividing line is determined on a country-by-country basis (usually between 30 and 40 hours a week).

Temporary employment comprises work under a fixed-term contract, in contrast to permanent work where there is no end-date. Employment under temporary contracts often entails a different set of legal obligations for employers, i.e. certain aspects of employment protection legislation do not apply to temporary contracts. Temporary contracts can play an important role in the transition process from school to the world of work. However, over the last few years, labour markets in several developed and transition countries have been characterised by increasing dualism or segmentation. These terms refer, essentially, to the coexistence of workers with stable (i.e. indefinite) employment relationships, and other workers (both youth and adults) with temporary employment contracts, including agency work and seasonal or casual employment. This latter group of workers may become ‘trapped’ in temporary and/or precarious jobs with long-lasting negative consequences on their labour market attachment, earnings, career prospects and job satisfaction. To understand this phenomenon, most Labour Force Surveys today measure the share of *involuntary* part-time and temporary workers, i.e. the proportion of part-timers and temporary workers that could not find full-time or permanent jobs, respectively.

YOUTH UNEMPLOYMENT

The “unemployed” comprise all persons, above the age specified for measuring the economically active population who, during the reference period were i) “without work” i.e., not in paid employment or self-employment; ii) “currently available for work” i.e., available for paid employment or self-employment during the reference period (or shortly after); and iii) “seeking work” i.e., had taken specific steps to seek paid employment or self-employment.

The *unemployment rate* is defined as the percentage of the economically active population (labour force) who are unemployed. For young people, four distinct measurements are used:

- (a) youth unemployment rate (youth unemployment as a percentage of the youth labour force);
- (b) ratio of the youth unemployment rate to the adult unemployment rate;
- (c) youth unemployment as a proportion of total unemployment; and
- (d) youth unemployment as a proportion of the youth population.

The youth unemployment rate can serve as a useful proxy for the health of the labour market, and the analysis of the four indicators above can shed light on the characterizing features of the youth unemployment problem at national level. For example, in a country where the youth unemployment rate is high and the ratio of youth unemployment to the adult unemployment rate is close to one, it may be concluded that the employment problem is not specific to youth, but is country-wide. When both indicators are high, young people have more difficulty in finding a job than adults. The problem of unemployment is unequally distributed when, in addition to a high youth unemployment rate, the proportion of youth unemployment in total unemployment is high.

The international standards on underemployment are limited to the measurement of time-related underemployment.²⁶ Persons in time-related underemployment comprise all workers who are: 1) willing to work additional hours in their present job, or in an additional job; 2) available to work additional hours; and

²⁶ ILO, Resolution concerning the measurement of underemployment and inadequate employment situations adopted by the Sixteenth International Conference of Labour Statisticians, Geneva, October 1998.

3) worked less than a threshold defined according to national circumstances.

Long-term unemployment looks at the length of time an individual has been unemployed. The standard definition of long-term unemployment is all unemployed persons with continuous periods of unemployment extending for one year or longer.

YOUTH INACTIVITY

The *inactivity rate* is defined as the percentage of the youth population that is neither working nor seeking work. This indicator takes on greater importance if analysed by reason of inactivity (care duties, retirement, disability, attending school, belief that no job is available, unwillingness to work) by age group and sex.

An increasingly used indicator is the share of *youth not in employment, education or training* (NEET). This indicator captures two groups: (i) youth who are economically inactive for reasons other than participation in education; and (ii) unemployed youth. Compared to the youth inactivity rate, it captures the proportion of youth that remains 'idle', and provides a better measurement of youth who are denied access to employment opportunities.

Another subgroup of the inactive labour force is that of *discouraged workers*. Although there is no international standard definition, they can be defined as all persons not economically active (i.e. not employed or unemployed), currently available for work and seeking work during the past six months, but not actively looking for work in the reference period because they think no job is available. When discouraged workers are added to the count of the unemployed, the corresponding share on youth labour force provide the so-called "relaxed" unemployment rate. The relaxed unemployment rate can measure better the degree of labour underutilization in a country.

LABOUR DEMAND: STATUS IN EMPLOYMENT

Status in employment classifies the jobs held by youth on the type of explicit or implicit contract of employment the young person has. The indicator of status in employment distinguishes among:

- (a) wage and salaried workers (employees);
- (b) employers;
- (c) own-account workers; and
- (d) contributing family workers (or unpaid family workers).

The disaggregation of employment information by employment status provides the basis for describing workers' behaviour and conditions of work. A high proportion of wage and salaried workers in a country can signify advanced economic development. If the proportion of own-account workers (self-employed without hired employees) is sizeable, it may be an indication of a large agriculture sector and low growth in the formal economy.

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YOUNG WORKERS BY BRANCH OF ECONOMIC ACTIVITY

Branch of economic activity refers to the activity of the enterprise where the young person is working (also called employment by sector).²⁷ Matching employment data by branch of economic activity and data on job vacancies can provide information on where the demand for labour is focused and can serve as a guide for policy makers for designing skills and training programmes that are aimed to improve the match between the supply and demand for youth labour.

YOUTH EMPLOYED BY OCCUPATION

Occupation refers to the kind of work done by a person employed, irrespective of the branch of economic activity or the status in employment. The study of the occupations carried out by young workers and the understanding of the relationship between occupations and skill levels and between occupations and educational level, helps shaping career development and labour market policies.

The new International Classification of Occupations (ISCO-08) classifies occupations in 10 major occupational groups and

²⁷ Most countries use the International Standard Industrial Classification of Economic Activities, ISIC Rev 3.1, for classifying economic activities.

uses the international classification of education (ISCED) to define four broad categories of skill levels. A simple method to measure *education and occupation mismatch* uses the level of educational attainment and one-digit occupational classification applied to main job.

A mismatch is defined as the situation where the educational attainment of the young worker is higher than the educational level required by the main job. Mismatch may be represented schematically as shown in the example below where the shaded areas represent mismatch.

ISCO-08 Major Groups		ISCED-97 Educational attainment						
		0	1	2	3	4	5	6
		ISCO-08 Skill level						
		1 st	2 nd		3 rd	4 th		
1	Managers							
2	Professionals							
3	Technicians and associate professionals							
4	Clerical support workers						Mismatch	
5	Service and sales workers							
6	Skilled agricultural, forestry, fishery workers							
7	Craft and related trades workers							
8	Plant and machine operators and assemblers							
9	Elementary occupations							
0	Armed forces occupations							

The analysis of occupational data provides information on the occupations with highest concentration of youth in relation to adults. This is obtained by calculating the percentage of youth in each occupation and ranking the occupations by this percentage. Another type of analysis identifies occupations in which most youth are engaged. This is obtained by ranking the occupations by their frequency in terms of number of young workers employed. A simple comparison between the top occupations held by young men and women, respectively, points to the level of occupational segregation in the labour market.

JOB VACANCIES

The number of job vacancies in an economy reflects the unmet demand for labour as well as the potential mismatches between the skills of unemployed individuals and those required by employers.

Job vacancies data are generally disaggregated by economic activity, occupation and size of enterprise, but not by age category. Job vacancies figures can also be analysed in terms of rates: the job vacancy rate is the ratio of the number of job vacancies to the sum of all employed and the number of job vacancies. The industry job vacancy rate may be analysed over time to identify expanding and contracting industries, or to detect industries with fastest and earliest signs of expansion.



TURKEY - LABOUR MARKET ASSESSMENT (ANTALYA)

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The goal of the joint programme *Turkey: Growth with decent work for all* is to reduce poverty by improving work opportunities for women and youth, especially among vulnerable migrant population groups in the Antalya region. To inform the development of youth employment policies and the design of vocational training programmes, the joint programme partnered with the Public Employment Service (iSKUR) to assess the labour market situation in Antalya.

The research identified ten priority economic sectors with the potential for growth and for offering decent job opportunities to young people. The assessment provided detailed (2-digit level) occupational data of the current labour force, examined young women's participation in local and regional labour markets and identified skills shortages and surpluses.

Such experience served to develop a research model to be used at national and regional level with a view to regularly publish and disseminate Occupational Outlooks.

DECENT WORK INDICATORS HOURS OF WORK

Employment figures should be analysed in conjunction with data on *hours of work* to distinguish the various intensities of employment.

There are two main measures related to working time: the total number of hours employed persons work during one week and annual hours of work. The figures are aggregated separately for men and women and according to the following hour ranges: i) less than 20 hours per week, ii) between 20 and 29 hours, iii) between 30 and 39 hours, iv) between 40 hours and 47 hours (considered normal hours of work); and v) 48 hours of work per week and over (the cut-off point adopted for measuring “*excessive hours of work*” as one of the decent work indicators). A prevalence of excessive hours of work among young workers may point to inadequate wages in the main job.

INCOME FROM EMPLOYMENT

Employment-related income covers all payments, in cash, in kind or in services, which are received by employed persons. It includes income related to wage and to self-employment. There are three indicators used for wages:

01. *Wage rate* is the rate of pay per employee on a given job. It includes basic wages, cost-of-living endowments and other regularly paid allowances. It excludes overtime payments, bonuses, and social security payments by employers.

02. *Earnings* is the remuneration in cash or in kind paid to employees, for time worked together with remuneration for time not worked (annual vacation and other paid leave).

03. *Labour cost* is the cost incurred by the employer for recruiting labour. It includes earnings, employers’ social security expenditure, taxes on labour cost, and other expenditures such as transport and protective clothing.

WAGE GAP

The *wage gap* is a statistical indicator used to compare the earnings of different groups of workers. It is calculated as a percentage, by dividing the median annual earnings for the group of interest (for example women's) against another group of reference (men's in this example). The youth-adult wage gap is used as an index of the status of youth's earnings relative to adults'.

YOUNG WORKING POOR AND LOW INCOME WORKERS

The main indicator used for monitoring poverty reduction and progress toward the achievement of the MDG1, is the share of the population living below the international poverty lines of US\$1.25 and US\$2 a day (or a nationally-defined poverty level). The *working poor* are the proportion of individuals who work but have earnings below the poverty threshold over total employment. The category of low pay workers includes all the employed – working 40-48 hours per week – whose total monthly earnings are below 60 per cent of the median monthly earnings.²⁸

YOUTH IN INFORMAL EMPLOYMENT

Many young people who cannot find a decent job try to earn a living by accepting to work informally. According to the international statistical standards, informal employment is defined in the case of employers and own-account workers in terms of the characteristics of their enterprise, and in the case of workers in terms of the characteristics of their employment relationship.²⁹

Enterprises of informal employers are defined in terms of one or more of the following criteria: (i) size below a specified number of workers; and (ii) non-registration of the enterprise or its employees. For workers, the employment relationship is informal if, in law or in practice, it is not subject to national labour legislation, income taxation, social protection or entitlement to labour-related benefits (advance notice of dismissal, severance pay, paid annual or sick leave and so on).³⁰

²⁸ Tripartite Meeting of Experts on the Measurement of Decent Work, ILO, Geneva, 8-10 September 2008, Chairperson's report.

²⁹ ILO, Resolution on the measurement of employment in the informal sector, adopted by the Fifteenth International Conference of Labour Statisticians (ICLS), Geneva, 1993, and Guidelines concerning a statistical definition of informal employment, adopted by the Seventeenth ICLS, Geneva, 2003.

³⁰ The ILO is finalizing a manual on concepts and methods for measuring informal employment (and employment in the informal sector). ILO and UN Statistical Commission Delhi Group on Informal Sector and System of National Accounts, Manual on Surveys of Informal Employment and Informal Sector, forthcoming.

Contributing family workers, own-account workers engaged in the production of goods exclusively for own final use by their household and members of informal producers' cooperatives are considered to be informal workers.

MDGs INDICATORS

The UN Millennium Development Goal on employment sanctions the achievement of full and productive employment and decent work for all, including women and young people.³¹ Four specific indicators are used for monitoring progress:

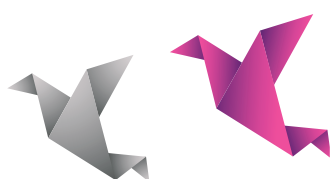
01. Growth rate of GDP per person employed (*labour productivity*);

02. Employment-to-population ratio;

03. Proportion of employed people living below \$1.25 per day (or below the nationally-defined poverty threshold); and

04. Proportion of own-account and contributing family workers in total employment (*vulnerable employment*).

LABOUR PRODUCTIVITY



Labour productivity is usually estimated on total number of hours worked, since changes in total employment can hide variations in average hours worked, caused by the evolution of part-time work or the effect of changes in overtime, absence from work or shifts in normal hours. Where estimates on hours worked are scant, total employment is used to measure labour input in the production of goods and services.

Labour productivity can be used to assess the likelihood of the country's economic environment to create and sustain decent employment opportunities with equitable remuneration. There is empirical evidence that the link between productivity growth and poverty reduction is highest when productivity growth and employment growth go hand in hand. Consequently, it is necessary to measure both growth in employment and productivity to assess whether the development process is heading in the right direction. In addition, increases

³¹ UN Statistics Division, Official list of MDG indicators, op.cit. For a recent paper on progress and challenges see *Eradicate extreme poverty and hunger*, Thematic Paper on MDG 1, Part B. Full Employment and Decent Work, Joint report by ILO, WFP and FAO, 2010.

in productivity often influence the social and economic environment positively, thus leading to poverty reduction through investment, sectoral shifts, trade, technological progress and increases in social protection. Although increases in productivity do not guarantee improvements in poverty reduction, without productivity growth, improvements in conditions of work are less likely to occur. With limited increases in productivity, an economy generally sees little increase in the wages of workers and there is no additional potential to create new jobs.

VULNERABLE EMPLOYMENT

Vulnerable employment is a relatively new measure for persons who are employed under precarious circumstances. Because contributing family members and own account workers are less likely to have formal work arrangements, access to benefits and social protection programmes, and are more exposed to business cycle risks, they are categorized as “vulnerable”.

The indicator is gender-sensitive since, historically; contributing family work is dominated by women. There is also a connection between vulnerable employment and poverty: if the proportion of vulnerable employment is large, it may be an indication of widespread poverty. This connection arises because these workers lack the social protection and safety nets to guard against times of low economic demand and are often unable to generate sufficient savings to offset risks.

The indicator has, however, some limitations. Some wage and salaried workers also carry high economic risk (such as the working poor and low wage workers) and some own-account workers might be quite well off and not vulnerable at all. But, despite these limitations, vulnerable employment is relevant especially in less developed and emerging economies due to its strong correlation to poverty rates.

LESSONS LEARNED

The implementation of the MDG-F joint programme on youth, employment and migration has shown that knowledge-building on the youth labour market has an important role to play in improving the understanding of policymakers and institutional actors about the barriers youth face in gaining decent work and the factors pushing them towards early school leaving and internal or overseas migration.



Reliable labour market information is instrumental for the design and monitoring of youth employment policies (see next Module) as well as for the development of targeted programmes and services for youth (see the Peruvian Case Study on the next page).



PERU: SIG-E. (SISTEMA DE INFORMACION GEOGRAFICA PARA EMPRENDEDORES)

Sistema de información geográfica para emprendedores (SIG-E) is a geographical information technology system that provides information in real time to young potential entrepreneurs.

The software combines the figures collected through the Census of establishments (that covers both formal and informal enterprises) and the Census of the population to provide information on businesses (type, address, number of employees, turnover, average monthly sales and so on) and the population (age, sex educational level, average income, residential housing and so on) of a specific geographical area, which serves to carry out a market analysis.

Maintained by the national statistical office, SIG-E information can be accessed through the internet (<http://sige.inei.gob.pe/sige>), but it is also provided face-to-face in a dedicated Department of the Ministry of Labour and Employment Promotion. Internet access coverage is approximately 5,000 youth per month at national level, with a total of 26,000 hit since its establishment in 2011.

MODULE 7:

Youth employment policy formulation

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 7

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Understand the steps of the youth employment policy cycle;
- Identify when youth employment is a national policy priority;
- Describe the main elements for the design of a youth employment policy.

RESOURCES



Institutional coordination



Mainstreaming youth employment in the National Employment Strategy: PERU and SERBIA



The policy cycle



Identifying youth employment priorities in national policy frameworks



Review of policies with an impact on youth employment



Problem and objective tree



TURKEY – National Action Plan on youth employment



Criteria for prioritizing policy options



Cost-effectiveness and cost-benefit analysis



Youth employment policy development

THE YOUTH EMPLOYMENT CHALLENGE

In 2013, there were more than 73 million young people (15-24 years old) looking for work around the world.³²

On average, young people are between two and three times more likely to be unemployed than adults. In 2012, the average ratio of youth-to-adult unemployment rate – that measures the number of unemployed youth per each unemployed adult – was estimated at 2.7 globally, while it was 4 in the Middle East, 3.9 in North Africa and 4.5 in the Pacific.

About 40 per cent of all young workers – or 228 million – live in poverty as they earn less than the equivalent of US\$2 a day. Young workers are also disproportionately represented in low-paid work (e.g. work that pays less than two-thirds of the median wage). For instance, in Brazil over a third of young workers are in low-paid work compared to 18.5 per cent of adult workers. In the countries of the European Union and in the United States young women and men are between 2.5 and 5.8 times more likely to be in low-wage work compared to national average.

Generally, young workers are over-represented in the informal economy compared to adults. For instance, in Latin American countries the share of young workers in the informal economy is over 30 percentage points higher than that of adults. Estimates for Eastern Europe point to one-third of jobs for young people being generated in the informal economy. In many countries of the African continent, the informal economy is the largest provider of jobs for youth. For instance, in the Democratic Republic of the Congo 96.2 per cent of young workers are informally employed, while in Cameroon the rate is 88.6 per cent of total youth employment.

There is an increasing incidence of non-standard forms of employment. The deterioration in the quality of jobs available to young workers is evidenced by the progressive expansion of involuntary part-time and temporary employment. For instance, in the European Union part-time employment among young people increased from 25.6 to 29 per cent between 2007 and 2010, with nearly one-third of young part-time workers in involuntarily part-time.

An increasing number of young people have become discouraged and left the labour market. In the countries of the European Union – where this problem is particularly severe – some 7.5 million youth are neither in employment nor in education or training (NEET), an increase of almost 2 percentage points between 2008 and 2010.

³² ILO, *Global Employment Trends for Youth*, ILO, Geneva, 2013.

WHAT HAS BEEN THE RESPONSE SO FAR?

Over the past few years, youth employment has acquired growing prominence in national and global development agendas. Despite some progress, the implementation of effective policies for youth employment remains a challenge in many countries.

There is increased recognition that decent work for young people cannot be achieved through fragmented and isolated interventions. Rather, it requires a coherent approach that centres on an integrated strategy for growth and job creation and on targeted interventions to help young people overcome the specific barriers they face in the labour market.³³

In order to be tackled effectively, the youth employment challenge requires sustained, determined and concerted action by a wide range of actors. The primary responsibility for promoting decent work for youth lies with national governments. Therefore, coordination across different government institutions and agencies – at central and local levels – is needed to ensure coherence across several policies that usually fall under the responsibility of different line ministries and government agencies.

The social partners can bring their experience of the world of work to the youth employment policy debate. As representatives of people affected by the measures, youth organizations can voice the interests of young people.

Within this policy framework, the private sector – the largest employment provider – can focus its endeavours on the development of productive activities and sustainable enterprises that have decent job creation and human resources development as key objectives.

³³ ILO, *Youth employment crisis: A call for action*, Resolution and conclusions of the 101st Session of the International Labour Conference, Geneva, 2012

JP EXPERIENCE



Inter-institutional cooperation on youth employment policy: The experience from Latin American Countries.

The experience of the joint programmes on youth employment and migration has evidenced the value that institutional coordination and cooperation add to the formulation and management of youth employment and migration policies.

- ✓ In **Ecuador**, the Inter-institutional coordination table for youth – established under the aegis of the joint programme *“Youth, employment and migration: Reducing inequalities in Ecuador”* offers a space for young people, public institutions and civil society organizations to plan youth employment interventions. Activities are grounded on the mandates of the actors involved and aim at providing coherent responses to youth employment needs, while minimizing the duplication of efforts.
- ✓ In **Nicaragua**, an inter-sectoral committee led by the Ministry of Labour and comprising more than 20 government institutions, worker and employer representatives and youth organizations – developed the *“National Plan on Employment and Decent Work for Youth”* (2012-2016). The Committee holds responsibility for the implementation, monitoring and follow-up of the Plan. This institutional coordination mechanisms was established with the technical assistance of the joint programme *“National development capacities for improving employment and self-employment opportunities for young people”*.
- ✓ In **Paraguay**, the National Board on Youth Employment was established by decree as an inter-institutional coordination entity tasked with the planning and coordination of youth employment policies. It comprises 23 public and private institutions, representatives of employer and worker organizations and members of civil society organizations. The aim of this initiative, supported by the joint programme *“Economic capacities and opportunities for social inclusion”*, is to design and implement a youth employment policy to increase decent work opportunities for youth by means of legislative action, design and implementation of programmes and social dialogue.

Source: Based on information and material collected from the joint programmes.

WHICH YOUTH EMPLOYMENT POLICY INSTRUMENTS?

The choice of the most appropriate policy instruments to promote youth employment at country level depends on the specific socio-economic context, the nature and magnitude of the youth employment challenge, existing policies, available resources and implementation capacity.

Assigning priority to youth employment means to integrate explicit youth employment policy objectives, targets and outcomes into key national strategies and the employment policy of a country.

These policies and strategies aim to define the nation's economic and social development, which command substantial shares of national resources.

The youth employment policy development process can take different approaches. In general, the priority aspects of this policy can be highlighted by:

- 01.** assigning priority to youth employment in national development strategies and/or employment policy;
- 02.** developing a specific youth employment policy, strategy and/or action plan; or
- 03.** embedding youth employment priorities in overall youth development policies.





ASSIGNING PRIORITY TO YOUTH EMPLOYMENT: THE NATIONAL EMPLOYMENT POLICY OF PERU AND SERBIA

The joint programme “*Promotion of employment and micro-enterprise for youth and management of youth labour migration*” supported the Government of **Peru** in the design of the national employment policy (2010–14), which prioritized youth employment. This priority was operationalized through the implementation of a national action plan for youth employment, which contained a set of reforms for the creation of decent employment, the enhancement of youth employability, the promotion of entrepreneurship and the protection of young migrant workers. The reforms focused on easing the transition of young people to work, the modernization of career guidance services, the development of a national training programme for young entrepreneurs, the design of an information system to simplify market assessment, and the establishment of information and orientation services for young migrants.

The joint programme “*Support to national efforts for the promotion of youth employment and management of migration*” in **Serbia** helped the government mainstream youth employment policy objectives into the national development framework. This was done through the development of the national employment strategy (2011-2020) that contains six measurable youth employment targets. More specifically, by 2020 the policy measures are expected to: i) increase youth activity and employment rates, ii) decrease the youth unemployment rate, iii) reduce the ratio of youth unemployment to overall unemployment, and iv) raise the share of teenagers and young adults enrolled in education (to 90 per cent and 40 per cent, respectively).

Source: Based on information and material collected from the joint programmes.

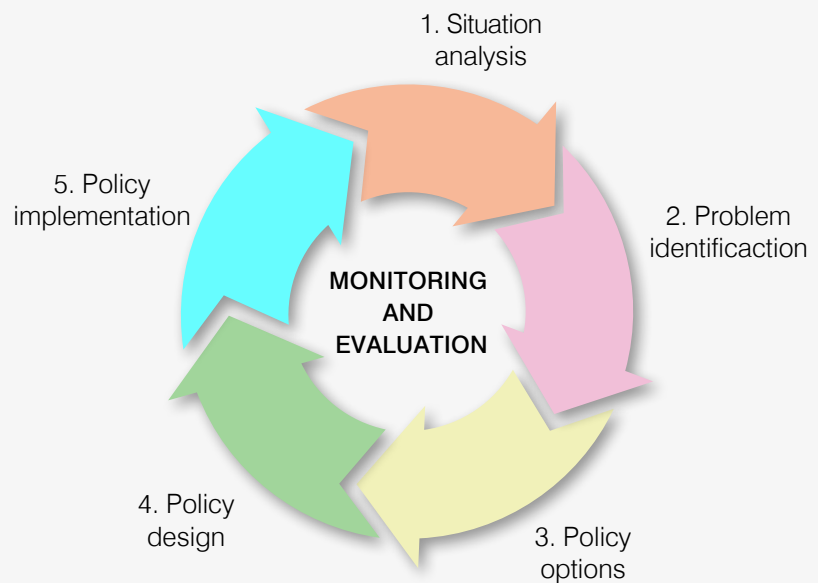
THE YOUTH EMPLOYMENT POLICY CYCLE

The framework for the development of a youth employment policy is based on the policy cycle approach.

Such approach envisages the carrying out of a situation analysis; the identification of the main youth employment problems; the generation of policy options; the planning for implementation; and constant monitoring and evaluation.



THE POLICY CYCLE



The main stages of the youth employment policy development process are briefly summarized below.

SITUATION ANALYSIS

The first stage in the development of a youth employment policy revolves around taking stock of the situation of young people in the labour market through: i) the analysis of available statistical data on the youth labour market; ii) the review of employment and labour market policies and programmes affecting youth employment; and iii) the assessment of the institutional framework governing the youth labour market.

01. Data analysis

The analysis of statistical data serves two main purposes. First, it helps identify the factors that can influence labour market outcomes of young people. This process allows to “profile” youth that are more likely to be at risk (see Module 6

IS YOUTH EMPLOYMENT A NATIONAL PRIORITY?

of this training guide). Second, it permits to create a baseline for the formulation of policy targets and indicators to be used for monitoring policy implementation and assess impact.

02. Review of past and on-going policies for youth employment

The review of policies starts from the analysis of national development frameworks (e.g. poverty reduction, economic development) to identify whether they contain youth employment objectives and/or targets.

A simple framework can be used for this scanning exercise (see example on the next page). If such policies have specific youth employment objectives or targets, the next level of analysis is geared to ascertain whether there is progress in their achievement.

A logical follow up would be to ensure constant monitoring of progress or, in case there is little advancement, to identify the reasons of lack of progress and propose a strategy to move the youth employment priority forward.

If these strategies and plans do not contain specific objectives or targets, the review checks the extent to which the youth employment priority has been reflected in the national employment policy and its implementation plans.

If this is the case, the review is conducted along the approach applied for national development strategies and plans. If not, it should determine the course of action to be taken, either in terms of revision of the employment policy or formulation of a plan of action to implement the youth employment priorities.

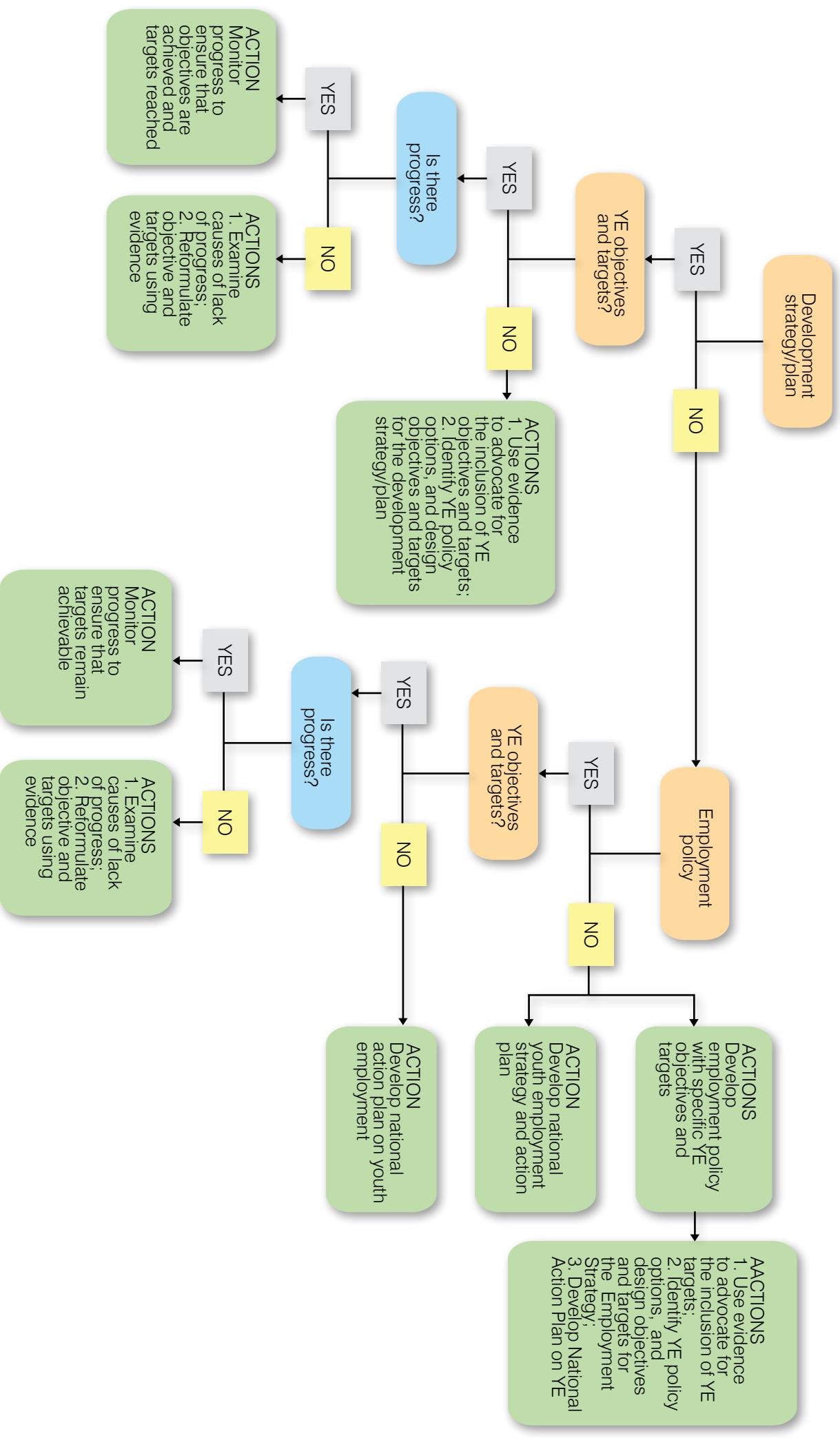
A similar exercise as the one described above will be undertaken with respect to youth development policies.

If none of the above-mentioned policies contain actionable youth employment priorities, and there is national interest in youth employment, policy-makers could consider developing a National Action Plan (NAP).³⁴

³⁴ See Rosas, G., Rossignotti, G. *Guide for the preparation of National Actions Plans on Youth Employment*, ILO, Geneva 2008



IDENTIFYING YOUTH EMPLOYMENT PRIORITIES IN NATIONAL POLICY FRAMEWORKS



After having concluded the situation analysis, a thorough review and assessment will be conducted for the policies that affect youth employment with equal attention to paid to policies affecting both labour demand and supply (see Figure below). This will include a review of the functioning and effectiveness of existing labour market institutions (e.g. wage setting mechanisms, employment protection legislation).

The results of this review will help policy-makers understand the main problems, identify priorities and consider different policy options that can be taken to address youth employment.



REVIEW OF POLICIES AFFECTING YOUTH EMPLOYMENT

DEMAND-SIDE POLICIES

Macroeconomic policies (savings and investments, fiscal, monetary, exchange rate, trade policies)

Private sector development (e.g. agriculture, industry, enterprise development)

SUPPLY-SIDE POLICIES

Social policies

Education and training

LABOUR MARKET POLICIES AND INSTITUTIONS

Wages, labour costs, employment protection legislation (EPL)

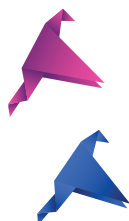
Social protection (e.g. unemployment insurance, social assistance)

Active Labour Market Policies (ALMPs)



03. Review of the institutional framework

This review is the concluding part of the analysis. It includes the assessment of the role played by:



- Government institutions with mandate on youth employment at both central and local levels;
- Public Employment Service (PES) and private employment agencies (PrEAs);
- Employer and worker organizations; and
- Community-based and civil society organizations.

This exercise serves to identify the main features of the coordination mechanisms and appraise the level of administrative and institutional capacity to deliver on youth employment. This is relevant for assessing the feasibility of the different policy options that will be considered prior to the final formulation of the policy.

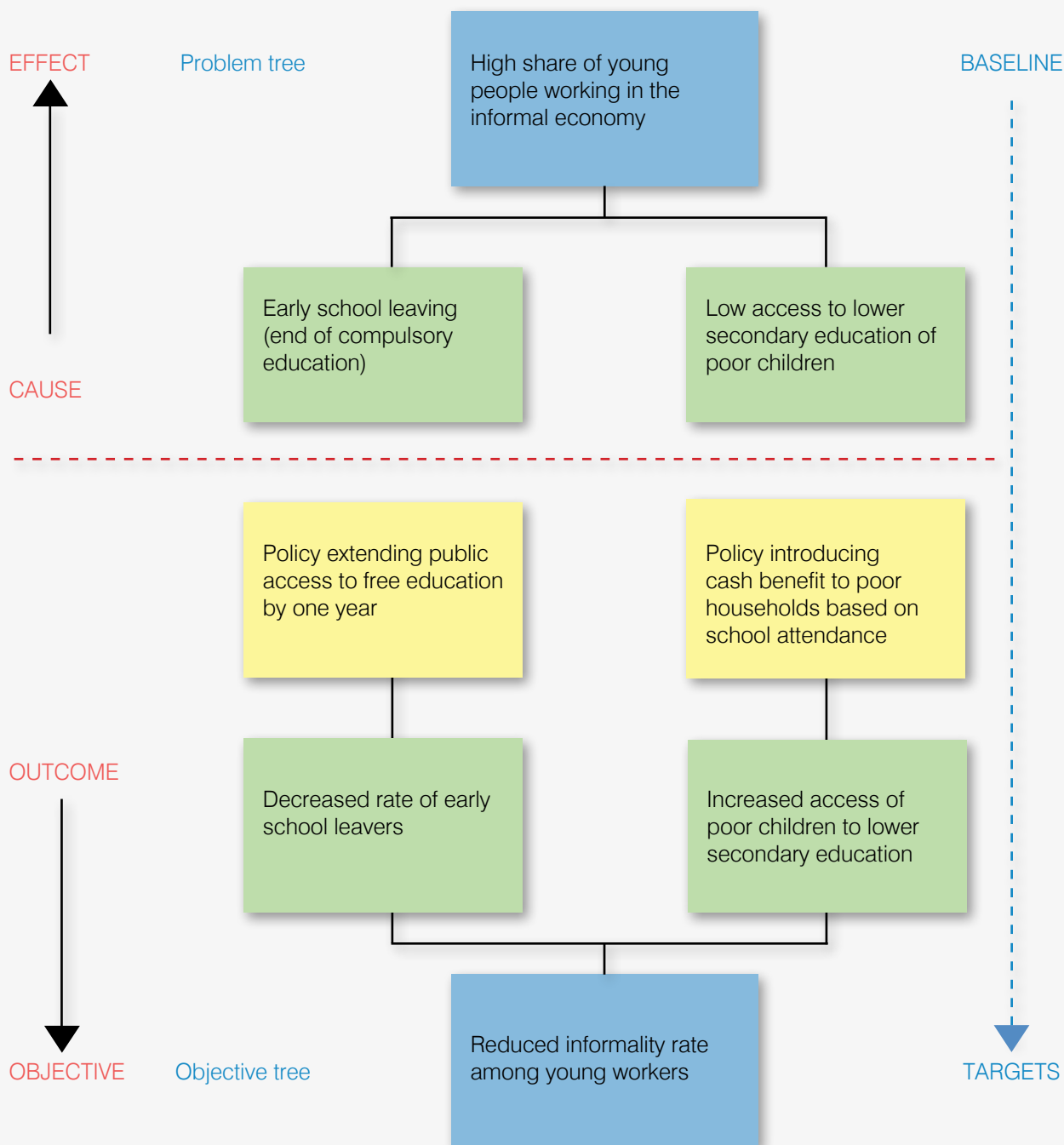
IDENTIFICATION OF YOUTH EMPLOYMENT PROBLEMS

The results of the situation analysis help identify the problems to be addressed. A complex issue – that is determined by the concurrence of several problems – would need to be unfolded into a set of more detailed problems. This to allow that each of them is more easily analysed.

A *cause-and-effect analysis* shows the links between the reason that generated a given event and the result it has had on the labour market. This provides the means to generate ideas about the reason for the problem to occur, the possible causes and the labour market impact (effect).



PROBLEM AND OBJECTIVE TREE



After having analysed all the problems to be addressed and the cause-effect chain, it would be important to rank the same problems in order of priority and to select those to be addressed by the youth employment policy. This will also entail negotiations among the different actors that re involved in the policy development process.



TURKEY - NATIONAL ACTION PLAN ON YOUTH EMPLOYMENT

The joint programme *Growth with Decent Work for All* supported the government of Turkey in the development of a National Action Plan on Youth Employment (NAP).

The development of the NAP was a multi-party effort involving more than 10 institutions and organizations. The development process included: i) the implementation of a number of thematic workshops on migration and the labour market; gender and poverty; rural employment; social inclusion, and labour market institutions; ii) identification of youth employment challenges; iii) the establishment of priority areas of intervention; and iv) the development of objectives, outcomes and indicators. The lessons learned from the experience of Austria and Slovenia in the design, monitoring and evaluation of youth employment policies were also instrumental to adjust some of the planned interventions.

A number of factors guarantee the sustainability of the Turkish NAP. First, the plan is aligned to the National Employment Strategy launched by the government in 2011. Second, both the Public Employment Services and the Ministry in charge of employment committed to achieve the objectives. Third, the experts of the institutions participating to the development of the NAP were also involved in its implementation. Finally, the NAP was adapted at the local level by the Provincial Employment Boards while formulating provincial employment policy plans.

Source: Information provided by the management of the joint programme "*Growth with Decent Work for All*".

SETTING THE POLICY OBJECTIVES

The objectives of the youth employment policy will be defined on the basis of the main problems identified in the situation analysis. The cause-effect relation helps design the policy objective. For instance, in a country where one of the main youth employment challenges relates to high shares of young people working in the informal economy, the youth employment policy objective will aim to “*reduce informal employment among young workers*”. If the cause of such high rates of informality stem from early school leaving, the policy options that can be considered relate to the introduction of an additional year of school, early intervention to identify students facing difficulties, or cash transfers to households conditioned to school attendance.

The objectives need to be accompanied by one or more **targets**. Quantifiable and verifiable targets provide benchmarks for measuring the progress made towards the achievement of objectives and for assessing the impact of the intervention.

Target setting should include the definition of the *baseline*, e.g. the point (or current situation) prior to the implementation of the policy. The baseline can be expressed in percentage, with levels or ratios. This information should be provided by the situation analysis and refer to both quantitative and qualitative employment measures.

The targets need to be specific, measurable, achievable, relevant and time bound (SMART). More specifically, targets are *specific* when they clearly articulate what is to be accomplished; *measurable* when they can be benchmarked against the baseline; *achievable* when they can be realistically accomplished with the available resources; *relevant* when they respond to the identified problem; and *time-bound* when they measure progress within a specific timeframe for the implementation of the policy. In the example above, for instance, if the baseline is a share of informal employment among youth of 30 per cent, the target could be the *reduction of informal employment among youth by 10 per cent by the end of xyz year of policy implementation*.

GENERATING POLICY OPTIONS

Policy priority setting is based on the identification and appraisal of a number of options enabling decision-makers to choose the mix of policies they consider the most effective to address priority problems and achieving the youth employment objective(s).

Similar to other policies, youth employment policy options can result from possible interventions across several policy areas (e.g. macroeconomic, sectoral and social policies; education and training policies; enterprise development policies; and labour market policies).

The assessment of desirable policy options can be done by building alternative “scenarios” that estimate the possible implications of one set of policies versus another. Each scenario anticipates the effects of a policy and compares them with likely effects of other policy options. This assessment can be based on a number of criteria as shown in the example below.

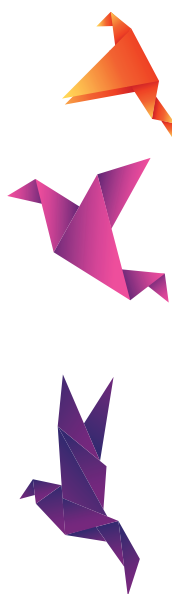


CRITERIA FOR PRIORITIZING POLICY OPTIONS

- **Desirability** refers to the likelihood that a policy option is “acceptable” to various interest groups. This requires identifying those who will benefit and those who will lose from the policy option. For example, a policy option that introduces an obligation for a public institution to provide employment support to young people within a given number of months from becoming unemployed (youth employment guarantee) will benefit labour market entrants, but will do little for long-term unemployed.
- **Affordability** Assesses the overall costs of the option against its expected returns. This can be done by using a cost-benefit or cost-effectiveness analysis or a social accounting matrix (see the examples on page 139).
- **Feasibility** refers to the human, financial, technical, organizational and administrative resources available for implementing each policy option. For instance, an option that envisages the provision of career counselling and guidance services to all young people in and out of school needs to ensure adequate staffing levels and financial resources to schools and employment services to deliver such service.

Source: Rosas, G., Rossignotti, G. *Guide for the preparation of National Actions Plans on Youth Employment*, ILO, Geneva 2008.

There are a number of assessment tools that can support the identification and selection of policy options. They range from simple decision-making instruments to more sophisticated tools. Some examples of these tools are the:



- **Grid analysis** helps make decisions by prioritizing policy options through a scoring system based on the factors that are deemed to be important (e.g. costs, overall benefits, technical and administrative feasibility).
- **Regulatory impact assessment** predicts the likely employment impact of each policy option in terms of job creation, transition among the various labour market statuses, effects on specific geographical areas or target groups;
- **Cost-benefit analysis** identifies the net monetary value of a policy option through a comparison of its estimated benefits and costs;
- **Cost-effectiveness analysis** compares the relative costs and outcomes (effects) of two or more policy options;
- **Social accounting matrix** simulates the potential impact of future economic policies on employment and income distribution through multiplier analysis



COST-EFFECTIVENESS AND COST-BENEFIT ANALYSIS

In order to reduce school dropout rate in lower secondary schools, the government is considering two policy options: the first option is to introduce a mentoring programme (peer-to-peer), where older students help students in lower classes with homework and other assignments. The second option envisages the introduction of after school activities to increase the attachment of pupils to school. The government decides to run both a cost-effectiveness exercise and a cost benefit analysis (simplified).

Cost-effectiveness

The cost-effectiveness is determined by dividing the cost for each proposal by its effectiveness (e.g. the percentage increase in the number of students graduating from lower secondary education). The result is the cost for each percentage point increase in the number of pupils who complete their studies.

The cost of introducing mentoring in all lower secondary schools is \$80 million, while the cost of after-school activities is \$65 million. The expected percentage increase in the number of students who finish school is 10 per cent for mentoring and 5 per cent for after school activities. The cost-effectiveness ratio of mentoring is \$8 while that of after school activities is \$13. This means that mentoring is more cost-effective than the other option.

Options	Costs	Effectiveness	C/E Ratio
Mentoring	\$80 mil	10	\$8
After-school activities	\$65 mil	5	\$13

Cost-benefit

The cost-benefit for each option is determined by calculating the benefits (e.g. estimates of future increases in earnings of participants who stayed in school) and costs (e.g. personnel, material, equipment) and then subtracting the benefits. This will give the net benefit for each option. The cost-benefit ratio is computed by dividing the monetary value of benefits by the costs (the higher the ratio, the more efficient the option in economic terms).

Options	Costs	Benefits	Net Benefits	B/C Ratio
Mentoring	\$80 mil	\$95 mil	\$15 mil	1.188
After-school activities	\$65 mil	\$75mil	\$10mil	1.154

The difficult part of the analysis revolves around the estimation of the total amount of increase in future earnings for pupils who are likely to remain in school due to the implementation of the chosen option. The more exhaustive and complete is the information, the more accurate is the costs-benefits analysis. When data are not available or not accurate, it is better to undertake a cost-effectiveness analysis. An example of how to calculate the total future increases in earnings is presented below.

- The mentoring proposal is expected to keep in school about 1,000 pupils at risk of dropout, while the after school activity is estimated to target approximately 790 pupils;
- A research of the Ministry of Education shows that workers who dropped out of lower secondary education, earn 20 per cent less than workers with upper secondary education throughout their working life (i.e. 40 years of paid work). The 20 per cent higher earning can be calculated on the basis of the minimum wage (\$990/month). This means that staying in school results into higher monthly wages (e.g. \$198). The higher amount is multiplied by the expected 40 years of working life ($\$198 \times 12 \times 40 = \$95,040$) for each worker who will stay in school as a result of the implementation of each policy option (e.g. $95,000 \times 1,000$ for the first option, and $95,000 \times 790$ for the second one).

STRUCTURE OF THE YOUTH EMPLOYMENT POLICY



The architecture of the youth employment policy usually includes the following elements:

- **Goal:** the aim the policy seeks to contribute to within the broader development goals of the country. It needs to be linked to existing national development frameworks.
- **Objectives and targets:** the objectives of the youth employment policy should be aligned to national employment policies and strategies. Each objective has to be accompanied by one or more measurable targets. These indicate the measurable point that the policy aims to achieve with respect to the baseline value.
- **Policy outcomes and indicators:** outcomes specify measurable changes in policy and/or institutions that derive from the implementation of the selected policy options. The outcomes are instrumental to achieve the objectives and targets. They are expressed in the form of achievable ends, are linked to available human and financial resources and their effects are measured by quantitative and/or qualitative indicators. Policy outcomes should not be confused with outputs. These latter are what entities do and the goods and services they produce in pursuance of policy decisions, while policy outcomes are the results to be achieved once the beneficiaries of the policy use the outputs.
- **Resources:** the policy should identify human, material and financial resources that are required for the implementation of the agreed actions. If a cost-benefit or cost-effectiveness analysis was conducted for the identification of policy options, the assessment of the resources needed to achieve the targets should already be available. A good rule revolves around the development best case/worst case scenarios that take into account positive factors and risks to the achievement of policy targets. Resources should be specified for each policy outcome. This allows measuring the cost-effectiveness of the interventions during the monitoring and evaluation of the youth employment policy.

- **Implementation and coordination mechanism:** the array of policies that affect youth employment outcomes spans different government institutions at central and local levels. As already mentioned in this module, the policy should provide information on the coordination mechanisms that will be put in place for its implementation. This mechanism should clearly identify roles and responsibilities of the different actors involved in the implementation of the policy;
- **Monitoring and evaluation:** monitoring serves to assess progress in terms of the on-going implementation and the efficient use of resources. This information allows for taking corrective measures to ensure consistency between planning and implementation. The evaluation process helps measure the achievement and impact of the youth employment objectives in terms of relevance, efficiency, effectiveness and sustainability.





YOUTH EMPLOYMENT POLICY DEVELOPMENT

Situation analysis	<ul style="list-style-type: none"> • What is the situation of young people in the labour market? • What are the determinants of employment outcomes for youth? • Is there sufficient information to construct a youth employment baseline?
Problem identification and priority ranking	<ul style="list-style-type: none"> • What are the main youth employment problems? • Is the relationship between the causes and effects of youth employment problems clear? • Is there consensus among stakeholder in ranking youth employment problems?
Objective and targets	<ul style="list-style-type: none"> • Does the objective express clearly what the policy aims to achieve? • Is/are the target/s specific, measurable, attainable, realistic and time-bound? • Is/are the target/s in line with the specified objectives?
Outcome and indicators	<ul style="list-style-type: none"> • Do the outcomes point to a measurable change that is key to achieve the objective? • Do the outcomes address the cause(s) of the identified youth employment problem? • Is/are the indicator/s specific, measurable, achievable, realistic and time-bound?
Implementation mechanism	<ul style="list-style-type: none"> • Which organization/agency takes the lead in the implementation of the policy? • Which mechanisms are established to ensure coordination among the organizations/agencies/groups involved in the implementation?
Resources	<ul style="list-style-type: none"> • Are material, human and financial resources clearly quantified? • Are resources adequate for the attainment of the youth employment targets?
Monitoring and Evaluation	<ul style="list-style-type: none"> • Are there clear monitoring and evaluation mechanisms established (who, what, when and how?) • Is the baseline adequate to measure outcome indicators? • Can the causality between policy and impact be determined?

MODULE 8:

Policies and programmes for the management of youth labour migration

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 8

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Identify prevalent types of migration flows and data sources on youth labour migration;
- List the essential features of policies targeting labour migration, including those on circular/temporary migration;
- Draw lessons from the experience of the MDG-F joint programmes on the design of programmes and services targeting youth at risk of irregular migration.

RESOURCES



Knowledge base on youth migration flows



HONDURAS: Promoting the productive use of remittances



Foreign employment policy instruments and measures



Migration-related services



CHINA: The new generation of migrant workers



The PHILIPPINES: One-stop-shop centre for young migrants



Circular migration

THE YOUTH MIGRATION CHALLENGE

In 2010, there were 27 million international migrants aged between 15 and 24 in the world, accounting for 12.4 per cent of the 214 million international migrants worldwide.³⁵ The proportion of migrants aged from 15 to 24 among all international migrants is higher in developing countries than in developed countries and is highest among the least developed countries.

INTERNATIONAL MIGRANTS BY SELECTED AGE GROUPS, 2010 (%)

	0-14	15-24	25-34
World	10.3	12.4	19.3
<i>Developed countries</i>	<i>7.1</i>	<i>10.8</i>	<i>18.3</i>
<i>Developing countries</i>	<i>16.6</i>	<i>14.8</i>	<i>20.9</i>

Source: United Nations Population Division, *International Migration in a Globalizing World: The Role of Youth*, Technical Paper No. 2011/

The distribution of migrants by origin is more or less equally divided between three types of movement:

01. International migration from poor, developing countries (“the South”) to rich, developed countries (“the North”) represents more than a third of the total.

02. South–South migration between developing countries represents another third of total migration flows;

03. North–North migration between developed countries represents a little less than a third.

There is no internationally-accepted definition of international migrants. The UN Population Division defines international migrants as individuals outside their country of birth, or citizenship, for twelve months or more, regardless of the reason for moving or legal status abroad. The United Nations Recommendations on statistical measurement of international migration (1997), offers the following definitions:

- **International migrant:** Any person who changes his or her country of usual residence;

³⁵ United Nations Population Division, *International Migration in a Globalizing World: The Role of Youth*, Technical Paper No. 2011/1.



- **Long term migrant:** A person who moves to a country other than that of his or her usual residence for a period of at least a year (12 months);
- **Short term migrant:** A person who moves to a country other than that of his or her usual residence for a period of at least 3 months but less than a year (12 months), except in cases where the move is for purposes of recreation, holiday, visits to friends and relatives, business, medical treatment or religious pilgrimage.

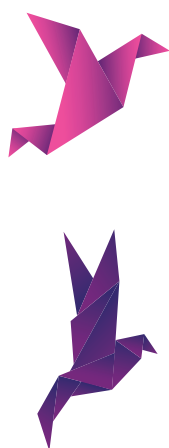
The distinctions most commonly used for different groups of migrant workers are based on anticipated duration of stay, reflecting the fact that control over who enters a country and how long they stay is a core aspect of national sovereignty. On this basis, the admission of migrant workers falls into two broad categories:

01. Permanent migration, referring to admission of workers falling under different immigration categories (i.e. family reunification, highly skilled workers) for an indefinite period of stay, that is, a stay without a time limit imposed by the destination country;

02. Temporary migration, referring to admission of workers (sometimes referred to as “guest workers”) for a specified time period, either to fill year-round, seasonal or project-tied jobs, or as trainees and service providers.

The phenomenon of migrant workers who regularly move back and forth between two countries is described as **circular migration** or repeat migration. In this case, rather than return migration, meaning closure of the migration cycle, there are several departures and several returns during the life cycle. Increasing attention is being given to circular migration as an instrument for promoting the mutual benefits of migration to both sending and receiving countries. For low-skilled workers, circular migration programmes may provide much-needed regular and safe migration avenues. Circular migration also helps developed countries meet their labour market needs without having to provide for permanent settlement or integration.

DATA SOURCES ON YOUTH LABOUR MIGRATION:



The full global magnitude of labour migration is difficult to ascertain, because not all countries monitor their labour migration flows, and fewer still report on these flows. The main data source to measure migration are administrative records (and, for youth, education records may also be a good source of information); population censuses, household surveys and international databases. Administrative records usually capture:

- **Inflows of labour migrants** (new entry or immigration visas; work permits issued; data of recruitment agencies, tax offices or social security authorities; figures on individuals apprehended during illegal border crossings);
- **Outflows** (new permissions to work abroad; exit permits or emigration visas; recruitment agency data; new members of special insurance schemes; for youth, records of individuals leaving under a trainee programme), and
- **Stock of foreign-born labour migrants** (population, tax and social security registers; aggregate figures of recruitment agencies; total entries or immigration visas; total work permits issued; and –specifically for youth– records of training programmes, youth working part-time and data on work permits issued to minors).

Administrative records have the advantage of being collected on a continuous basis. Often, however, they are not disaggregated by age-group and other individual characteristics that would help detecting risk factors. The best survey-based data are collected through population censuses and household-based surveys. These instruments, however, are often limited in frequency and coverage. Migration data are also available through international sources. The OECD, the ILO and the World Bank maintain databases compiled on figures from national sources on migrant workers and remittance.³⁶

³⁶ The OECD database is downloadable at <http://www.sourceOECD.org/database/OECDStat>; the ILO one from <http://laborsta.ilo.org>. The figures of the World bank can be found at <http://data.worldbank.org/data-catalog/migration-and-remittances>

JP EXPERIENCE

A number of MDG-F joint programmes invested in building the knowledge base needed for the development of effective policies and programmes on the management of youth migration.

- ✓ In **Bosnia and Herzegovina** (BiH), the Joint Programme *Youth Employability and Retention Programme* provided technical assistance to the national statistical agency to collect, process and analyse youth migration statistics. National rules and practices on migration statistics were mapped and a new methodology, in compliance with EU Regulation 862/2007 on migration statistics, was developed to ensure the reliability of data. The central database for migration (including statistics on young people) is now maintained by the national statistical agency.
- ✓ The rural-urban development gap in **China** has encouraged millions of rural migrants to seek urban employment. In 2010, young migrant workers under 30 years of age accounted for 58% (or 85 million individuals) of all rural migrants who moved to urban areas. The MDG-F Joint Programme *Protecting and Promoting the Rights of China's Vulnerable Migrants* filled a number of research gaps on young migrants. Examples include a mapping exercise on migration trends and the situation of domestic workers, and especially the impact of the economic crisis on this latter sector, as well as survey-based research on the new generation of migrants (e.g. migrants born after 1980). The Joint Programme also developed a platform for an exchange of migration research information (accessible at www.youngmigrants.org). This is an innovative tool that brings together various resources to improve the knowledge base for policy design on a range of migration issues.



- ✓ In **Serbia**, primary research was conducted among young Serbians living abroad under the aegis of the Joint Programme *Support to National Efforts for the Promotion of Youth Employment and Management of Migration*. The findings revealed that youth migration could be divided into two main regular types of flow: low-skilled youth migration, and high school students migrating for educational purposes. Low-skilled migrants represented the dominant group, with young workers mainly employed in elementary occupations. Migration for education purposes was generally towards the United States (secondary education) and the EU (graduate and post-graduate studies). Youth labour migration from the country was often temporary, of a circular nature, and took place mostly by relying on social networks of relatives and friends in the destination countries.

THE MIGRATION- DEVELOPMENT NEXUS

There is a broad consensus that labour migration issues should be integrated into the mainstream of national employment, labour market, poverty alleviation and development policies. Labour migration has the potential to serve as an engine of growth and development for all parties involved – destination countries, origin countries and migrant workers themselves. In destination countries, migration has rejuvenated the workforce, made declining sectors like agriculture and services economically viable, promoted entrepreneurship, supported social security and welfare schemes, and satisfied the demand for skills in emerging industries. In origin countries, the positive contributions of migration are reflected in high remittance flows and the transfer of investment, technology and critical skills through return migration and connections with communities abroad.



HONDURAS - PROMOTING THE PRODUCTIVE USE OF REMITTANCES

In 2010 workers' remittances in Honduras comprised 16.2 per cent of GDP (or US\$2,807 million, which is higher than the external debt of the country). Over 69 per cent of remittances is used for household consumption. One of the objectives of the Joint Programme *Human development for youth: Overcoming the challenges of migration through employment* was to promote the productive use of remittances; encourage savings and investment; generate employment and business opportunities at local level; and improve the quality of life of the families of migrant workers. Every unit of national currency that migrants invest in local initiatives is matched by an equal amount provided by the government (1x1). The final goal is to achieve a 1x2 model with migrants' investments matched also by funds of local authorities.

Migrants becoming partners in the implementation of projects allows local municipalities to implement development initiatives by allocating only one third of the total amount required. The joint programme action revolved around two phases. In the first stage, migrants abroad were mapped and organized into registered committees. These latter organized fund-raising events to finance development projects in the municipalities of origin. The second stage included training for recipient municipalities to design viable projects, implement them and monitor the results achieved. The partners of these initiatives are the Ministry of Foreign Affairs (mapping and registration of nationals living abroad); the Secretariat for Social Development (development of local projects and inter-institutional coordination) and local municipalities (execution of projects at local level).

OBJECTIVES OF MIGRATION POLICY AND GOVERNANCE

Those concerned with international migration have increasingly advocated for more attention to be paid to the management of migration. However, there are a number of problems with the terms “migration management” and “managed migration”. First, these terms imply that a State has more or less complete control over migration and can effectively manage it. A second difficulty is that the term is linked to a view of unilateral migration control by destination countries. The dividing line between migration “management” and migration “control” is indeed thin. Thirdly, migration management can imply a top-down approach that encourages governments to regulate migration in an isolated way, that is, without consulting other stakeholders, such as social partners and migrant workers themselves.

The term “good governance” may be a more helpful concept in these areas, although its definition depends on the context in which it is used. In short, while not easily defined and context-dependent, “migration management,” or “managed migration,” or “good governance” are increasingly being seen as important issues for labour migration.

CRITERIA OF GOOD GOVERNANCE - EFFECTIVE MANAGEMENT

Several characteristics are commonly associated with the notion of “good governance” in the field of migration. These include consistency with international standards and good practices; policy coherence; gender sensitivity; transparency and flexibility; social dialogue; and formulating policies based on evidence.

Compliance with international standards: Migration policies and practices can only be viable and effective when they are based on a firm foundation of legal norms and operate under the rule of law. Most measures needed to govern labour migration and ensure adequate protection for young migrant workers can be found in the framework of international human rights (*UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families*, 1990) and international labour standards, including ILO Convention No 97 *Migration for Employment (Revised)*, 1949; Convention No 143 *Migrant Workers (Supplementary Provisions)*, 1975; and the Recommendation No 86 *Migration for Employment (Revised)*, 1949.

Policy coherence: As migration represents one of the most complex policy challenges for governments, policy coherence is crucial. Coherence should, at the very least, ensure that migration policies are directed at meeting foreseeable long-term requirements of the economy and society. Governments should take measures that support legal migration, ensure that migrants receive pay not lower than that granted to national workers for work of equal value, and contain provisions to discourage informal employment.

At a national level, a lack of policy coherence is often due to poor coordination and information-sharing between those ministries with a mandate for migration and other ministries. This is often the case when immigration policies determined by Ministries of Home Affairs, Immigration, or Interior, are not aware of the admission or work permit policies designed by the Ministry of Labour in response to labour market needs. At an international level, policy coherence can involve facilitating dialogue and cooperation between countries of origin and countries of destination in the interest of establishing the most effective policies that increase the benefits of migration.

Gender sensitivity: Women constitute approximately half of all international migrants. However, the factors pushing women to migrate, and their experiences as migrant workers are different from men's. Hence, policies should account for, and address, these differences.

Transparency and flexibility: Clearly, there is no perfect migration policy. However, there are two key features that all effective migration policies include: i) transparency and flexibility to ensure that migration policy is accessible to – and understood by – the relevant stakeholders; and ii) adaptability in changing circumstances.

Social dialogue: To maximize the development potential of labour migration, a wide range of actors should be consulted and actively engaged in the design, monitoring, and evaluation of international migration policies. While the ultimate responsibility lies with governments (through the enactment and enforcement of laws, policies, and programmes) the formulation and implementation of migration policies is more likely to be effective when based on social dialogue. Employers' and workers' organizations are among the strongest advocates for the establishment of appropriate policies and structures for regulating emigration.

Evidence-based policies: Sound policy formulation is based on the most up-to-date evidence on labour market requirements and the characteristics of migrant workers (origin, citizenship, age and sex composition, education and skills, labour force status, conditions of work in destination countries and extent of integration). Unfortunately, much of this information is lacking in many countries. In most cases, the number of workers with no regular status is anybody's guess.

GOVERNANCE IN ORIGIN COUNTRIES

Whereas political, economic and social circumstances differ widely between countries of origin, the development of migration management policies presents several common challenges. These include promoting employment, protecting the well-being of nationals abroad and maximizing the development impact of migration (see template on the next page).





FOREIGN EMPLOYMENT POLICY INSTRUMENTS AND MEASURES, BY OBJECTIVE

Objective	Employment policy instrument and measures
01. Promote employment	<ul style="list-style-type: none"> • Market information and research • Establish diplomatic relations • Strengthen private/public placement services • Policies promoting “Brain Gain” • Bilateral agreements targeting young migrants
02. Protect the well-being of migrants	<ul style="list-style-type: none"> • Standard setting and enforcement • Supervision of private recruitment agencies • Performance guarantee and penalties • Minimum standards for employment/trainee contracts • Licensing of recruitment firms • Bilateral agreements including training for youth <p style="margin-left: 20px;">Support services</p> <ul style="list-style-type: none"> • Information and counselling services prior to departure • Labour attaché services on-site • Social insurance • Returnee training and employment assistance • Community facilities and centres for workers abroad • Support services for families left behind
03. Maximize the development impact of labour migration	<ul style="list-style-type: none"> • Remittances policies and services • Housing programmes for migrants • Reintegration in the labour market • Special placement services • Bilateral training agreements • Mobilizing transnational communities

JP EXPERIENCE

Many MDG-F joint programmes piloted new migration-related services targeting youth. Some are summarized below, while two are detailed in the case studies that follow.

- ✓ In **Peru**, the Joint Programme *Promotion of employment and MSEs for Youth and Management of Juvenile Labour Migration*, created an information and orientation service (INFOMIGRA) for young Peruvians planning to migrate, migrants living abroad and potential returnees. The objective was to provide reliable information on employment offers and counselling on return migration. The service is available one-to-one and through a web portal (www.mintra.gob.pe/migrante/infrmigra.php) managed by the Ministry of Labour and Employment Promotion. An innovative feature is that contributions to the content are received from the Peruvian Diaspora, as well as returnees who offer personal advice based on their own experiences.
- ✓ In **Nicaragua**, the Joint Programme *National Development Capacities for Improving Employment and Self-Employment Opportunities for Young People* promoted awareness of the risks associated with irregular migration through an internet-based game, '*Life not for sale*'. Staff of youth offices, together with youth leaders contributed to the design of outreach campaigns and were trained as peer educators. Eight discussion networks on youth rights were created in the pilot municipalities targeted by the Joint Programme.
- ✓ In **Paraguay**, the website of the Directorate of Paraguayan Communities Abroad (Ministry of Foreign Affairs) was upgraded under the aegis of the Joint Programme *Economic Capacities and Opportunities for Social Inclusion* to provide information to both nationals residing abroad and citizens considering migration.
- ✓ In **Tunisia**, the Joint Programme *Engaging Tunisian Youth to achieve the MDGs*, offered young returning migrants (especially those from Libya) a self-employment assistance package that included counselling, training and the acquisition of basic equipment. The programme also piloted two temporary migration schemes targeting specific labour market niches in



receiving countries. The first scheme, managed by a private employment agency, aimed providing placement services for young Tunisians in the elderly care sector in the Flemish-speaking parts of Belgium. The second scheme, based on a partnership between the Tunisian Public Employment Service (*Agence Nationale pour l'Emploi et le Travail Indépendant*) and the Canadian Cooperation, prepared young Tunisians to take up jobs in various trades in the Province of Saskatchewan.



CHINA - THE NEW GENERATION OF MIGRANT WORKERS

In 2010, China recorded 240 million internal migrants, including 88.8 million rural labourers employed in adjacent areas and 153.3 million out-of-home rural workers. Most migrants are employed in manufacturing, service sector industries and construction. This new generation of migrants are generally young people (23 years old on average and 16-18 years old at the time of first migration), with higher educational attainment and higher life, job and career expectations. They are also more likely to demand rights protection, integration in the cities where they work and lifelong learning. However, they often face low incomes and high costs of living; gaps between the skills acquired and the requirements of enterprises; labour rights violations and mental health problems. All of this places them at a higher risk of marginalization.

The responses of the joint programme focused on improving the policy framework and implementation; ensuring safe migration and access to better jobs (through non-formal education, vocational and life skills training); and support services (registration of migrant children, one-stop community service centres and health facilities).

To prevent unsafe migration and support young migrant workers to adapt easily to city life, an integrated Life Skills Training Package was developed for potential young migrants in sending areas and urban migrants in receiving areas. The training package, including a self-instruction handbook for young migrants and a trainers' guidebook, includes gender and participatory training methodologies and addresses topics such as city life, jobs, health and relationships. The training package was integrated in both short-term programmes for pre-departure training and regular school/vocational training centre courses.



THE PHILIPPINES – ONE-STOP-SHOP CENTRE FOR YOUNG MIGRANTS

The Joint Programme *Alternatives to migration: Decent Jobs for Filipino youth* supported the establishment of one-stop resource centres targeting disadvantaged youth, young migrants and youth left behind by migrant parents. The Centres provide information and services on employment, reintegration, safe migration, referral to education and training, entrepreneurial and psycho-social counselling. The development of the resource centres involved four sets of activities:

- Building/refurbishing of centre facilities, strategically located for service provision and complementing existing public employment services;
- Capacity building of staff on service delivery and orientation of partner institutions/ organizations (community-based organizations, recruitment agencies, enterprises and cooperatives). Training focused also on monitoring system (database to track and target end beneficiaries) financial literacy, psycho-social counselling, paralegal services, reintegration and career guidance counselling;
- Environmental scanning to identify the municipalities with the highest concentration of overseas migrants and main destination countries;
- Migration and development for a aimed at sensitizing the public and private sectors on the costs of migration; the development potential of remittances; and the contribution of migration to local economic development.

The most innovative approach revolves around the relevance of the model to the re-integration of migrant workers with sustainability guaranteed by the linkages with the public employment services and the engagement of multi-sector partners in outreach.

GOVERNANCE IN DESTINATION COUNTRIES

Most destination countries share some important objectives in their approaches to migration policy, such as regulating the labour market – including admitting migrant workers according to labour market needs and controlling irregular migration; maximizing the benefits of immigration; and minimizing any adverse social, political or economic effects from the admission of migrant workers.

Public perceptions of migrant workers and migration can have a significant impact on the formulation of migration policies, as policy-makers and legislators strive to retain political support. The governance of migration in destination countries must not only respond to those countries' own needs and demands, but must also take into account the protection of migrant workers' rights. Governments must therefore address a number of interrelated policy requirements in regulating the labour market, ensuring the protection of migrant and national workers, and supporting integration. The following areas are particularly significant for the governance and regulation of migration in host countries:

- **Admission policies** for the employment of migrants, including better opportunities for legal migration;
- **Labour market regulation**, including access to employment, mobility of migrant workers, and recognition of their qualifications;
- **Protection of migrants** (and native) workers in the employment context;
- **Addressing irregular migration**, including regularization measures, as appropriate;
- **Facilitating social cohesion**, particularly through preventing discrimination and easing integration;
- **Social protection and welfare**, including improving access to social security, health care, education and housing; and
- **Promoting migration-development linkages** in support of countries of origin.



POLICIES ON CIRCULAR LABOUR MIGRATION

Circular and temporary migration types of schemes are generally part of wider cooperation agreements involving a developed and a developing country (with wide differences in terms of living conditions, wages, educational attainment of the population and so on).

Circular migration schemes allow for frequent temporary stays, while temporary foreign worker schemes are based on the idea of one-time-only migration. The former requires important financial and logistical resources (e.g. mechanisms/institutions for selecting the migrants, training them and ensuring their return), often accompanied by a 're-entry premium' in the destination country on return.

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JP EXPERIENCE

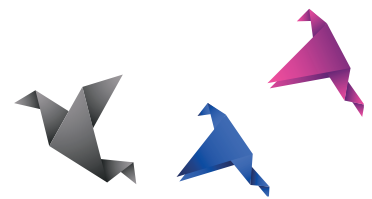


In **Bosnia and Herzegovina**, the Joint Programme *Youth Employability and Retention Programme* piloted a circular migration scheme for both skilled and unskilled young people in collaboration with the Youth Employment Resource Centres, schools and local non-governmental organizations. The temporary migration scheme was introduced with Germany as the destination country with regular monitoring visits conducted on the premises of the nine employers that recruited young beneficiaries. The piloted service package also provided one-to-one and group support as well as referral assistance to young returnees for their reintegration in the labour markets of 17 target municipalities. Services included training on life skills, work competencies and entrepreneurial skills.

MODULE 9:

Design and implementation of youth employment programmes

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 9

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Develop a simple method to profile disadvantaged youth;
- Match the characteristics of young people to employment programmes' features and labour market needs;
- Draw lessons from the experience of the MDG-F joint programmes on the design and implementation of employment programmes targeting vulnerable youth.

RESOURCES



Sequence to develop youth employment programmes



Evaluation of youth employment programmes



SERBIA – Integrated employment and social service delivery



Profiling approaches



Profiling youth at risk of exclusion



Employment services for youth



SOUTH SUDAN – Livelihood skills training for income generation



Training programmes



Youth entrepreneurship schemes



Youth employment programmes: Advantages and disadvantages



SERBIA: Youth Employment Fund



TUNISIA: Souk –Attanmia Public Private Partnership (PPP) for youth employment



ALBANIA: Delivery of youth employment interventions

DESIGN OF YOUTH EMPLOYMENT PROGRAMMES

The following steps should be adhered to develop youth employment programmes and comprise:

01. Analysing youth employment data to understand the cause-effect relations of youth employment problems (on the supply and demand side);
02. Targeting the identification of groups most affected by employment problems and matching them to those employment interventions most likely to be effective;
03. Selecting the type, duration and compensation levels of programmes;
04. Establishing indicators to monitor performance;
05. Choosing among evaluation approaches.



SEQUENCE TO DEVELOP YOUTH EMPLOYMENT PROGRAMMES

STEP 1: Collection and analysis of YE data



The analysis of youth labour market data and trends allows identification of the main youth employment problems and their cause-effect relationship; profiling the specific disadvantages faced by young people in the labour market; and identifies occupations and economic sectors that are creating jobs. The causes of employment problems are generally grouped into three broad categories:



- Mismatch between the skills levels of young jobseekers and the skills demanded by enterprises;
- Low labour demand (the supply of young job-seeking workers looking for a job exceeds the number of enterprises/vacancies available; this may also be caused by high labour costs that reduce the incentive for enterprises to invest); and
- Long unemployment spells – caused by erroneous information on available jobs, skills mismatches or low labour demand– induce a process of de-motivation that results in young individuals reducing their job search activity.

Each of these causes calls for a different solution:

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- Employment problems caused by skills mismatches are more effectively tackled by training programmes;
- Low labour demand can be addressed by providing incentives to employers to recruit young workers (employment subsidies);
- De-motivation and low job search intensity may be addressed by offering adequate labour market information, job search assistance, counselling and guidance, and also by aligning benefits to mandatory job search activity.

In practice, however, youth employment problems in most labour markets are the result of the combined effect of all the above-mentioned causes. Integrated programmes, combining training with vocational guidance, labour market information, job search assistance and subsidized employment, are preferred as they have a higher probability of leading to permanent employment. The impact evaluations of programmes targeting young people provide strong, positive evidence to pursue this course of action.

LESSONS LEARNED

In many countries, different approaches towards the promotion of decent work for youth have been developed through narrow programmes, with little knowledge of the characteristics of young people and determinants of labour supply and demand. Evidence from evaluation of youth employment initiatives shows that the most effective programmes are those that offer a comprehensive package of services which are tailored to both the needs of young people and the requirements of the labour market. The evidence stemming from evaluations of youth employment initiatives points to the following success features:



- ✓ *Design that responds to labour market requirements* improves the employment opportunities of participants. Reliable labour market information is essential for the design of employment programmes that effectively (re) integrate young people into jobs.
- ✓ *Targeting and tailoring to individual needs and labour market disadvantages* have produced better programme results. Generic targeting based on age may fail to reach disadvantaged youth.
- ✓ *Comprehensive packages of services* that combine various components relating to both labour demand and supply can be more effective than single measures.
- ✓ *Link to work experience and involvement of the private sector* (e.g. through in-company training, work placement) increase employment opportunities, especially if programmes place participants with private companies.



SERBIA - INTEGRATED EMPLOYMENT AND SOCIAL SERVICE DELIVERY SYSTEM

One of the challenges identified by the joint programme *Support to National Efforts for the Promotion of Youth Employment and Management of Migration* in Serbia was the development of more employment-friendly social protection systems targeting the needs of the most at risk groups of the youth population. This intervention specifically targeted the separation (and fragmentation) of social and employment service delivery at national and local level and promoted the development of a whole-system approach, where a single caseworker coordinates the services provided to young clients by different agencies. Research into international good practices in the provision of integrated services informed the policy and programme development work.

The target group is young people between 15 and 24 years of age with low educational attainment (e.g. primary and secondary education dropouts), young social assistance beneficiaries; single parents; youth leaving institutional care; young persons living with a disability; internally displaced young persons and refugees; and youth living in poor households.

The integrated service delivery approach includes a profiling system to detect the risk factors to which the young person is exposed; referral to the public service providers most suited to address the individual barriers faced (education, employment, social integration) as well as the provision of employment programmes to ease the transition to work and motivation coaching.

The joint programme provided technical assistance on: i) the development of a new model of service delivery between the employment and social services; ii) the piloting of integrated service delivery to youth (training, employment and work experience programmes financed by the Youth Employment Fund); iii) the rolling out of the piloted model throughout the country; iv) the finalization – based on the findings of the pilot programmes – of the employment and social policy framework. The model piloted for the activation of young individuals at risk has been established as the service delivery model for welfare beneficiaries (*Law on social welfare, 2012*).

PROFILING AND TARGETING

A profiling system computes the probability of becoming long-term unemployed on the basis of a number of individual characteristics and – according to the estimated risk – assigns individuals to employment services and programmes. Targeting predicts, for any specific person, his/her potential labour market outcomes for every available programme, (including the no-programme option). Hence, targeting is the process of identifying the needs of individuals and matching these to the employment services and programmes most likely to work.

PROFILING YOUTH DISADVANTAGE



The key indicators of the youth labour market are instrumental in identifying the factors most likely to influence youth employment outcomes. These figures can be used to “profile” young individuals who are most at risk of poverty and social exclusion. The individual factors that influence youth labour market outcomes are country-specific. The most recurrent ones, however, are:

- **Age:** as youth unemployment rates are usually higher than those of adults, one can expect age to be positively related to the probability of making the transition to work. In many countries, teenagers (15-19 years old) are more likely to be unemployed (or to experience poor outcomes such as work in the informal economy, involuntary temporary work or work as contributing family members) compared to young adults (20-24 years old).
- **Sex:** In general, young women face greater difficulties in the labour market and one expects them to have lower probabilities of finding a job compared to their male peers. In some countries this holds also at higher levels of educational attainment. Child rearing responsibilities may represent a barrier in job searching, which may affect both young women and young men equally, or just one of the two sexes. Teen pregnancy is associated with early school leaving, which in turn determines poor labour market outcomes.
- **Education:** Educational attainment is possibly the most important determinant of labour market outcomes as it is correlated with the productivity of an individual. Generally speaking, the higher the level of educational attainment of an individual, the better his/her employment outcomes and the higher his/her earnings.³⁷ However, some countries experience the so-called “educated unemployed problem”, e.g. young people with tertiary education level experiencing higher unemployment rates compared to youth with lower qualifications. Much depends on the organization of the national education system, the value of the qualifications acquired by young people and the responsiveness of educational outcomes to labour market requirements.
- **Vocational qualifications:** The probability of having poor employment outcomes is also related to the lack of vocational or occupational qualifications. Such

³⁷ OECD, *Social disadvantage and educational experiences*, OECD Social, Employment and Migration working papers, No 32, 2006

qualifications may be gained through school, work experience or a combination of both.

- **Prior work experience:** In general, the productivity of an employee increases with work experience. High productivity – if not firm specific – sends positive signals to employers, thus increasing the probability of finding work. In some countries, changing jobs often while young is only slightly associated with a greater risk of unemployment later in life and is positively associated with higher earnings, particularly for young men. For some youth, engagement in temporary and casual work is associated with increased vulnerability, while for others it represents an entry point in the labour market.
- **Family status:** This refers to the position of individuals within families of different types. For instance, sole parents generally face significant barriers in accessing employment opportunities; married women with children may be discriminated against because they are perceived as being more likely to be absent from work due to child care duties, and so on.
- **Unemployment spell:** The longer a young person is unemployed the lower the probability that s/he will be able to escape unemployment and find work. This is due to human capital (skills erosion, lower job search intensity and so on) and signalling effects (employers are reluctant to recruit long-term unemployed as this indicates lower productivity). Significant deterioration in employment prospects occurs around the 3-6 month mark, when motivation to search for work starts to decline and at around the 12 month period, when the impact of unemployment sets in and skills, work experience and work habits have already deteriorated considerably.
- **Geographical location:** this factor relates to the risk arising from living in a particular geographical location. The condition of the economy in the region of residence has an overriding influence on the probability of finding work. Usually employment growth and unemployment rates by region are used to calculate the risk that living in a certain region/area has compared to the national average. In some countries living in an urban area increases the risk of experiencing poor labour market outcomes, while in other countries young people living in



rural areas are at a clear disadvantage compared to the urban peers.

Over the last two decades, many countries have begun to develop profiling systems to identify the relative difficulty job seekers have in finding employment because of their personal circumstances. The types of profiling approaches normally used by national Public Employment Services (PES) are summarized below



PROFILING APPROACHES

- **Eligibility rules** describe a process where individuals are channelled towards re-employment support on the basis of meeting certain criteria. The advantage is that the development of clear-cut criteria rules makes this system relatively cheap to implement. However, the eligibility rules approach is somewhat indiscriminate as the specific needs of individuals are overlooked.
- **Caseworker discretion**, describes a process whereby the Public Employment Service interviewer uses his/her own judgment to direct the individual towards the type of intervention that he/she feels is most appropriate to meet the needs. While such a process may be more responsive to individual needs, it is still highly subjective, more expensive to implement and difficult to evaluate.
- **Screening** describes the process through which the caseworker attempts to score the individual's employability using psychological-based techniques and, on the basis of this score, the young individual is directed towards specific interventions. This approach again relies on caseworker discretion and, therefore, cannot be considered wholly objective.
- **Statistical profiling** is a tool whereby a numerical probability score determines the referral of an unemployed person to further employment services. Specifically, the score derived ranks each individual in terms of his/her risk of becoming long-term unemployed and PES staff can then use this score to identify those who are most in need of their assistance.

In the same way in which profiling is used to identify the risk of long-term unemployment, it can also be used to measure the probability of other negative labour market outcomes (such as underemployment or working poverty) based on the personal characteristics and circumstances of an individual.

As such, profiling can be a very valuable tool in developing effective targeting mechanisms for youth employment interventions. One of the key findings of the evaluation literature on youth employment, in fact, points to targeting as one of

the most problematic areas in the development of effective youth employment interventions, with failures often occurring in addressing the multiple layers of disadvantage that can accumulate in the same young individual. Combining the results of a statistical profiling model with the assessment of individuals carried out by an employment service caseworker can go a long way to reducing the deadweight loss associated with the incorrect selection of participants for employment interventions.



This type of combined system uses statistical methods to screen individuals that may be at risk of poor labour market outcomes;

Such preliminary screening is then verified by an employment service caseworker through individual counselling interviews (also to detect factors that are difficult to measure statistically, such as low motivation);

If the at-risk screening of the profiling model is confirmed by a caseworker's judgement, the young individual is referred to the most appropriate sequence of employment services and programmes (targeting).

A simplified way to develop a profiling system is to use existing youth employment indicators to identify factors that may be associated with labour market risk. Each factor is assigned a numerical weight (score), indicative of the average weight the factor has in determining the risk the young person faces in the labour market.

The most common variables used are: age and sex; educational attainment; geographical location; family status and income; disability/medical condition; employment/unemployment history and proximity to the labour market.

JP EXPERIENCE



In **Costa Rica**, the joint programme *A One-Stop Shop for Youth Employment*, aimed at integrating the delivery of services provided by a number of public authorities and organizations for vulnerable youth. An individual development plan explores the needs of the young individual and sets an assistance strategy to lead to the final objective: employment, employability or entrepreneurship. A profiling system determines the degree of vulnerability of each individual for priority intervention (vulnerability index). The index is compiled on the basis of an individual assessment carried out by a caseworker on factors such as sex, educational attainment, geographical area and migrant status.



In **Serbia**, the joint programme *Support for National Efforts for the Promotion of Youth Employment and Management of Migration*, assisted the National Employment Service to develop targeting approaches for youth employment programmes based on individual factors most likely to determine poor labour market outcomes. These were: educational attainment, length of unemployment refugee and returnee status, national origin, living in a household benefitting from social assistance, and medical condition.

YOUTH EMPLOYMENT SERVICES AND PROGRAMMES EMPLOYMENT SERVICES

The provision of employment services (job search skills, counselling and guidance and job placement) underpinned by timely and reliable labour market information, is widely acknowledged to be the most cost-effective means of easing the transition of young people to the world of work.

The range and scope of employment services has expanded significantly in the last two decades. The use of ICT tools increased the provision of basic employment services (information on available vacancies, matching of individual skills and knowledge to occupations and training programmes) and allowed caseworkers to focus more on group and individual counselling.

This latter has been enriched by additional services (groups counselling, job and career fairs, job clubs, job tasters). Individual employment planning as a gateway to higher-intensity employment assistance and participation in (re) integration programmes has also become a widespread practice.

JP EXPERIENCE



The joint programme *Youth Employability and Retention Programme* introduced a novel approach in **Bosnia and Herzegovina**, with services specifically designed to prepare young people for the labour market. Sixteen Centres for Information, Counselling and Training (CISO) were set up in the premises of the Public Employment Services to provide job counselling assistance, training and access to updated labour market information for youth aged between 15 and 30 years old. The service targets mainly unemployed youth; returnees; young people searching for information on migration opportunities as well as students. Six of the CISO Centres have been included in the organizational chart of the Public Employment Services and all costs related to their operations are being covered by public funds. The remaining 10 Centres are expected to be taken over by the local employment offices in 2013.



In **Peru**, the joint programme *Promotion of employment and MSEs for Youth and Management of Juvenile Labour Migration* supported the development of the Youth Employment Portal (<http://www.empleosperu.gob.pe/empleojoven/index.asp>) to help young people search for a job. The Portal offers information on available vacancies (updated daily), allows young people to prepare curricula vitae on line and send it to enterprises looking for workers, provides tips on how to write a CV and sit a job interview. Another service developed under the aegis of the joint programme is the *Certificado Unico Laboral*. CERTIJOVEN collects all the information necessary to enterprises to recruit a young person. This minimized the cost and time young people had to invest in job search.

SKILLS DEVELOPMENT

Training is the dominant active labour market measure used to develop skills among workers of all ages. It includes second chance education programmes (e.g. basic literacy and numeracy programmes); life skills training; technical and vocational education and training (off-the job); workplace training (e.g. internships, on-the-job training schemes); apprenticeship; and financial incentives for training (subsidies and vouchers). While the record on how well these programmes function is mixed, recent evidence indicates that a design combining different training approaches has a higher probability of yielding positive effects on the employment and/or earnings outcomes of participants. In particular, compared to in-classroom training alone, the interaction of in-classroom training, workplace learning and other employment services increases the likelihood of positive labour market impacts by 50 per cent.³⁸



SOUTH SUDAN - LIVELIHOOD SKILLS TRAINING FOR INCOME GENERATION

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The joint programme *Creating opportunities for youth employment in South Sudan* operated in a context characterized by slow economic growth, with limited employment opportunities in the public and private sectors; high illiteracy rates (estimated at 60 per cent of the population); and prevalence of poverty and displacement. Hence, the need to provide young people with immediate income opportunities. Against this backdrop, the joint programme designed short-term skills training programme, integrating literacy skills, basic entrepreneurship competencies (marketing, pricing and costing) as well as HIV/AIDS and reproductive health modules. The programme also provides a starter kit to beneficiaries at the end of the training. The training packages developed include, among others, modules on functional literacy, farming skills, vocational and life skills.

There are three features that are key to the design of training programmes. First, training provision needs to reflect the skills most demanded by the labour market and strike a balance between vocational competencies and core skills for employability. In this way, the final impact of training goes

³⁸ J. Fares, O.S. Puerto, *Towards comprehensive training*, World Bank Mimeo, Washington D.C. 2008

beyond the simple acquisition of enterprise-specific skills and allows beneficiaries to move more easily between jobs and enterprises. Second, a “work first” approach may prove more successful because of its strong links to local demand. Third, mixing in-classroom and on-the-job training provides an opportunity to maximize the benefits of both approaches by increasing the speed and flexibility of response to emerging skills needs.

JP EXPERIENCE



- ✓ In **China**, the joint programme *Protecting and Promoting the Rights of China's Vulnerable Migrants* developed a Life Skills Training Package to prevent young migrant workers from unsafe migration and support them in adapting to city life. The Package was integrated in both short-term programmes for pre-departure training and regular school/vocational training centre courses. During the joint programme period, 5,844 potential and actual young migrant workers in sending and receiving areas participated to life skills training courses provided by about 1,000 trainers and peer-educators trained by the joint programme. Training courses have enabled rural youths and young urban migrants to better understand their rights and how to protect them, how to deal with city life, how to find and retain a decent job, and how to deal with personal relationships.
- ✓ One of the initiatives launched by the joint programme *Growth with Decent Work for All* in **Turkey**, was to design vocational training courses for the young unemployed based on labour market requirements. In Turkey, in fact, the Public Employment Service (ISKUR) organizes vocational training with private enterprises, provided that a minimum number of trainees is employed at the end of the course. To increase retention rates and ensure that training was offered in occupations for which there was a demand, the Joint Programme launched a series of researches (labour market survey and scan of priority economic sectors) in Antalya to inform the design of vocational training courses. It was found that the placement of young unemployed after training in occupations identified by labour market surveys was higher than for standard training courses.



One of the objectives of the joint programme *Alternatives to migration: Decent Jobs for Filipino youth* is to address the social costs of migration in the **Philippines**, particularly for children living apart from one or both parents (approximately 27 per cent of all children). Children of migrant workers tend to have higher school dropout rates and a diminishing interest in finishing school, working, or building a career. Hence, the *Special Program for the Employment of Students* targets young people of between 15 and 24 years old, allowing them to remain in, or return to school thus allowing them to acquire higher skills and thus enhance their future employment opportunities by providing incentives to employers. Employers partnering in the programme pay 60 per cent of the salary of the young recruit, while the remaining 40 per cent is provided by the Department of Labour and Employment.

EMPLOYMENT CREATION PROGRAMMES

Employment creation programmes include wage subsidies; public works and community service programmes, as well as entrepreneurship/self-employment programmes (including training and access to microfinance/credit). Employment subsidies are designed to provide incentives to enterprises to recruit workers by reducing the labour costs involved in hiring. The findings of a number of evaluations suggest that the unemployed hired with employment subsidies will, for the most part, simply displace others who would have been hired without the programme, and the positive effects of the measure are offset by the losses experienced by those who are displaced by programme participants. However, these programmes offer an advantage to those who are eligible and this type of redistribution of job opportunities may be justified on equity grounds.

SELF-EMPLOYMENT PROGRAMMES



The effectiveness of entrepreneurship/self-employment programmes for youth depends on:

- **Proper targeting and selection:** young people are not a homogenous group and programmes should make an effort to identify differences amongst them in terms of skills, experience, status, aspirations and capacity to obtain resources – all of which influence their ability to establish and run a business successfully.
- **Range of services provided:** programmes that have significant outcomes combine advisory, training and grant/credit services, thus recognizing that individuals embarking on a self-employment path have a variety of needs, each of which needs to be addressed timely and effectively.
- **Well-trained support staff:** the technical and business competence of the support staff of a self-employment programme is of the essence to guarantee good results. The lack of impact of programmes can often be attributed to poor quality assistance. A corollary of this is flexibility and adaptability of service delivery according to individual needs.

JP EXPERIENCE



In **Nicaragua** the joint programme *National Development Capacities for Improving Employment and Self-Employment Opportunities for Young People* established a revolving fund (totalling US\$986,825) and the resources for seed grants (US\$ 242,000) to improve the access to finance for young entrepreneurs (15 to 24 years old). The funds are managed through the Bank “Produzcamos”, appointed by the Government. The resources put at disposition provide credit and seed grants to cooperatives established by young people (minimum 10 employees) and micro-enterprises (2 to 5 employees). The interest rate applied to loans is 8 per cent annually (very low compared to the commercial rates) with repayment spread over 30 months. Youth cooperatives can receive loans up to US\$10,000, while the ceiling for



micro-enterprises is US\$5,000. Responsibility for the management of the credit facility has been taken over by INJUVE (Instituto Nicaragüense de la Juventud) with the support of the Ministry of Household Economy.



The Joint Programme *Human development for youth: overcoming the challenges of migration through employment* in **Honduras** promoted a revolving fund targeting poor youth who have little access to mainstream forms of credit. The fund provided seed money for young people who have a product that can be improved and/or marketed. The partners of the initiatives are the mayors of the municipalities, credit cooperatives, saving banks and local civil society organizations. The operations of the fund are sustainable as they are included in the workplan of the partners that provide the necessary resources. The joint programme also built the capacity of the partners to manage the revolving fund.



The joint programme *Creating Opportunities for Youth Employment* in **Sudan** partnered with the Sudanese Microfinance Development Facility to provide technical assistance to young beneficiaries of the self-employment grant put at their disposition by the joint programme. The initiative targets rural youth (particularly returnees and young demobilized soldiers) to acquire life and entrepreneurship skills, as well as competencies in agricultural production and livestock husbandry.

Experience has shown that the optimal mix of programmes is a “balanced portfolio” that includes intensive counselling, job search assistance, labour market training and job creation programmes.


**YOUTH EMPLOYMENT PROGRAMMES:
ADVANTAGES AND DISADVANTAGES³⁹**

Several studies of youth employment programmes have shown that some are successful while others fail to improve participants' chances of gaining a job. Some of the features of these programmes are summarized below.

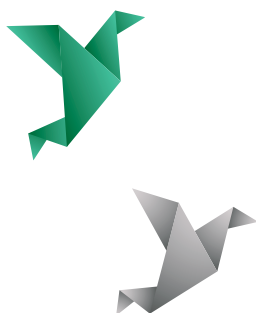
Type of programme	Advantages	Disadvantages	Selected examples of successful programmes
Labour market training	Works better with broader vocational and employability skills that are in demand and includes work experience as well as employment services.	May produce temporary, rather than sustainable solutions and if not well targeted, may benefit those who are already "better off". Training alone may not be sufficient to increase youth employment prospects.	PLANFOR (Brazil) Jóvenes Programmes (several countries in Latin America), and Employability Improvement Programme (Canada).
Employment services (job search, career guidance and labour market information)	Can help youth make realistic choices and match their aspirations with employment and training opportunities; improve information on job prospects as well as efficiency, effectiveness and relevance of initiatives.	May create unrealistic expectations if not linked to labour market needs and often cover only urban areas and the formal economy.	New Deal for Young People (UK) and Active Labour Market Programme (Finland).
Employment intensive public works and community services	Helps young people gain labour market attachment and, at the same time, improve physical and social infrastructure and help the environment - especially if combined with development and sectoral strategies - and enhance employability with training.	Low capacity for labour market integration; young workers may become trapped in a carousel of public works programmes; often gender-biased; displacement of private sector companies.	American Conservation and Youth Service Corps (USA) and Temporary Employment Programme (Bulgaria).
Employment subsidies	Can create employment if targeted to specific needs (e.g. to compensate for initial lower productivity and training) and to groups of disadvantaged young people.	High deadweight losses and substitution effects (if not targeted); employment may last only as long as the subsidy.	Employment Plan (Belgium). Wage Subsidy Programme (Czech Republic) and Intervention Works Programme (Poland).
Entrepreneurship promotion	Can have high employment potential and may meet young people's aspirations (e.g. for flexibility, independence); more effective if combined with financial and other services, including mentoring.	May create displacement effects and may have high failure rate, which limits its capacity to create sustainable employment. They are often difficult for disadvantaged youth, owing to their lack of networks, experience, know-how and collateral.	Self-employment Programme (Bulgaria), Youth Entrepreneurship Training (Perú) and Youth Creators of Micro-enterprises (Perú).

³⁹ Source: Adapted from Rosas G., Rossignotti, G. "Stating the new millennium right: Decent employment for young people", *International Review*, Vol. 144 (2005), No. 2, and Betcherman et al., *A review of interventions to support young workers: Findings of the youth employment inventory*, World Bank, Washington D.C., 2007.

It is important that programmes not be too long to avoid locking-in effects and the perception that participating in programmes is a better alternative than jobs in the open job market. Compensation (for individual participation) generally ranges from the equivalent of unemployment benefits (training programmes) to market wages (in-job creation schemes). As the incentives for participants to search for regular work and to accept job offers become weaker the higher the compensation, it is common practice to set the compensation at the same level of the unemployment (or social assistance) benefit.

FUNDING YOUTH EMPLOYMENT PROGRAMMES

One challenge in the implementation of youth employment programmes is the allocation of adequate resources to bring them to scale. In this area, the MFG-F joint programmes on youth employment and migration piloted a number of financing frameworks and instruments.





SERBIA: YOUTH EMPLOYMENT FUND (YEF)

The Youth Employment Fund (YEF) - established in Serbia through a technical assistance package of the ILO – was further strengthened by the joint programme *Support to National Efforts for the Promotion of Youth Employment and Management of Migration* to co-finance integrated active labour market programmes targeting disadvantaged youth (15-29 years of age). It provided the opportunity to pilot employment promotion initiatives never attempted before.

The Management Committee of the YEF (comprising representatives of the government and of the donor community) is responsible for approving eligibility criteria, duration and compensation levels of the youth employment promotion measures. The target group comprised unemployed youth (15 to 29 years of age) with low educational attainment (lower secondary education and less) and facing additional barriers to labour market entry (such as Roma youth, internally displaced persons and refugees, youth with disabilities, beneficiaries of social assistance and returnees).

The Fund operates as a distinct budget line of the National Employment Service of Serbia. This budget line finances the required services, as decided by the case manager in consultation with the service providers. Apart from the resources put at disposition by the Joint Programme, the YEF received resources from the Government of Serbia (US\$1.9 million, the Soros Foundation, US\$ 0.9 million, and other donors for a total of US\$4.5 million).

The YEF piloted three main lines of services: on-the-job training, self-employment services and programmes for young persons with disabilities. By the end of the Joint Programme, over 2,800 youth had been treated, mostly young persons with a low level of education (89%), long-term unemployed (64%) and with no prior work experience (69%). The placement rate at follow-up was 24.4% for on-the-job training, 74.3% for self-employment and 97.6% per cent for programmes targeting persons with disabilities.



TUNISIA: SOUK –ATTANMIA PUBLIC PRIVATE PARTNERSHIP (PPP) FOR YOUTH EMPLOYMENT

The Souk –Attanmia (Development Market) is an innovative pilot partnership between financial development institutions and various Tunisian public, private and not-for-profit stakeholders (19 partners) seeking to provide an effective and immediate response to the youth employment challenge in Tunisia. The approach – introduced by the joint programme *Engaging Tunisian Youth to Achieve the MDGs* – consists of identifying, financing and supporting projects aimed at developing talent, innovation and a spirit of entrepreneurship, so as to build momentum to generate jobs and income in all regions of the country.

Through a coordinated call for proposals, the partners identify projects based on a set of selection criteria, including: (i) the capacity to generate jobs; (ii) their impact in reducing regional and social disparities; (iii) their innovative character; and (iv) project sustainability. Thereafter, funds are mobilized and small grants allocated (from US\$5,000 to US\$15,000).

The partnership also comprises a programme to monitor and mentor the beneficiaries throughout the setting-up period of their projects, including skills transfers from the partners to the initiative. Tunisian banks are involved in all phases of the partnership. Lending practices encourage the personal contribution of developers, with a view to produce a leverage effect.



ALBANIA: DELIVERY OF YOUTH EMPLOYMENT INTERVENTIONS

The Joint Programme *Youth migration: Reaping the benefits and mitigating the risks* established in the region of Shkodra in Albania, a Regional Employment Fund (REF) to finance youth employment measures, with capacity building of the Regional Employment Board to accompany the decentralization of funds.

The ministries of Labour, Agriculture, and Finance received technical assistance to modify the criteria for accessing resources under the Programme for Agriculture and Rural Development (PARD). As the model used as for the Regional Employment Fund is the European Social Fund, the Shkodra Regional Council was empowered with the know-how required to manage and implement this kind of initiative.

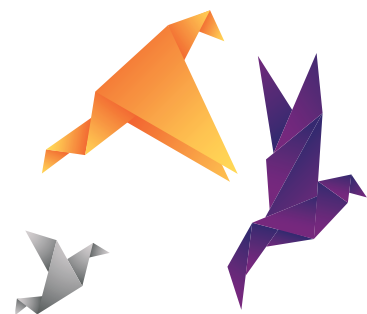
The other target region of the joint programme, Kukes, was selected for the implementation of innovative labour market interventions in a public-private partnership (PPP) framework. The PPP involved the National Employment Service (NES) and its local branches as front-line service providers, and a private sector intermediary organization that mediated between the local employment offices and the private enterprises.

The measures targeted long-term unemployed youth relying on social assistance, with the aim of reintegrating them into the active labour force, establishing/restoring work capacity and motivation, and ultimately achieving sustainable employment in private enterprises.

MODULE 10:

Monitoring and evaluation of youth employment programmes

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 10

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Select approaches to monitor the performance and evaluate the impact of youth employment programmes;
- Draw lessons from the experience of the MDG-F joint programmes on the monitoring of youth employment programmes.

RESOURCES



Process (implementation) indicators



Outcome indicators (on-the-job training and employment subsidy)



SERBIA: Performance monitoring of employment programmes targeting vulnerable youth



Guidelines to select an impact evaluation methodology

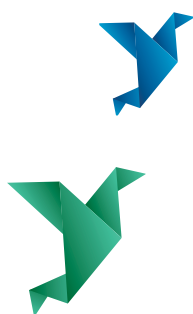
INTRODUCTION

Employment programmes are designed to change the current situation of the target group and achieve specific outcomes (or results), such as increasing employment, raising earnings and reducing unemployment. The key question is whether the intended results are actually achieved. Often, in fact, the attention of policy makers and programme managers is focused on programme inputs (for example the human and financial resources invested to deliver a training programme) and outputs (for example the number of graduates of the training programme), rather than on whether the programme is achieving its intended results (more individuals with the skills needed to get productive jobs). Monitoring and evaluation are the processes that allow policy-makers and programme managers to assess how an intervention evolves over time

(monitoring); examine how effectively a programme was implemented and whether the expected results were achieved (performance monitoring or measurement); and to determine whether the changes in well-being are indeed due to the programme intervention or to the programme alone (impact evaluation).

Monitoring and evaluation of employment programmes are usually accompanied by information on their costs to judge the benefits of a programme, identify which intervention yields the highest rate of return and improve resource allocation. The assessment tools generally used for this are cost-benefit and cost-effectiveness analyses.

- A **cost-benefit analysis** estimates the total benefit of a programme, compared to its total costs. The main difficulty in this type of analysis is to assign a monetary value to intangible benefits, like for example the increase in self-esteem that goes with obtaining a productive job.
- A **cost-effectiveness analysis** compares the relative performance in terms of cost of two or more programmes achieving the same outcome (e.g. employment of beneficiaries).



PERFORMANCE MONITORING OF YOUTH EMPLOYMENT PROGRAMMES

Performance monitoring applied to youth employment programmes allows the measurement of individual performance (for instance young men and young women), types of programmes (for example on-the-job training and employment subsidies) and geographical areas (for instance urban and rural areas). It appraises the outcomes attained against its objectives and – if these have been set – its targets. Since what characterize employment programmes is their labour market objectives, namely the improvement of employment, employment-related earnings, or employability, the results are usually measured in terms of employment and earnings.

The establishment of a performance monitoring system to measure the outcomes of a youth employment programme comprises four steps:

- 01.** Establishing the objectives of the programme;
- 02.** Identifying performance indicators;
- 03.** Setting the baseline and designing targets;
- 04.** Monitoring the results.

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PERFORMANCE INDICATORS: IMPLEMENTATION

At the core of a performance monitoring system there is a set of performance indicators. These are concise quantitative and/or qualitative measures that compute the degree of the achievement of the programme's results, as well as the efficiency of the implementation process. Quantitative indicators measure change in terms of variations of a specific value (number, mean, or median) and of a percentage. Qualitative indicators provide insights into changes in attitudes, beliefs, motives and behaviours of individuals.

Performance indicators are usually set at the level of outputs (implementation) as well as at the level of outcomes (results). Information on processes, in fact, are useful to document programme implementation over time and explain differences across programme sites. Examples of the most common process (implementation) indicators, calculation and disaggregation methods are shown on the next page.


**PROCESS (IMPLEMENTATION) INDICATORS
(MEASUREMENT AND DISAGGREGATION)**

	Process Indicators	Calculation method	Disaggregation
01	Composition of participants	$\frac{\text{Number of participants in period } t}{\text{Total number of participants in period } t} * 100$	<ul style="list-style-type: none"> – by type of programme – by characteristics of individuals <i>Programme</i> (training, subsidy, self-employment, public work) <i>Individuals</i> by sex, age-group, education level, unemployment duration, type of disadvantage, prior occupation/work experience
02	Stock variation of participants	$\frac{\text{Number of participants in period } t - \text{Number of participants in period } t-1}{\text{Number of participants in period } t-1}$	As above
03	Inflow of participants	$\frac{\text{Number of new participants in period } t}{\text{Stock of participants end of period } t-1}$	As above
04	Degree of coverage of target population (participants)	$\frac{\text{Number of programme participants}}{\text{Total targeted population}} * 100$	As above
05	Implementation	$\frac{\text{Number of implemented actions}}{\text{Number of planned actions}}$	As above
06	Average cost per participants	$\frac{\text{Total cost of programme}}{\text{Total number of participants}}$	<i>By programme</i> (training, subsidy, self-employment, public work)

The indicator in line 1, for example, serves to determine whether the targeting rules of the programme are being complied with. Those in line 2 and 3 serve to measure the evolution of the programme's intake. It is normal, in fact, to observe an increase in intake as the programme matures. The indicator in line 4 is used to measure the coverage of the programme. Depending on its scope, the denominator can be the total number of youth (in a country, region or province) or only those who have certain characteristics (for instance only those who are unemployed, only those with low skills).

PERFORMANCE INDICATORS: OUTCOMES



Since the predominant objective of youth employment programmes is to help individuals in the target group to get a job, the most significant indicators are:

- the gross placement (employment) rates by individual characteristics and type of programme;
- average cost per placement; and
- earnings of individuals placed.

The more disaggregated the data, the better, as this allow comparisons across individuals, programmes and geographical locations. Examples of indicators for on-the-job training and employment subsidies are provided below).



OUTCOME INDICATORS (ON-THE-JOB TRAINING AND EMPLOYMENT SUBSIDY)

On-the-job training

01. Share of trainees employed at follow-up	<i>Individuals</i> by sex, age, education, unemployment duration, type of disadvantage, occupation, type of contract <i>Employers</i> by economic sector and size <i>Employment:</i> temporary/permanent contract; full-time/part-time; formal/informal employment relation
02. Level of earnings (gross) of beneficiaries employed at follow-up	
03. Proportion of employed beneficiaries working in occupation of training at follow-up	
04. Average cost per beneficiary employed	

Employment subsidy

01. Proportion of subsidized workers employed in regular employment at follow-up	<i>Individuals</i> by sex, age, education, unemployment duration, type of disadvantage, occupation, type of contract <i>Employers</i> by economic sector and size <i>Employment:</i> temporary/permanent contract; full-time/part-time; formal/informal employment relation
02. Level of earnings (gross) of beneficiaries employed at follow-up	
03. Average cost per beneficiary employed	

MEASURING THE RESULTS OF YOUTH EMPLOYMENT PROGRAMMES

To operationalize a performance monitoring system, the lists of programme participants (recording information on individual characteristics such as age, sex, education level, other labour market barriers – early school leaving, long-term unemployed or degree of disability) are combined with figures of individual outcomes (employment and earnings) at follow-up, gathered either through existing administrative records or through follow-up surveys.

Monitoring is carried out through the administrative records, and the data of programme participants are checked against the information of social security contribution, national insurance, employment service or payroll tax agencies after a minimum period of time has elapsed from the end of the programme (at least six months).⁴⁰ Administrative sources suffer from a number of disadvantages. The first is access (i.e. privacy protection legislation may limit the use of personal data); the second is completeness and reliability (for instance, the records may not collect information on earnings, or there are delays in updating the records or in the cleaning of inaccurate information); the third – and most important – is that administrative figures do not capture those participants that are (self)-employed and in the informal economy.

At the end of the programme, if employment figures cannot be derived from administrative data sources, it is necessary to conduct a follow-up survey on programme participants to measure their (re)employment rate. Six months (or more) after the end of the programme, a follow-up questionnaire is sent to participants to verify their labour market status and level of earnings. The sequence and format of the survey questions are similar to those of the national Labour Force Survey.⁴¹

The employment and earnings results of participants are compared to the target (if this was set, such as, for example, “50 per cent of participants are employed and have earnings above the minimum wage level”) or benchmarked against similar programmes that have achieved high performance.

⁴⁰ Matching is done through the unique identification number assigned to each individual by the state administration.

⁴¹ If the country does not conduct Labour Force Surveys, the individual questionnaire of the ILO School to work transition survey can be adapted to measure employment and earnings at follow up.



SERBIA: PERFORMANCE MONITORING OF EMPLOYMENT PROGRAMMES TARGETING VULNERABLE YOUTH

The joint programme *Support to National Efforts for the Promotion of Youth Employment and the Management of Migration*, implemented, in partnership with the National Employment Service (NES) of Serbia, a number of active labour market programmes targeting unemployed youth (15 to 29 years old) at risk of exclusion.

Process and outcome indicators were designed for each type of programme offered (off- and on-the-job training; work placement programmes; and self-employment schemes). To benchmark performance, process and outcome indicators were compared against those stemming from the implementation of regular active labour market programmes implemented by the NES during the same period and in the same geographical areas.

Process indicators were measured by using the information stored in the NES IT-based client registration system, which also records – aside from the individual characteristics of the client – the type of programme the individual was referred to the total amount disbursed, start and end dates of the programme, whether the person completed the programme successfully, unsuccessfully, or s/he interrupted participation for justified or unjustified reasons.

Process indicators could measure the degree of creaming (i.e. the selection, from the pool of potential beneficiaries those with the best chance to succeed) in programme administration and to compare the performance with other local employment offices in terms of compliance with the eligibility criteria established. The level of creaming in YEM-supported programmes was approximately 5 per cent of the total number of beneficiaries, with most programme participants having primary education or less (89 per cent), no prior work experience (69 per cent) and unemployment spells of one year or longer (64 per cent). For standard NES programmes, it was found that creaming was exceeding 15 per cent and that participants had mostly upper secondary education and over (59.3 per cent).

Outcomes were measured both through administrative records and through a follow-up survey. The administrative data of the National Insurance and Pension Fund showed that slightly less than 23 per cent of participants had a job at the time of monitoring (21.7 per cent for the YEM-supported participants and 23.6 per cent for beneficiaries of NES standard programmes). The figures stemming from the survey, revealed slightly higher rates of employment at follow-up (24.4 per cent for YEM programmes and 29.3 per cent for NES programmes); dispersion in the informal economy (18.9 per cent and 13.6 per cent, respectively); but also differences in the type of jobs participants were able to secure. Participants in those programmes piloted by the joint programme, compared to NES programme participants, were mostly working in the manufacturing sector, better able to maintain the job secured over a longer period, used the skills learnt through the programme and had earnings that were 10 to 20 per cent higher than the statutory minimum wage.

IMPACT EVALUATION OF YOUTH EMPLOYMENT PROGRAMMES

An impact evaluation measures the effect of a youth employment programme on the outcomes of interest (employment, earnings) by establishing causality between the change in a specific outcome observed and the programme. The causal impact of the programme on an outcome is the difference between the outcome with the programme and the same outcome without the programme. To estimate the counterfactual (e.g. what would have happened without the programme) comparison (or “control”) groups are used. The net impact evaluation process, therefore, is all about constructing a valid control group to measure outcomes and then compare them to those of participants. There are only two approaches to select a valid control group: experimental and quasi-experimental approaches.

EXPERIMENTAL APPROACHES

In experimental approaches (randomized experimental design or randomized controlled trial) a group of young individuals who satisfy the eligibility requirements for the programme are randomly divided into two groups: the *treatment group* that is assigned to receive the programme, and the *control group* that is assigned not to receive it. Because assignment is random, the treatment and control groups are expected to have similar experiences in the absence of the programme. Randomization, therefore, provides a simple method for constructing a counterfactual for the treatment group by using the observed outcomes of the control group. The estimates of impact in a randomized evaluation are simply the difference in post-programme outcomes between the treatment group and the control group.

Although a randomized selection design is the most reliable (and simpler) option to evaluate a youth employment programme, in many instances this approach is unfeasible or impractical. For example, randomized design cannot be used when the programme has already started and beneficiaries have already been selected through other methods; when there are sufficient resources to cover all eligible individuals and it would be unethical to withdraw services just for evaluation purposes; when the intervention targets a limited number of individuals with unique characteristics; or when policy-makers oppose the provision of a programme to one group and not to other individuals.

QUASI-EXPERIMENTAL APPROACHES

At the core of quasi-experimental designs are the different statistical methods that are used to construct a valid control group. Three methods are the most commonly used in evaluating the impact of youth employment programmes.

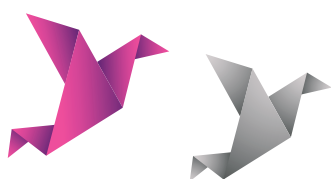
- **Regression discontinuity design** can be used for programmes that have eligibility rules with a clearly defined cut-off point to determine who is eligible and who is not (e.g. a measure on which the population of interest can be ranked, such as the length of an unemployment spell, or a test score for a training programme, or simply the individuals' age). The regression discontinuity measures the difference in post-intervention outcomes, such as employment and earnings, between individuals that are near the eligibility cut-off (in the case of cut-off based on age, for example, individuals who are just above or below the cut-off age are used as control).
- **Matching methods** can be applied to almost any programme assignment rules, so long as the group in question has not participated in the programme. Matching methods rely on observed characteristics to construct a comparison group, and so they require the strong assumption that no unobserved differences exist between the treatment and the control group, which are also associated with the outcomes of interest. Because of this strong assumption, matching methods are typically used in combination with other methods. Matching essentially uses statistical techniques to construct an artificial comparison group by identifying, for every possible individual who is treated, a non-treatment individual that has the most similar characteristics possible.
- **Difference in differences (DD)** techniques are commonly used and are accepted as a good alternative to a randomized design. The DD design uses information from a non-randomly selected control group to construct the counterfactual. In general, the observed difference in the post-programme outcomes of the participant group and the control group will include both the "true" treatment effect, and the "selection bias" component due to differences between the two groups. The DD design compares the difference in outcomes between the participant and the comparison group, after programme completion, with the difference that existed before the programme started.



Provided that the selection bias is constant over time, the change in the difference between the participant and the comparison groups from before to after (i.e. the difference in differences) is an unbiased estimate of the effect of the programme.

WHICH IMPACT EVALUATION APPROACH?

The selection of an evaluation method needs to be guided by the specific features of the youth employment programme to be appraised, namely its timing and coverage, the rules it established to enrol participants and the available resources. The text below offers some guidance in choosing the most appropriate approach. There are no examples or practices stemming from the MDG-F joint programmes, as none of them had the opportunity to carry out an impact evaluation of the youth interventions they piloted.



TIPS



Guidelines to select an impact evaluation methodology

**01. The programme has already started**

If the programme did not use randomization to assign participants to the programme, only quasi-experimental approaches can be used. Which method will work best for a specific programme will depend on the rules established to enrol participants?

a. The programme is ongoing and participant selection is based on eligibility criteria

If the programme determines eligibility according to clear criteria with a cut-off point, then regression discontinuity design is an effective method to evaluate. Examples of the cut-off point may be the length of the unemployment spell, or age (for example only youth unemployed for 6 months or more; only youth between 20 to 24 and so on).

b. The programme is ongoing and participant selection is based on a first-come, first-served basis (or other rules)

If the programme used a method such as first-come first-served or caseworker referral for the intake of participant' intake, a control group can be built by using difference in differences or matched methods, provided that there is a group of non-participants that can be used to build a control group. If a programme targets all the eligible population and is delivered all at once, it is not possible to construct a control group. If the programme is phased in, then the control group can be constructed with DD or matched methods with those individuals who have not yet been enrolled.



02. The programme has not started

If the programme has not yet started, the first question is whether the evaluation can be embedded in programme design. This will allow the selection of the method that best fits the rules for the intake of participants.

a. There is excess demand for the programme and/or resources will not allow all those in need to enrol

If, when designing a programme, the eligible population is found to be larger than the number of participants the programme can actually accommodate at a given time (because of human and/or financial resources constraints), the programme can use a randomized controlled trial (also called a randomized assignment) to decide who among the equally eligible population receives the programme and who does not. If the programme is delivered all at once, a lottery design will work very well (see Module 7); if the programme is to be delivered in stages, a randomized phase-in design can be used. If randomization is not feasible (political opposition, ethical questions), the evaluation will have to use quasi-experimental approaches, namely discontinuity design, if the intake of participants uses clear eligibility ranking with cut-off; difference-in-difference or matched methods if intake is based on specific characteristics or first-come-first-served or caseworkers referral.

b. Participation to the programme is voluntary and not all will enrol

When the programme is well-resourced and can take in all the eligible population at once, or when enrolment, if voluntary, randomized promotion design can be used. This method randomizes those who are encouraged to take up the programme, rather than the whole eligible population.

c. Participation to the programme is based on observed (or unobserved) characteristics

If the assignment of participants is based on observed characteristics (for example, young people with longer



unemployment spells) or unobserved characteristics (for example, letting individuals apply to a programme based on their own motivation), it is still possible to use a randomized evaluation design, provided that the sample of the sub-group of the eligible population (in the examples above, those with longer unemployment spells and those who apply to the programme) is large enough to allow random assignment between participants and non-participants. If randomization is not feasible, difference in difference methods can be used. Matching methods may be problematic, as it may be difficult to match unobservable characteristics.



03. Availability of resources

The last question regards the programme's available resources for the impact evaluation. Different methods have different requirements in terms of sample size, data collection and complexity of statistical analysis. All of this will determine the overall cost of the exercise.



JOINT PROGRAMMING ON YOUTH EMPLOYMENT AND MIGRATION

A TRAINING GUIDE

PART 03

Monitoring and evaluation
of youth employment
and migration
joint programmes



MODULE 11:

Monitoring of joint programmes

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 11

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Use a number of monitoring tools to gather information on the progress achieved by the joint programme;
- Report on the progress of the joint programme.

RESOURCES



Joint programme operational monitoring matrix



Headings and content of a monitoring report

MONITORING OF JOINT PROGRAMMES

Monitoring is the continuous process of collecting and analysing information on indicators (at the activity, output and outcome levels) with a view to enable joint programme managers to measure the progress made toward the expected results and take corrective action, if necessary. The monitoring function comprises:

- Collecting the baseline for the indicators listed in the monitoring framework included in the JP Document, if not already done (see Module 3 Joint programme formulation);
- Regularly gathering the data on indicators;
- Drafting monitoring reports that include updated data on the indicators, as well as financial information to be submitted to the Steering Committee.



Monitoring and evaluation are funded by the joint programme budget. The practice of the MDG-F joint programmes on youth employment and migration has shown that an overall allocation of 2-3 per cent of the budget is required to establish a robust M&E system.

MONITORING TOOLS: OPERATIONAL MONITORING MATRIX

There are four main tools that management teams can use for monitoring results achieved. The first is the monitoring framework appended to the JP Document. This can be easily transformed into an operational matrix by organizing its content differently to list detailed activities and track indicators (see template on the next page which includes practical examples).





JOINT PROGRAMME OPERATIONAL MONITORING MATRIX

Each JP outcome – as stated in the result framework – is reproduced at the top of the matrix.

Outcome 1. Youth employment and migration policy objectives are included in the national development strategy

The full list indicators, as stated in the result framework, is listed in this row.

- Outcome indicators:**
- At least 15 key indicators of the youth labour market, including informal employment and migration developed and regularly collected
 - At least 5 key youth migration indicators developed and regularly collected
 - At least 10 key indicators for youth social protection developed and regularly collected
 - Number of developed youth labour market, migration and social protection indicators used in policy-making
 - Baseline on MDG indicators reported upon

This part of the monitoring matrix reports the progress in the achievement of the SMART outputs, no. of beneficiaries targeted, current value of related indicators, difficulties encountered, areas of over-performance and so on. If responsibilities among partners are assigned clearly, each is able to update its own part regularly. The text is then used to prepare semi-annual monitoring reports.

JP Output 1.1. Knowledge base on youth employment and migration improved to inform national development strategy and action plans

BASELINE	SMART OUTPUTS	MEANS OF VERIFICATION	RESPONSIBLE PARTY	ACTIVITIES	PROGRESS
<p>Indicators</p> <p>Number of key indicators of the youth labour market, including informal employment and migration regularly collected and used in policy-making</p> <p>Baseline</p> <p>The annual labour force survey provides only youth activity rate; employment and unemployment rates</p> <p>No reliable data on youth international migration flows</p> <p>National baseline for MDGs indicators 1, 2 and 3 not available</p>	<p>Each numbered output as stated in the result framework is reproduced here.</p>	<p>Annual Labour Force Survey</p> <p>Government memorandum on economic and fiscal policies</p> <p>Adopted government policies, strategies and plans</p>	<p>ILO MOERD</p> <p>This column reproduces/up-dates the means of verification of the result framework.</p>	<p>One ILO school-to-work transition survey adapted</p> <p>One training tool on school-to-work transition analysis developed for users and producers of youth employment data</p> <p>Data on youth transition to decent work collected and analysed regularly (LFS)</p> <p>15 youth employment indicators developed</p> <p>One staff development programme for users and producers of youth employment indicators conducted</p> <p>Data on youth employment indicators of MDG8 and MDG1 collected, systematized and reported on</p>	<p>The scope of the bi-annual Labour Force Survey (LFS) was expanded to include the 15 youth employment indicators developed with the assistance of the JP, (ranging from activity rates, to unemployment, informality and rights at work). These are now part of the national statistical programme. The dataset was upgraded to compute the transition between different labour market statuses over time as well as the length and quality of the transition from school to work. The LFS also regularly computes 6 migration indicators (including the number of foreign citizens working in the country and the characteristics of individuals migrating internally and abroad). Knowledge on labour demand was built through the Occupational Skills Survey. Originally, this survey was aimed at identifying the occupations most demanded at local level to inform the design of youth employment programmes. Today the figures are used for the skill needs forecasting system developed by the government.</p> <p>The capacity of policy makers to develop targeted youth employment policy and programme interventions was built through a series of training workshops that led to the formulation of the National Employment Strategy for the period 2011-2020. Following the work commissioned on youth employment projections and target setting, the Government included 6 youth employment targets into the Strategy. The initiatives put forward are expected to increase youth activity and employment rates (to 30.7 per cent and 23.3 per cent, respectively), decrease the youth unemployment rate (to 24 per cent), improve the ratio of youth unemployment to overall unemployment (from 2.1 to 1) and raise the share of teenagers and young adults enrolled in education (to 90 per cent and 40 per cent, respectively).</p>

This space is used to reproduce or update the baseline of the result framework.

15 indicators developed and 6 used in policy development

This column lists the SMART output as stated in the result framework and the current value at the date of monitoring.

This column lists the activities as detailed in the operational, colour-coded workplan prepared at JP start-up.

QUARTERLY WORKPLAN

The second tool is the colour-coded quarterly workplan prepared during the joint programme start-up phase (see Module 5 of this training guide). This workplan reports the timeframe of activity implementation, highlights where delays are being experienced and summarizes key financial information (budget, commitments, expenditures and delivery rate).

LESSONS LEARNED



If the quarterly workplan and the monitoring framework are regularly updated by the JP management team, the semi-annual reporting becomes easier as all the information needed is available in these two frameworks.



A well-designed and constantly updated monitoring framework is also essential to inform the mid-term and final evaluation. It represents, in fact, the most complete, but concise, representation of what the joint programme has produced and the extent of achievement of results (see example provided in the monitoring matrix above).

FIELD VISITS

The third tool available for monitoring progress is field visits – carried out jointly by representatives of UN agencies and national partners – to the areas of joint programme interventions. The main purpose of field visits is to directly observe the progress being made towards the attainment of results (outcome and outputs). It is necessary that participants in the field visit agree on one methodology to analyse and interpret their observations. This allows comparison results between the different visits (e.g. rating system) and including the findings in the monitoring matrix.

ANNUAL REVIEWS

The final tool is annual reviews. These offer an opportunity to joint programme partners and stakeholders to discuss progress and the results achieved, develop strategies to address identified obstacles and plan the work for the following period. Annual review meetings of the Steering Committee also offer a platform to discuss changes to the annual workplan and to the financial allocation.

LESSONS LEARNED



The experience of the joint programmes on youth employment and migration shows that monitoring and evaluation frameworks should be:

- ✓ Focused on learning and accountability and grounded in participatory approaches that include all stakeholders;
- ✓ Evidence-based. Conclusions drawn from monitoring and evaluation activities should be based on consistent and reliable data, information or knowledge with a view to supporting or denying the validity of the monitoring and/or evaluation questions posed;
- ✓ Simple yet, robust, rigorous and reliable;
- ✓ Geared to describe, analyse and measure change and aimed at using results to improve programme and policy performance.

REPORTING



Implementation monitoring is documented in progress reports prepared twice a year. These reports are prepared by the management team and discussed at the joint programme Steering Committee meetings. These reports contain:

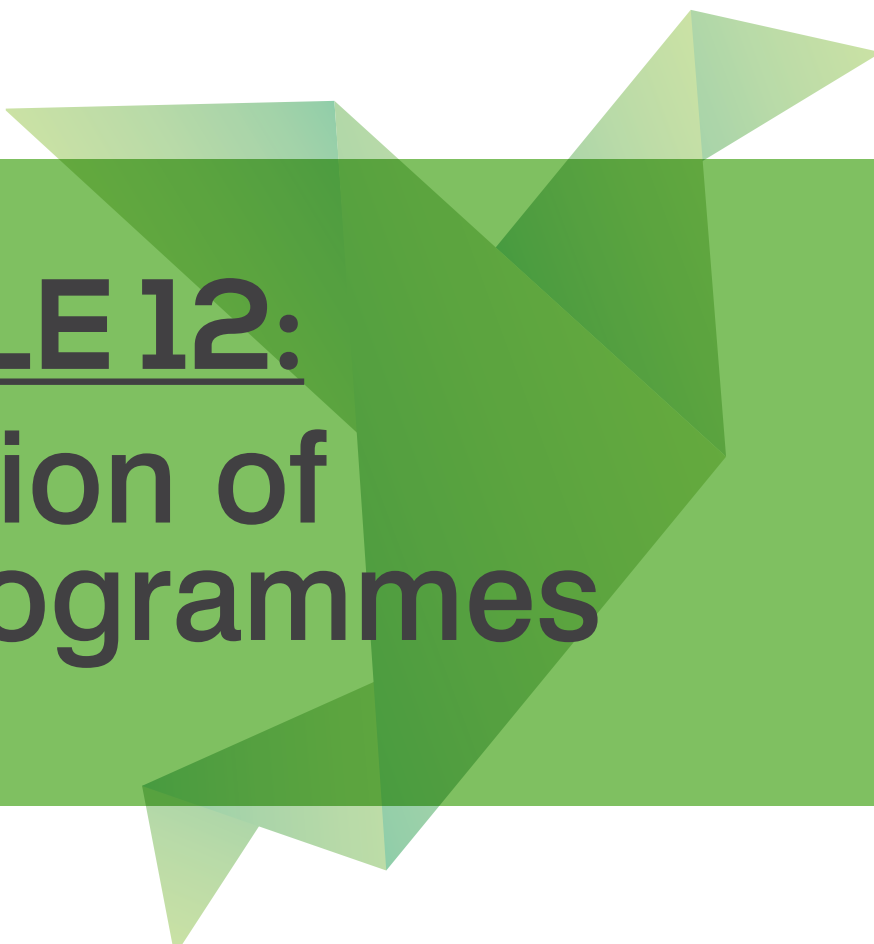
- A brief description of the most important activities carried out and outputs delivered during the period under review;
- An assessment of progress towards outcomes (achievements, relevance to target populations; contribution to UNDAF outcomes; alignment to national strategies),
- The analysis of problems or constraints and remedial action taken;
- Follow-up action and lessons learned.

Such reports append the updated, colour-coded workplan with financial figures as well as the key documents produced by the joint programme in the reference period. The template summarizing the structure and content of monitoring reports is offered on the next page.



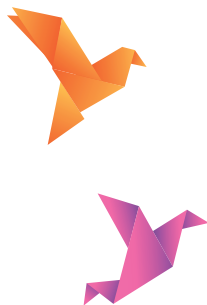
HEADINGS AND CONTENT OF MONITORING REPORTS

Joint programme basic data	<ul style="list-style-type: none"> Title of the joint programme and duration. Participating UN agencies and implementing partners. Reporting period. Total approved joint programme budget.
Beneficiaries	<ul style="list-style-type: none"> Direct beneficiaries (by relevant characteristics): number targeted and achieved. Indirect beneficiaries (by relevant characteristics): number targeted and achieved.
Progress, constraints and remedial action	<ul style="list-style-type: none"> Overall assessment of the progress made by the joint programme. Description of the main activities undertaken under the various components of the joint programme and how these advance the achievement of outputs (by each outcome). Measures taken to ensure sustainability of the actions deployed. Challenges encountered and difficulties that delay implementation. Description of the actions taken to eliminate or mitigate them. Summary table with targets set at JP formulation and current value.
National (local) ownership and alignment with national priorities	<ul style="list-style-type: none"> Overall appraisal of the level of ownership that the government, civil society, private sector and citizens demonstrate toward joint programme activities. Description of the mechanisms the joint programme has developed to ensure the alignment of the interventions made to national policies. Description of the activities implemented to ensure that citizens have access to information on the programme and opportunities to actively participate.
Annexes	<ul style="list-style-type: none"> Updated result framework with financial information. Colour-coded quarterly workplan. Monitoring matrix, including baseline, targets (output and outcome) set and their current value. Key documents produced.



MODULE 12: Evaluation of joint programmes

JOINT PROGRAMMING ON
YOUTH EMPLOYMENT AND MIGRATION
A TRAINING GUIDE



MODULE 12

LEARNING OBJECTIVES

By the end of this learning module, the reader will be able to:

- Manage the mid-term and summative final evaluation of the joint programme

RESOURCES



Technical appraisal to inform joint programme evaluations



Joint programme evaluation: Roles and responsibilities



Headings and content of terms of reference for the evaluation of a joint programme



Analytical framework for the evaluation of joint programmes



Headings and content of evaluation reports



Template of joint programme improvement plan (mid-term evaluation)



Headings and content of final narrative report

EVALUATION

Evaluation is a systematic and objective assessment of the work done by a joint programme. The aim is to determine the relevance and level of achievement of JP objectives as well as overall effectiveness, efficiency, impact and sustainability. Different levels of evaluation are required in joint programming, depending on the duration of the intervention:

- For joint programmes with durations of up to two years,



only one evaluation is needed, towards the end of the programme (unless otherwise agreed);

- For joint programmes with durations of more than two years, a mid-term and a final evaluation are required.

Mid-term evaluations take place approximately halfway through the joint programme implementation, when a number of activities has been delivered and a significant percentage of funds has been spent. The purpose of the mid-term evaluation is to contribute to improved implementation during the last leg of the joint programme, document knowledge gained and identify good practices and lessons learned.⁴²

EVALUATION PROCESS

The evaluation process (both for the midterm and the final one) comprises three stages:

01. Design,

02. Implementation,

03. Follow-up (dissemination of findings).

In most cases, joint programmes implement complex interventions touching upon multiple technical areas that require specific expertise to correctly assess. Before carrying out the mid-term and final evaluation, therefore, it is suggested to commission/carry out reviews of each of the technical components of the JP to inform the evaluation exercises (an example of such technical report is provided in Annex 4).

Whereas both the mid-term and final evaluations are usually entrusted to international consultants, the technical reports can be contracted to national experts/research institutions. In this way, the appraisal of each technical component during the mid-term evaluation gives rise to specific recommendations to improve the technical soundness of the joint programme, while during a final evaluation it provides lessons learned for future implementation.

⁴² Guidance on mid-term and final evaluation are provided in the *Guidelines for Implementation* prepared by the MDG-F Secretariat, downloadable at http://www.mdgfund.org/sites/all/themes/custom/undp_2/docs/MDG-F%20Joint%20Implementation%20Guidelines.pdf

JP EXPERIENCE

The joint programme *Support to National Efforts for the Promotion of Youth Employment and Management of Migration* in **Serbia** comprised interventions on: i) labour market, youth migration, and social protection indicators; ii) policy development (youth employment, social welfare, management of migration and youth development); and iii) design, monitoring and evaluation of integrated employment and social services and programmes.

- ✓ To inform the mid-term evaluation four technical reports were commissioned on labour market data; management of youth migration (indicators, policies and services); social protection (indicators, policies and services); and youth employment policy and programme development. These reports were aimed at assessing the relevance and effectiveness of the work done by the joint programme partners in each of the technical areas of interest and provide recommendations on how to advance progress.
- ✓ Similarly, prior to the final, summative evaluation, the joint programme commissioned the collection of primary data on young beneficiaries of integrated employment and social services as well as separate technical reports on the progress made in youth employment policy development, migration management, social protection and youth development. These latter reports were organized by outcome and SMART output and dispatched to the international consultant at the beginning of the evaluation process.

TIPS

- ✓ The technical reports are better organized by specific outputs that underpin the technical components of the JP to facilitate the work of the evaluator appointed to carry out the mid-term or final evaluation.
- ✓ Technical reviewers are also asked to identify lessons learned and emerging good practices, as well as formulate specific recommendations to improve performance in specific technical areas. This is useful for the responsible team member to design corrective actions (at mid-term) and to inform a more efficient formulation of future interventions (at JP's end).

01. Design

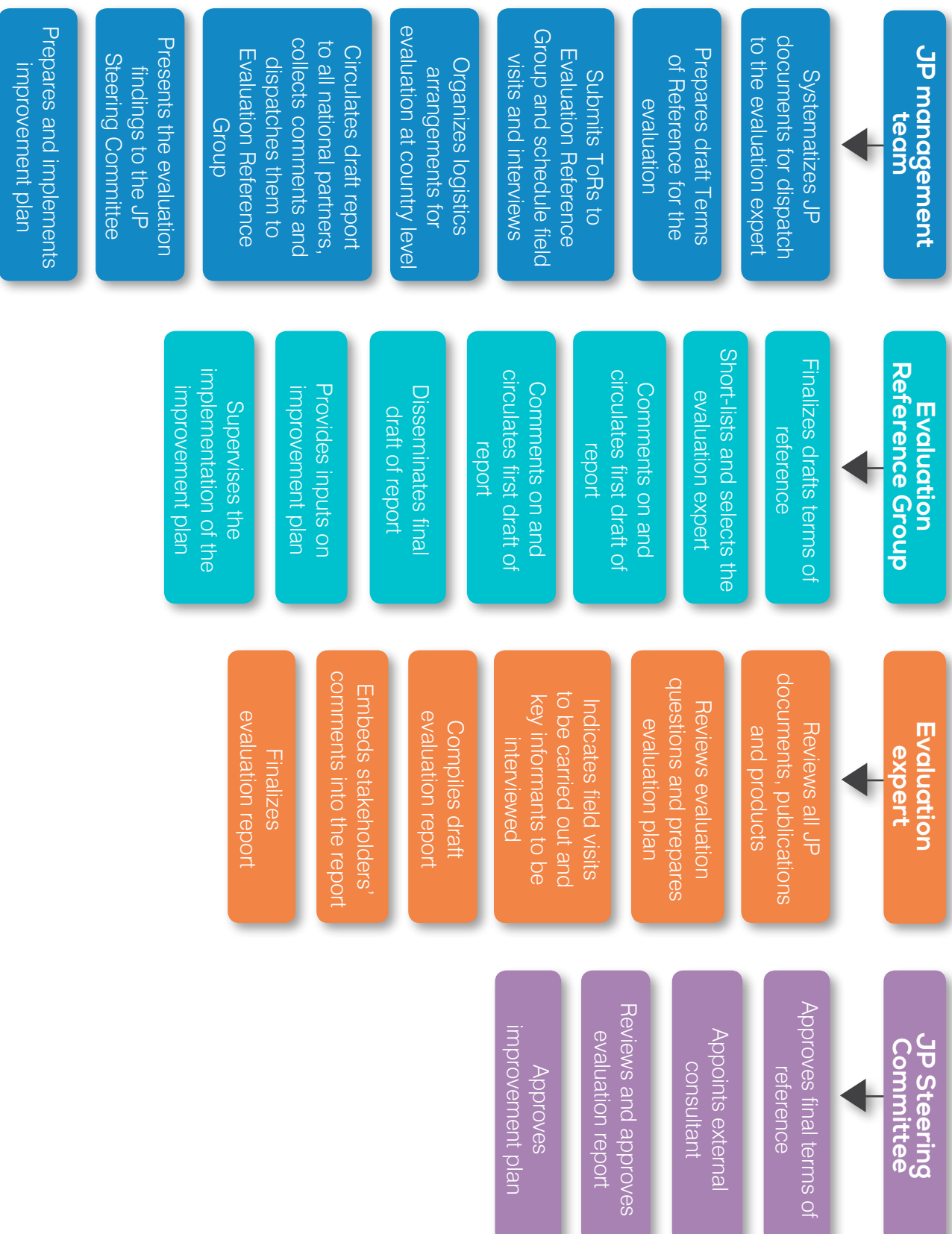
The evaluation process starts with the establishment of an Evaluation Reference Group. This group – comprising the representatives of participating UN entities and of partner national and local institutions – is responsible for:

- Reviewing the terms of reference drafted by the joint programme management team,
- Short-listing and appointment of the evaluation expert(s),
- Commenting on the first draft of the evaluation report, and
- Supervising the implementation of the recommendations stemming from the evaluation.


The following template summarizes the main roles and responsibilities in a joint programme evaluation.



JOINT PROGRAMME EVALUATION: ROLES AND RESPONSIBILITIES



The template below provides the main headings and contents of the terms of reference (ToRs) for a JP evaluation.

 HEADINGS AND CONTENT OF TERMS OF REFERENCE FOR A JOINT PROGRAMME EVALUATION	
Introduction and rationale	Description of the context leading to the formulation of the Joint Programme, its overall aim, UN agencies and national/local partner institutions and agencies involved.
Description of the JP	Summary of the joint programme outcomes and outputs, implementation strategy and target groups.
Purpose and methodology of the evaluation	<p>The purpose is usually to assess the relevance of the joint programme outcomes and approach as well as to identify the extent to which: i) the joint programme is achieving/has achieved its planned objectives, ii) its strategy is proving/has proved efficient and effective, and iii) the long-term impact expected of the joint programme.</p> <p>The evaluation methodology typically comprises: 1) a review of various sources of information, including desk analysis of joint programme documents, reports and survey data, and 2) interviews with counterparts, national/local partners, direct and indirect beneficiaries, staff of participating UN agencies, joint programme management team.</p>
Description of tasks	<p>This part describes in detail the tasks to be performed during the assessment. These tasks normally include:</p> <ul style="list-style-type: none"> • The collection of quantitative and qualitative information to measure the impact of activities carried out, including interviews with stakeholders and partners; • An assessment of the relevance, effectiveness, efficiency and impact of the activities implemented; • The drafting of an evaluation report that: i) synthesizes the performance of the joint programme; ii) describes the innovative practices implemented, iii) identifies challenges and delays experienced; and iv) provides recommendations and lessons learned for future implementation.
Management arrangements	This part comprises the schedule envisaged for the evaluation, including field visits and the list of meetings to be organized with key informants.
Qualifications required	This part lists the requirements the evaluator needs to have in terms of education, years of experience and specific competence in the evaluation of complex technical cooperation interventions.

02. Implementation

In the implementation phase, the international expert appointed to carry out the evaluation reviews all the documents, publications and material developed by the joint programme, conducts field visits to the programme sites and interviews key informants. These latter include the management team of the joint programme, representatives of national and local partners, and direct and indirect beneficiaries. One of the lessons learned during the evaluation of the MDG-F joint programmes on youth employment and migration, is the usefulness of providing the evaluator with an analytical framework to guide the appraisal process.



ANALYTICAL FRAMEWORK FOR THE EVALUATION OF JOINT PROGRAMMES

01. Relevance and strategic fit

- Did the JP activities address a relevant need? Were the needs identified continuously checked for relevance? How much, and in what ways did the JP contribute to solving the (socio-economic) needs and problems identified in the design phase?
- To what extent was this programme designed, implemented and monitored jointly?
- To what extent was joint programming the best option to respond to the development challenges identified?
- Have implementing partners taken ownership of the JP approach since the design phase? To what extent have the implementing partners added value to solve the development challenges stated in the programme document?
- How is the JP aligned to the country cross-cutting and sectorial strategies?

02. Validity of design

- Were the planned outputs and outcomes relevant and realistic to the situation on the ground? Did they need to be adapted to specific needs or conditions?
- Was the intervention logic coherent and realistic? What was adjusted?
- To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results?
- How effectively was the JP in monitoring performance and results?
- How appropriate and useful were the indicators described in the JP document in assessing progress and results?
- Were the targeted indicator values systematically collected and systematized? Was data disaggregated by sex and by other relevant characteristics? Were the means of verification for the indicators appropriate?
- Was information regularly analysed to feed into management decisions?

<p>03. Progress and effectiveness</p>	<ul style="list-style-type: none"> • Were the SMART outputs achieved? Were they achieved in the quantity and quality specified in the JP design? • Are JP partners using the outputs? Are the outputs being transformed by JP partners into outcomes? • How effective was the JP in establishing national ownership? Was project management and implementation participatory and did it contribute towards the achievement of the JP objectives? Was the JP appropriately responsive to the needs of the national partners and changing priorities? • Was the JP appropriately responsive to economic and institutional changes in the project environment? • Did the JP approach produce demonstrated successes? • How have the linkages between JP components been designed? In which way do they strengthen and support each other in the achievement of objectives? In this respect, has maximum advantage been taken of the expertise of each partner Agency? How can the links and coordination between component activities be enhanced? • In which areas is the JP achieving the most? How is the JP building on, and expanding, these achievements? • In which areas is the JP achieving very little? What are the constraining factors and why? How could they be overcome? • What, if any, alternative strategies could be more effective in achieving the JP objectives?
<p>04. Efficiency of resource use and effectiveness of management arrangements</p>	<ul style="list-style-type: none"> • Were resources used efficiently? Were the activities implemented cost-effective? In general, did the results achieved justify the costs? Could the same results have been attained with fewer resources? • Were JP funds and activities delivered in a timely manner by participating agencies? • Was the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) efficient in comparison to the development results attained? • To what extent was the joint programme intervention model (group of agencies) more efficient in comparison with a single agency's intervention? • To what extent did the governance structures of the JP contribute to its efficiency and effectiveness? To what extent were these useful for development purposes and national/local ownership? Did they enable the management and delivery of outputs and results? • To what extent and in what ways did the JP increase or reduce efficiency in delivering outputs and attaining outcomes? • What type of work methodologies, financial instruments, and business practices have the implementing Agencies used to increase efficiency in delivering as one? • What type of (administrative, financial and managerial) obstacles did the JP face and to what extent has this affected its efficiency? • To what extent, and in what ways, did the mid-term evaluation findings have an impact on the JP? Did the JP implement the improvement plan? • Did the national partners have a good grasp of the project strategy? How are they contributing to the success of the JP? • How effective is communication between the project team and the national implementing partners?

05. Impact orientation and sustainability

- To what extent did the JP contribute to the attainment of the development outputs and outcomes stated in the programme document?
 - a) To what extent and in what ways did the JP contribute to the Millennium Development Goals at national level?
 - b) To what extent and in what ways did the JP contribute to the goals set in the YEM thematic window?
 - c) To what extent (policy, budgets, design, and implementation) and in what ways did the JP contribute to the improvement of the implementation of the principles of the Paris Declaration and Accra Agenda for Action?
 - d) To what extent and in what ways did the JP contribute to the goals of delivering as one at country level?
- What type of effects are resulting from the JP in accordance with the sex, ethnic belonging, rural or urban setting of the beneficiary population?
- To what extent has the JP contributed to fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, and UNDAF)?
- To what extent have the JP decision-making bodies and implementing partners undertaken the necessary decisions and course of actions to ensure the sustainability of the effects of the JP?
- At local and national level:
 - a) To what extent did national and/or local institutions support the JP?
 - b) Did these institutions show the technical capacity and leadership commitment to keep working with the JP or to scale it up?
 - c) Have operating capacities been created and/or reinforced in the national partners?
- Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.
- Are the JP results, achievements and benefits likely to be durable? Are results anchored in national institutions?
- Can the JP approach and results be replicated or scaled up by national partners? Is this likely to happen? What would support their replication and scaling up?
- Were there any unintended or unexpected positive or negative effects as a consequence of the JP interventions? If so, how was the JP strategy adjusted?

A draft evaluation report, based on the outline provided below, is prepared and submitted for comments and feedback to all the stakeholders of the joint programme by the Evaluation Reference Group. Once the report has been finalized, it is submitted to the joint programme Steering Committee for approval.⁴³



HEADINGS AND CONTENT OF EVALUATION REPORT

Executive summary	This part of the report summarizes the main findings, conclusions and recommendations of the evaluation. It also includes a glossary of terms.
01. Introduction	<ul style="list-style-type: none"> • A brief description of the purpose of the evaluation and of the methodological approaches used; • Remarks on the limitations of the methodology and problems encountered in information gathering and analysis.
02. Review of implementation	<ul style="list-style-type: none"> • Description of the development intervention carried out; • Joint programme strategy at approval and during implementation, including agreed revisions; • Highlights of main milestones and challenges encountered; • Status of implementation, delivery of activities, production of outputs and attainment of outcomes.
03. Presentation of findings	Based on the key questions of the evaluation, this part of the report should concentrate on key issues and provide clear indications whether the outcomes of the joint programme were achieved.
04. Conclusions	Concluding assessment derived from the findings of the evaluation and main messages.
05. Recommendations	Recommendations presented in a concise and actionable manner, making concrete suggestions for improvements.
06. Lessons learned	Observations, insights, and innovative practices extracted from the evaluation exercise that are of general interest and contribute to wider organizational learning. This part should also highlight any good practices implemented during the joint programme.
07. Annexes	Any additional information deemed relevant for the comprehension of the report.

⁴³ Examples of final evaluation reports prepared on the MDG-F joint programmes on youth, employment and migration are downloadable at <http://www.mdgfund.org/joint-programme-final-evaluations>

03. Follow-up

The follow-up phase changes according to whether the assessment is a mid-term or final evaluation.

After the final mid-term evaluation report has been finalized, the management team is required to prepare an improvement plan that outlines how the joint programme will give effects to the recommendations stemming from the appraisal exercise (a template is offered below).

The recommendations stemming from a final evaluation, on the other hand, are typically discussed in a final conference that involves all partners (members of the Steering Committee, UN participating agencies, national/local authorities, representatives of the target group, of civil society organizations, the donor community and so on). The objective is to disseminate information on the results achieved by the joint programme, consolidate lessons learned and – for the Government – to illustrate up-scaling plans (sustainability of results).

EACH RECOMMENDATION
STEMMING FROM THE
MID-TERM EVALUATION IS
REPRODUCED IN THIS SECTION

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TEMPLATE OF JP IMPROVEMENT PLAN (MID-TERM EVALUATION)

Evaluation Recommendation:

Response from the Joint Programme Management

THIS SECTION IS USED BY THE JP
MANAGEMENT TO RESPOND TO THE
RECOMMENDATION OF THE MID-TERM
EVALUATION AND TO SUMMARIZE THE
KEY ACTIONS THAT WILL BE TAKEN TO
MEET THE ADVICE OF THE EVALUATOR

Key action	Timeframe	Responsibility	Follow up	
			Comment	Status

JOINT PROGRAMME CLOSURE

This is the operational and financial closure of the joint programme and includes the preparation of a final narrative report (see the template below for the suggested structure and content).⁴⁴ This stage of the joint programme needs to be planned well in advance (at least six months before the projected end date) to ensure adequate handover of activities and sustainability of the programme interventions.



HEADINGS AND CONTENT OF JP FINAL NARRATIVE REPORT

Introduction	<ul style="list-style-type: none"> • Summary of the socio-economic context and the development problems addressed by the JP; • List of JP outcomes and associated outputs; • Overall JP contribution to national development priorities; • Main JP results (as identified by the final evaluation)
Assessment of JP results	<ul style="list-style-type: none"> • Assess key outcomes achieved and explain the difference between achieved and planned results; • Appraise how outputs have contributed to the achievement of the outcomes and explain differences in actual vs. planned outputs; • Describe how national and local capacities were developed during the JP and how these have contributed to the achievement of outcomes; • Highlight institutional changes, including capacity development. • How have the primary beneficiaries been engaged in the joint programme implementation? • Describe the contribution of the JP to the Paris Declaration principles, leadership of national and local governmental institutions and <i>Delivering as One</i>.
Good practices & lessons learned	<ul style="list-style-type: none"> • Report key lessons learned and good practices that would facilitate future JP design and implementation; • Report on any innovative development approaches as a result of JP implementation; • Describe how M&E contributed to the improvement of: i) programme management; and ii) transparency and mutual accountability; • Report on the scalability of the JP and/or any of its components.
Financial status of the JP	<ul style="list-style-type: none"> • Financial status of the JP in terms of i) total approved budget, ii) total budget committed and iii) total budget disbursed. • Explain any outstanding balance or variances in the original budget.
Annexes	<ul style="list-style-type: none"> • List all document/studies produced and communication products developed by the JP. • Minutes of the final review meeting of the Steering Committee. • Final Evaluation Report. • M&E framework with final values of indicators.

⁴⁴ The financial closure of accounts of each participating UN entity is done in accordance to their respective rules and procedures.

JOINT PROGRAMMING ON YOUTH EMPLOYMENT AND MIGRATION

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ANNEXES

ANNEX 1:

Template of standard joint programme document

ANNEX 2:

Example of situation analysis prepared by a joint programme

ANNEX 3:

Example of Joint Programme Manager job description

ANNEX 4:

Example of technical report to inform a joint programme final evaluation





ANNEX 1: REVISED STANDARD JOINT PROGRAMME DOCUMENT

COVER PAGE

Country: _____

Programme Title: _____

Joint Programme Outcome(s): _____
(where different from the UNDAF)

Programme Duration: _____

Anticipated start/end dates: _____

Fund Management Option(s): _____
(Parallel, pooled, pass-through, combination)

Managing or Administrative Agent: _____
(if/as applicable)

Total estimated budget*: _____

Out of which:

1. Funded Budget: _____

2. Unfunded budget: _____

* Total estimated budget includes both programme costs and indirect support costs

Sources of funded budget:

- Government _____
- UN Org... _____
- UN Org... _____
- Donor ... _____
- Donor ... _____
- NGO... _____

Names and signatures of (sub) national counterparts and participating UN organizations

Adequate signature space should be provided to accommodate the name (person), title (head), organization name/seal of all participating UN organizations and national coordinating authorities, as well as date of signature.

This joint programme document must be signed by the relevant national coordinating authorities. In doing so, all signatories – national coordinating authorities and UN organizations - assume full responsibility to achieve the results identified with each of them, as shown in Table 1 and detailed in annual work plans. For regional and global joint programmes, endorsement or signatures of participating countries (at least three, if there are more than three countries) are required.

UN organizations	National Coordinating Authorities
Replace with: Name of Representative Signature Name of Organization Date & Seal	Replace with: Name of Head of Partner Signature Name of Institution Date & Seal
Replace with: Name of Representative Signature Name of Organization Date & Seal	Replace with: Name of Head of Partner Signature Name of Institution Date & Seal
Replace with: Name of Representative Signature Name of Organization Date & Seal	Replace with: Name of Head of Partner Signature Name of Institution Date & Seal

JOINT PROGRAMME DOCUMENT OUTLINE

A joint programme document enables UN organizations (including specialized and non-resident agencies)⁴⁵ as well as implementing partners, to implement harmonized, results-focused joint programmes with a minimum of documentation. A standard joint programme document should include the following sections:

1. Cover Page - **one page**
2. Executive summary – **one page**
3. Situation analysis – **one to two pages**
4. Strategies, including lessons learned and the proposed joint programme– **two pages**
5. Results framework – **two to three pages**
6. Management and coordination arrangements – **two pages**
7. Fund management arrangements – **one page**
8. Monitoring, evaluation and reporting – **two pages**
9. Legal context or basis of relationship – **one page**
10. Work plans and budgets - **two to three pages**

A brief description of the expected content for each of these sections is provided below.

1. Cover Page (One page)

The cover page contains the joint programme outcome(s), total estimated budget, funded and unfunded components, sources of funding and the signatures of national coordinating authorities(s) and participating UN organizations.

⁴⁵ Each UN organization participating and signing this joint programme document will be party to the existing framework (UNDAF, Common Humanitarian Action Plan, or Transitional Framework, etc.) which the programme is addressing. The Organization will operate on the basis of its legal agreement with government.

2. Executive Summary (One page)

The executive summary contains a comprehensive summary of all sections focusing on the significance and relevance of the joint programme, its contribution to national priorities and international commitments, the results expected to be achieved, intended beneficiaries, donors and implementing partners.

3. Situation Analysis (One to two pages)

This section provides a brief evidence-based causality analysis, which may be obtained from the Common Country Assessment, the national development framework, UN Development Assistance Framework (UNDAF) or the relevant humanitarian action plan.⁴⁶ It outlines the economic, social, political, environmental and institutional context of the joint programme. It identifies the development, and/or human rights challenges to be addressed; provides specific, current and disaggregated data on these challenges, key causal factors, and the interventions that are necessary and sufficient for the achievement of the planned results. This should be supplemented with references to the identified baselines presented in the Joint Programme Monitoring Framework in Section 8, relevant recent research reports and/or reports and recommendations of international and regional treaty bodies and supervisory committees.

4. Strategies, including lessons learned and the proposed joint programme (Two pages)

The subsections to be covered include:

Background/context: The intention of this sub-section is to describe how the joint programme will contribute, through the UNDAF or other applicable frameworks, to the achievement of national priorities and international commitments, including MD/MDGs and humanitarian obligations, among others. It should also identify other outputs and stakeholders contributing to the achievement of the respective UNDAF or other applicable frameworks' outcomes. It specifies the relevant stakeholders involved in this joint programme: UN organizations, government, non-government institutions, and donor organizations active in the area relevant to the joint programme.

Lessons Learned: This sub-section provides a summary of relevant lessons learned from experience which may help or hinder the achievement of necessary results. Statements of agreed lessons are particularly important where there is a significant departure from previous programmes or strategies. This sub-section should also indicate how recommendations and observations of Human Rights treaty bodies to the respective State Party have been taken into account in the design of the joint programme.

The proposed joint programme: This sub-section provides a explanation for the choice of a particular joint programme approach. It outlines the specific programme strategies adopted to achieve agreed outcomes, taking into consideration the lessons learned. It focuses on

⁴⁶ This Joint Programme also has reference to the Country Programme Action Plans (CPAPs) that may have been signed by ExCom Agencies and governments.

how the strategies address the key causes of identified problems, together with the partners involved in each phase. It includes details of how the programme should unfold in each phase and provides a brief description of the division of labour between the UN partners, and the participating UN organizations. The proposed joint programme strategy should confirm that the abilities needed were carefully considered and that the implementing partners are able to achieve the intended results.

This section should also include a prior assessment of key concerns such as: human rights (in particular the key duty bearers and rights holders involved in the joint programme and any skill inadequacies which the joint programme will address); gender equality (gender concerns relevant to the issue being addressed and how these concerns would be addressed); the relevant environmental and how the joint programme will address them; assessment of any capacity gaps in key institutions and partners and the capacity development strategies that will be adopted for the purpose. Depending on the subject covered, this section may also include other types of previous analyses on, for example, such themes as education, health, and agriculture.

Sustainability of results: State how the results will be sustained, including relevant capacities being developed among duty bearers, rights holders, as well as government institutions and communities.

5. Results Framework (Two to three pages)

This section will contain a brief narrative and the expected results framework.

It should briefly outline the logic of the results chain. The joint programme outcomes/outputs should directly contribute to the UNDAF outcome(s) or to the relevant framework. Proper justification should be provided when any joint programme outcome falls outside the UNDAF (or any other applicable framework)

The Results Framework sub-section should contain a hierarchy of UNDAF outcomes (or other frameworks on which the joint programme is based), joint programme outcomes (if different from UNDAF outcome) and joint programme outputs, indicators, baselines and targets. This hierarchy should be presented in the format shown in Table 1 “Results Framework”. The column entitled “Participating UN organization corporate priority will provide the linkage of this joint programme to UN organizations’ corporate priorities and mandates.

The results will be expressed in more detail in annual work plans and budgets. Please refer to Section 10 for details of how to prepare these work plans.

Table 1: Results Framework (on page 231).

⁴⁷ In cases of joint programmes using pooled fund management modalities, the Managing Agent is responsible/accountable for achieving all shared joint programme outputs. However, those participating UN organizations that have specific direct interest in a given joint programme output, and may be associated with the Managing Agent during the implementation, for example in reviews and agreed technical inputs, will also be indicated in this column.

UNDAF (OR OTHER RELEVANT FRAMEWORK) OUTCOME

Joint Programme Outcome (if different from UNDAF Outcome), including corresponding indicators and baselines.

JP Outputs (Give corresponding indicators and baselines)	Participating UN organization- specific Outputs ⁴⁷	Participating UN organization	Participating UN organization corporate priority	Implementing Partner	Indicative activities for each Output	Resource allocation and indicative time frame*				
						Y1	Y2	Y3	Y4	Total
UN organization 1	Programme Cost **									
	Indirect Support Cost **									
	Programme Cost									
UN organization 2	Indirect Support Cost									
	Programme Cost									
UN organization 3	Indirect Support Cost									
	Programme Cost									
	Indirect Support Cost									
Total	Programme Cost									
	Indirect Support Cost									

* Resource allocation may be agreed at either output or indicative activity level.

** Please read the Explanatory Note on Harmonized Financial Reporting to Donors and its Annexes for guidance on how these terms should be interpreted.

6. Management and Coordination Arrangements (Two pages)

This section sets out the programme planning and management responsibilities, together with the commitments of partners and participating UN organizations. This joint programme document is not a substitute for any organization-specific arrangements required by internal policies. The management aspects of different funding modalities (pooled, parallel or pass through) are detailed under section 7.

This section should also describe the arrangements for coordination and control, identifying individual participating UN organizations and responsible national partners as applicable. As specified in the UNDG Guidance Note on Joint Programming, “Once the joint programme has been developed and agreed jointly by the participating UN organizations, the arrangements for monitoring, review, and coordination should be documented. The composition of the joint programme coordination mechanism (referred to in the standard agreements as Joint Programme Steering Committee) shall include all the signatories to the joint programme document. The coordination mechanism may also have other members”. Links to existing coordination mechanisms, such as thematic groups, etc., should also be specified.

A list of implementation Focal Points should be developed and made available to the Joint Programme Steering Committee and other stakeholders. This should be presented as an Annex to the joint programme document.

7. Fund Management Arrangements (One page)

There are three fund management options for joint programmes: a) parallel, b) pooled, and c) pass-through. This section should clearly specify the fund management option(s) being used. Under the parallel funding option each organization funds and implements its activities in parallel with any other participating organization(s), and it is best if one organization is responsible for consolidated reporting, as agreed upon by the JP Steering Committee. The title of the chosen organisation should be mentioned in this section; any costs incurred by the assigned organization should be reflected in the joint programme budget as the organization’s direct costs. If a pooled funding option is chosen, this section will mention the name/title of the Managing Agent. If a pass-through fund management option is used, this should be stated here, together with the name of the chosen Administrative Agent.

These options can also be combined. For example, participating UN organizations might decide to pool funds under a Managing Agent, where a programme is to be managed jointly while other parts of the joint programme might be managed through parallel funding. In the case of joint programmes using a combined fund management option, the Steering Committee would have to decide which participating UN organization would be responsible for preparing the consolidated report.

The decision to select one, or a combination, of fund management options for this kind of programme should be based on the most effective, efficient and timely implementation, aiming to reduce transaction costs for national partners, donors and the UN.

The fund management options mentioned above, and the instrument templates have been approved by all UNDG members. In view of this, the templates can be used without alteration when putting joint programmes into operation and UNCTs should therefore use the standard instruments. If, for any reason, the standard instruments cannot be used, HQ should be consulted on alternative options. The instruments and operational details on each of the fund management options can be found in the Guidance Note on Joint Programming.

Transferring cash to national Implementing Partners: This sub-section should give details of agreed arrangements.

Cash transfer modalities, the size and frequency of disbursements, and the scope and frequency of monitoring, reporting, assurance and audit should be agreed before the start of implementation, taking into consideration the capacity of implementing partners, and should be adjusted as and when necessary, in accordance with applicable policies and procedures used in each of the participating UN organizations. For the ExCom agencies, the provisions required under the Harmonized Approach to Cash Transfers (HACT), as detailed in their CPAPs or in other agreements covering cash transfers will apply.

8. Monitoring, Evaluation and Reporting (Two pages)

Monitoring: The content of Table 2 “Joint Programme Monitoring Framework (JPMF)” should summarize monitoring arrangements for the joint programme, including monitoring activities that the participating UN organizations and/or national partners will undertake (such as baseline collection, reviews or studies if necessary to measure effect/impact, field visits, evaluation etc.), the timing of such activities and the respective responsibilities.

Table 2 should be consistent with the UNDAF or any other relevant monitoring and evaluation plan and be an integral part of the broader UNDAF M&E Framework.

Table 2: Joint Programme Monitoring Framework (JPMF)

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
From Results Framework (Table 1)	From Results Framework (Table 1) Baselines are a measure of the indicator at the start of the joint programme	From identified data and information sources	How is it to be obtained?	Specific responsibilities of participating UN organizations (including in case of shared results)	Summary of assumptions and risks for each result

Annual/Regular reviews: This section outlines the engagements and responsibilities for conducting regular reviews, including annual reviews, where applicable. A review of the joint programme may also form part of UNDAF annual review.

Evaluation: This sub-section outlines the arrangements for, and the responsibility and timing of, evaluation(s) of the joint programme. It should also set down how the evaluation results of the evaluation(s) are to be used by relevant stakeholders.

It should further state how the risks and assumptions identified in Table 2 will be managed, in order to achieve the agreed joint programme results. These should, at the least, be reviewed at the annual/regular reviews, and revised as appropriate.

Reporting: This sub-section should set out arrangements for common reporting on the joint programme results. A common reporting format should be adopted by all participating UN organizations.⁴⁸

9. Legal Context or Basis of Relationship (One page)

This section specifies what cooperation or assistance agreements⁴⁹ form the legal basis for the relationships between the Government and each of the UN organizations participating⁵⁰ in this joint programme.

For the ExCom Agencies, these are standing cooperation arrangements. For the specialized Agencies, these should be the text that is normally used in their programme/project documents or any other applicable legal instruments.

The text specific to each participating UN organization should be cleared by the respective UN organizations.

Table 3 provides illustrative examples of various UN organizations' cooperation arrangements.

⁴⁸ The Standard Progress Report used by the ExCom agencies or any other reporting format used by any other UN organization may be adapted for the purpose. Donor requirements should also be kept in mind. The reporting format should be approved by the joint programme steering committee.

⁴⁹ Such as: the Basic Cooperation Agreement for UNICEF; Standard Basic Assistance Agreement for UNDP, which also applies to UNFPA; the Basic Agreement for WFP; as well as the Country Programme Action Plan(s) where they exist; and other applicable agreements for other participating UN organizations.

⁵⁰ Including Specialized Agencies and Non Resident Agencies participating in the Joint Programme.

Table 3: Basis of Relationship (illustrative examples)

Participating UN organization	Agreement
UNDP	This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of [NAME] and the United Nations Development Programme, signed by the parties on [DATE].
UNIDO	UNIDO Office was established in accordance with the Agreement between the Government of [NAME] and [MOFCOM]. The Office as established in [YEAR].
FAO	The Food and Agriculture Organization of the United Nations and the Government of [NAME] signed agreement for the establishment of the FAO Representation in [COUNTRY] on [DATE].
UNESCAP-UNAP-CAEM	The United Nations Asian and Pacific Centre for Agricultural Engineering and Machinery (UNAPCAEM) is a subsidiary body/regional institution of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), based [COUNTRY]. Following the host country headquarters agreement signed between the Government of [COUNTRY] and the United Nations on [DATE]. UNAPCAEM began its operations in 2004.

The Implementing Partners/Executing Agency⁵¹ agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Programme are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organizations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this programme document.

⁵¹ Executing Agency in case of UNDP in countries with no signed Country Programme Action Plans

10. Work plans and budgets (Two to three pages)

The work plans will detail the activities to be carried out within the joint programme and the responsible implementing partners, timeframes and planned inputs from the participating UN organizations. The basis for all resource transfers to an implementing partner should be detailed in the work plans, agreed between the implementing partners and participating UN organizations. According to the Harmonized Approach to Cash Transfers (HACT), the work plan should be signed by the implementing partners receiving cash (except NGOs and CSOs). In case the implementation authority is delegated to a national/sub-national institution, the respective institution should be specified in the AWP. When partnering with NGOs CSOs, the participating UN organizations sign legal instruments in accordance with their procedures. Any additional management arrangements that may be set up by participating UN organizations to achieve results under their respective responsibility may be detailed in annexes as needed.

A revised work plan and budget will be produced subsequent to the decisions of the annual/regular reviews. The new work plan is approved in writing by the joint programme Steering Committee. The joint programme document need not be signed after each periodic review as long as there is written approval of it by all partners at, or following the annual/regular review. However, any substantive change in the joint programme scope or change in financial allocations will require revision of the joint programme document and signature of all parties involved.

The work plan should be attached as an Annex to the joint programme document and should follow the format represented on page 237.

Work Plan for: (Insert name of the Joint Programme/Project) Period (Covered by the WP)⁵²

Signatures⁵³:

UN organization(s)	Implementing Partner(s)
Replace with: Name of Representative Signature Name of Organization Date	Replace with: Name of Head of Partner Signature Name of Institution Date

⁵² Annual Work plans cover not more than a 12-month period. However, usually at the start-up of the programme, these may cover less than one year. In both cases, the corresponding period should be specified.

⁵³ When CSOs/NGOs are designated Implementing Partners, they do not sign this Work Plan. Each participating UN Organization will follow its own procedures in signing Work Plans with CSOs/NGOs.



ANNEX 2: EXAMPLE OF SITUATION ANALYSIS PREPARED BY A JOINT PROGRAMME

The situation analysis that follows was carried out during the formulation of the joint programme on youth employment and migration in the Republic of Albania. An annex was also prepared to describe the situation in the areas of intervention of the joint programme (appended at the end of this text).

The Albanian labour market is currently facing three major and interconnected challenges: a growing problem of access of young women and men to employment, increasing incidence of (self-) employment in the informal economy and continuous migration flows from rural areas. Although economic growth has led to an overall decline in poverty rates (from 25.4 per cent in 2002 to 18.5 per cent in 2005), this has been uneven among population groups. In 2002, the likelihood of being poor did not change much across age groups. However, in 2005 the poverty risk had increased for heads of household aged less than 30. In the same year, the self-employed had the second highest poverty incidence after the unemployed. About 46 per cent of all the poor were self-employed and own-account workers.

The structural changes of the 1990s resulted in large-scale job losses that, in turn, led to a substantial withdrawal of many workers from the labour force, the emergence of high rates of unemployment, an increase of employment in the informal economy and a sharp rise in internal and external migration flows.¹ After the setbacks caused by the collapse of the pyramid schemes in 1997, the Albanian economy experienced high growth rates, averaging almost 6 per cent annually. Such growth, however, has not reverted into employment creation, especially in the formal economy. Official statistics report a net employment growth of only 21,000 units since 2001 that compares unfavourably with the high number of youth queuing in the labour market and in search of a decent job (approximately 50 per cent of the population is aged less than 25). Box 1 gives an overview of key indicators of the labour market.

⁵⁴ Since 1990, Albania has experienced a significant structural transformation: the share of industry in gross domestic product (GDP) dropped by 20 percentage points, while the agriculture and services sector expanded by 10 percentage points each. Since 1995, the surge in output of other sectors has narrowed the share of agriculture in GDP to 21 per cent. However, agriculture still remains the main source of income for nearly 40 per cent of the population, see World Bank, *Albania: Sustaining Growth beyond the Transition. A World Bank Country Economic Memorandum*, Washington D.C., 2004

Box 1: Overview of key labour market indicators

- In 2005, the unemployment rate (standard) was 6.9%, with women's unemployment rate 20 percentage points higher than that of men; the relaxed unemployment rate was 13.5%.
- Unemployment is predominantly long-term, with 83 percent of the unemployed looking for a job for one year or more. Households headed by an unemployed person face a 32% risk of being poor, compared to a risk of 14 % of households whose head is employed.
- The self-employed have the second highest risk of being poor, with 46% of all poor classified as self-employed (including own account workers).
- Over half of all employment in Albania is in the agricultural sector.
- The data available show that 55% of all non-agriculture employment is in the informal economy. It is estimated that in 2005 about 60% of all informal workers were in agriculture (either as self-employed or unpaid family members). In industry approximately 48% of all employment was estimated to be working informally, while the share of informality in construction was 83% and 72% in services.

Source: ILO, *Analysis of the youth labour market in Albania* (forthcoming).

Labour market outcomes are particularly unfavourable for women and for youth entering the labour market. Compared to their male counterparts, women experience lower rates of both labour force participation and employment (23 per cent and 20 per cent less, respectively) and higher rates of unemployment (approximately 20 percentage points). Data disaggregated by sex for the youth cohorts is scant or unavailable. Table 1 provides a summary of the key youth labour market indicators, disaggregated by sex, that have been constructed on the basis of the most recent data available.

Employment prospects of young Albanians are very different from those of their parents. The younger generation is more educated and more willing to work in places different than those of their birth. Young people's transition to decent work remains nevertheless difficult for low-educated and other disadvantaged youth, especially those living in rural areas. In 2005, approximately 36.6 per cent of young people aged 15-24 were in the labour force, young men more than young women (41.5 per cent and 32.1 per cent respectively).

Over the past decade, the youth unemployment rate has been consistently higher than that of adults. In 2005, young people experienced a rate of unemployment (standard or ILO unemployment) of 12.8 per cent, compared with a rate of 6.9 per cent of the population of working age.⁵⁵ These rates do not include people who – owing to lack of (perceived) success – have stopped seeking work, although they are willing and able to engage in productive activities. If the job-search requirement were waived to include these “discouraged workers”, the (relaxed) rate of unemployment would reach 27 per cent for young people and 13.5 for people in the working age. The rate of long-term unemployment among youth is also quite worrisome, since more than 80 per cent of all unemployed young people have been looking for work for one year or more.

⁵⁵ It is worth noting that Albania's (youth) labour market indicators calculated with data from administrative records differ significantly from those calculated with data from household-based surveys (i.e. Living Standard Measurement Survey).

Table 1: Main youth labour market indicators by sex, 2005 (in percentage)

	Total	Men	Women
Labour force participation rate	36.6	41.5	32.1
Employment rate	31.9	33.5	28.6
Unemployment rate (standard)	12.8	14.4	11.0
Unemployment rate (relaxed)	27.0	28.7	25.0
Long term unemployment	80.5	79.9	81.3

Source: ILO elaboration of 2005 LSMS data

The rather low youth employment rate (31.9 per cent compared to an overall employment rate of 59.4 per cent) and the high rate of discouragement among youth, confirm that, compared with their adult counterparts young Albanians face additional barriers in accessing the labour market. A disproportionate number of young people from rural areas find employment in agriculture, not so much because this is a dynamic sector that creates decent jobs, but because it is the only opportunity to earn a living, albeit through under-employment in the informal economy.

Overall, the share of young people employed informally is estimated at approximately 70 per cent of all young workers. The likelihood of being an informal worker is significantly correlated with being a young, male with low educational attainment.⁵⁶ Furthermore, the mobility between employment statuses is rather low. Only 15 per cent of the unemployed and 10 per cent of the inactive in 2002 had managed to find jobs in the formal economy two years later, while as many as 38 per cent of jobseekers had found jobs in the informal economy, and almost half of all informal workers were still in the informal economy two years later.⁵⁷ These data show that most of informal employment is dead-end, i.e. it traps young workers into a spiral of low paid and poor quality jobs. Employment security is an option not available to many young people. Albania's low demand for labour in the formal economy is the most important factor contributing to higher unemployment and lower employment among youth. According to the 2001 Census, young adults (20-24) are more disadvantaged in the labour market than teenagers (15-19). The reason for lower unemployment and higher employment rates for teenagers could be that they accept jobs with lower wages and poorer working condition, often under informal working arrangements. However, youth labour market indicators and data are still too incomplete to draw firm conclusions. Box 2 gives some highlights of the youth labour market in Albania.

⁵⁶ International Labour Office, *Analysis of the youth labour market in Albania* (forthcoming).

⁵⁷ World Bank, *Albania: Labour market assessment*, Washington D.C. 2006

Box 2: A snapshot of the youth labour market in Albania

- The standard youth unemployment rate is 12.8% (14.4% men and 11% women); the relaxed youth unemployment rate is 27% (28.7% men and 25% women).
- The youth employment rate is 32% (28.6% women and 35.5% men) with 28.5 % of it being made of self-employment in agriculture.
- Approximately 72% of young adults living in rural areas are self-employed and 20% are contributing family members.
- The share of young people employed informally is approximately 70 per cent of all young workers. The probability of being an informal worker is significantly correlated with being young, male and with low educational attainment.

Source: ILO, *Analysis of the youth labour market in Albania* (forthcoming) and World Bank, *Albania: Labour market assessment*, Washington D.C. 2006

The absence of decent work opportunities and the hope of a better future are the main factors forcing youth to migrate internally and abroad. Over the past 15 years, Albania experienced one of the highest emigration rates in the world. The equivalent of 40 per cent of the working-age population (approximately 700,000 Albanians, mostly men) is estimated to work abroad, 60 per cent aged 18-29 at the time of migration. In 2003, Albanians ranked 9th in terms of newly-arriving migrants in the EU-15. Box 3 provides some insights and information on internal and international migration of Albanians.

Box 3: Key migration data

- In 2001, estimates of Albanians living abroad were approximately one fifth of the resident population.
- Both internal and international migrants tend to be young and male, but are being joined in more recent years by older individuals and women.
- 55% of permanent international migrants hail from rural households.
- 34% of households have at least one member currently living abroad, and 50% of these households have more than one.
- Nearly 1 in 3 adults has moved internally, so that about 16% of households nationwide are headed by individuals who have moved since 1990.
- Internal migrants tend to be younger and more likely to be unemployed, reflecting the fact that they might have abandoned a condition of underemployment in agriculture for the prospect of finding a better job at destination.
- 30% of internal migrants come from the Northern part of Albania, even though this area has only 11 per cent of the country's population.
- The most highly educated and individuals in skilled occupations are the least likely to ever return to the home country. Also, the age at the time of migration affects the migration spell, with late migrants more likely to return.

Source: World Bank, Albania: *Urban Growth, Migration and Poverty Reduction. A Poverty Assessment*, Washington D.C. 2007.

International and internal migration have dramatically changed the population distribution across the country. Migration flows have also had a significant impact on households. Migration drives have mostly involved young and more educated individuals, leaving behind women, children and older persons. The loss of young workers, especially young men, deprived many households and communities of their human and productive potential. On the positive side, the high level of remittances has certainly contributed to the decrease of poverty and to the improvement of living conditions of households composed of one or more migrant workers. These remittances, however, have mostly been channelled towards household consumption with little productive investment, especially in agriculture.

International migration has recently started to decrease in most regions of Albania. However, this pattern is reversed in the regions of Northern Albania, where it has constantly been on the rise over the past years. A recent analysis suggests that workers from this part of the country follow a two-step migration path. They first move to the wealthier regions of Albania to earn sufficient money to move and find a job abroad.⁵⁸ To date, almost two-thirds of migrant workers are from the Northern regions of Kukes and Shkodra where income is more than 44 percentage points below national average. Almost 30 per cent of internal migrants come from these areas, even though the latter account for only 11 per cent of the country's population. Since 1992, the population of the Shkodra region has declined by 33 per cent whilst Kukes lost 27 per cent of its residents in 2005 alone.⁵⁹ Baseline data on poverty, youth employment and migration in Kukes and Shkodra is provided in Box 4. Also, a summary of the rapid assessment conducted for the formulation of the Joint Programme document (JPD) is appended as Annex II.

⁵⁸ A. Zezza, G. Carletto, B. Davis. *Moving away from Poverty A Spatial Analysis of Poverty and Migration in Albania*, ESA Working Paper No. 05-02, March 2005.

⁵⁹ The term "region" is used throughout this document to indicate the territory covered by prefectures.

Box 4: Poverty, youth employment and migration in Kukes and Shkodra

- The human development index for the Shkodra region is 0.741, while for Kukes is 0.719 compared to 0.882 for Tirana. The GDP index is 0.486 for Shkodra and 0.459 for Kukes (for Tirana is 0.713).
- The Northern part of the country accounts for 21 percent of the poor, but has only 11 percent of the total population. In this region the poverty headcount is 25.6 percent compared to the national headcount of 18.5.
- In 2007, the rate of registered unemployment in the prefecture of Kukes was 30.2% and in Shkodra 22.7%. The Kukes prefecture lost in three years over 50% of the jobs in registered enterprises.
- The majority enterprises in the Kukes and Shkodra regions are micro-enterprises (1 to 6 employees) mostly in the trade sector.
- The share of unemployed youth registered as unemployed in Shkodra is 39.8%; 86% of these are long-term unemployed.
- In Kukes the share of youth unemployed on the total unemployed registered is 38.3%.
- The total share of funds for employment promotion programmes allocated in 2008 to Shkodra is 11.1% of the total; while it is nil for Kukes.
- In 2007 the vocational training centre of Shkodra trained 757 individuals, 56% of whom were young people aged 16-24.
- The Northern part of Albania is currently the only region whose outflow of new permanent migrants continues to grow.
- In the period 1989-2001, the Districts of Tropoja (Kukes prefecture) and Puke (Shkodra prefecture) lost nearly half of their residents. Between 2004 and 2005 the Kukes prefecture lost 11,000 residents (approximately 11% of its 2004 population).
- 75% of international migrants from Shkodra left the country to find a job.
- 51% of migrants from Shkodra left between the age of 20 and 30.

Source: ILO, *Assessment of socio-economic situation in Northern Albania*, draft March 2008

ANNEX

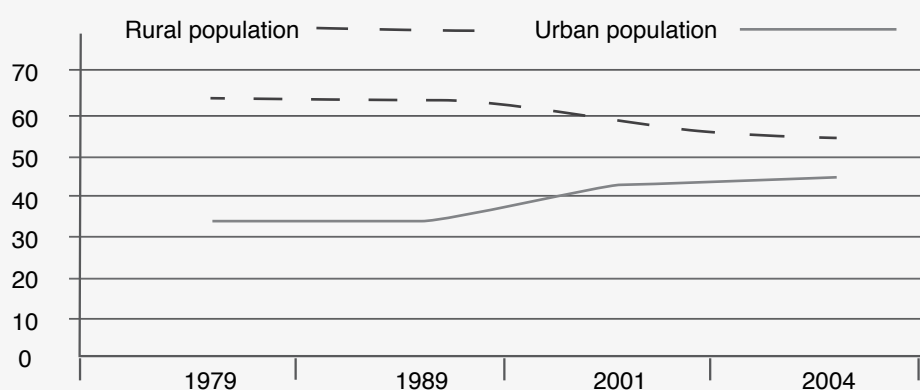
ASSESSMENT OF THE ECONOMIC AND SOCIAL CONTEXT OF SHKODRA AND KUKES (MARCH 2008)⁶⁰

1. Socio-economic trends in the regions of Kukës and Shkodra

The drastic transformation of the economy and massive demographic changes due to internal and international migration are two of the most striking phenomena of Albania. High growth and low inflation rates have, so far, not had the hoped-for effect on the creation of jobs in the formal economy. Another characteristic of the Albanian economy is the strong inflow of remittance, which accounted in 2004 for almost 14 per cent of Gross Domestic Product (GDP).⁶¹

After more than 15 years from the beginning of transition, Albania remains predominantly rural with 55 per cent of the population still residing in rural areas (figure 1). This is especially the case in the Kukës and Shkodra regions, where 76 and 61 per cent of the population respectively lives in rural zones.⁶²

Figure 1: Changes in urban and rural population 1979-2004



Source: INSTAT, Albania in figures, 2005

Parallel with the transformation of the economy, Albania experienced a very high percentage of migration, particularly from the North to the capital and to the coastal areas. Between 1989 and 2001, the Districts of Tropoje (Kukës region) and Pukë (Shkodra region) lost nearly half of their residents, while between 2004 and 2005 the region of Kukës lost more than 11,000 residents (approximately 11 per cent of the 2004 population).

⁶⁰ This assessment was conducted by the ILO in March 2008. It consisted of a review of available literature and data on the regions of Kukës and Shkodra, as well as of a number of on-the-spot interviews to staff of local authorities (e.g. municipalities, employment offices, labour inspection service). Baseline data was also collected through interviews to key informants (e.g. employers, workers). The field work of Ms. Marjeta Cela and Mr. Sokol Elshani is gratefully acknowledged.

⁶¹ Albania is administratively divided into two levels: counties (regions) and communes/municipalities. Commune, municipality and county councils are the representative organs of the local governments. The representatives of communes and municipalities are directly elected, whilst the county council members are elected from the commune/municipal councils within the county's jurisdiction. The mayors of the municipalities and the chairpersons of commune councils are ex officio members of the county councils. The latter have the responsibility to plan and coordinate actions of regional interest.

⁶² INSTAT, Albania in figures, Tirana 2005.

There are three distinct patterns of migration that emerge from the analysis of the census data. The first one comprises internal migration that mostly affects the poor and remote North-East districts (Tropoje, Kukes, Mirdite, Puke and Diber). Internal migrants are usually young unemployed or underemployed workers in agriculture. The second is made up of both internal and international migration. This pattern affects districts that have both substantial rates of internal migration and, at the same time, face high rates of international migration (Tirana, Durres, Vlore, Fier, Shkodra and Korça). Finally, international migration and negligible internal migration is the pattern in the districts of Southern Albania (Saranda, Delvine and Devoll). Recent analyses depicted a possible two-step scenario with migrants from Northern Albania moving first to the richer coastal areas or to Tirana to accumulate enough money to allow them to them to undertake international migration.⁶³

GDP per capita, life expectancy, education and human development indexes vary across the regions. The highest human development index (HDI) is found in the county of Tirana and the lowest in Kukes. Similarly, the counties of Tirana, Fier and Durres have the highest gender development index (GDI), measured as inequality between women and men in terms of basic skills and living conditions, and the counties of Shkoder, Diber and Kukes have the lowest. Table 1 displays the main indexes by county. The poverty headcount of Kukes is over twice that of Vlores and the dropout rate from compulsory education is ten times higher.

Table 1: Human development, gender development and empowerment indexes (2002)

County and HDI ranking	Index of life expectancy	Index of education	Index of GDP per capita (PPP US\$)	Human Development Index ¹	Gender Development Index ²	Gender Empowerment Index ³
High HDI						
1. Tirana	0.825	0.928	0.713	0.822	0.816	0.507
2. Fier	0.825	0.914	0.626	0.788	0.783	0.438
Medium HDI						
3. Durres	0.813	0.942	0.600	0.785	0.779	0.424
4. Vlova	0.835	0.915	0.543	0.764	0.751	0.350
5. Gjirokastra	0.816	0.924	0.544	0.761	0.751	0.371
6. Elbasan	0.795	0.910	0.575	0.760	0.754	0.415
7. Berat	0.825	0.895	0.558	0.759	0.752	0.410
8. Korca	0.802	0.918	0.551	0.757	0.747	0.399
Low HDI						
9. Lezha	0.806	0.921	0.530	0.752	0.747	0.385
10. Shkodra	0.815	0.922	0.486	0.741	0.732	0.362
11. Dibra	0.798	0.907	0.497	0.734	0.727	0.351
12. Kukes	0.788	0.908	0.459	0.719	0.703	0.337

Source: UNDP, Human Development Report of Albania 2002. ¹ The Human Development Index (HDI) measures human development on the basis of three main components: life expectancy, education (combination of the numbers of literate adults and the norm of elementary, secondary and tertiary education attendance) and standard of living (expressed by per capita GDP). ² The Gender Development Index measures equality between men and women based on life expectancy, education and income. ³ The Gender Empowerment Index is calculated on parameters such as women's participation in political decision-making and their access to employment, based on their professional skills.

The spatial mapping of poverty confirms that the main motivation for people to migrate is directly related to their working and living conditions, with both level and severity of poverty being the main determinants.⁶⁴ Although regional difference in poverty rates have narrowed substantially in the period 2002-2005, the North-East part of the country remains as the one with the highest incidence of poverty, with a headcount of 25.6 percent, compared to the 21.2 percent of the central and 16.2 per cent of the coastal regions. About 21 per cent of the Albanian poor are concentrated in the North-East part of the country, although the latter accounts only for 11 percent of the country's population. Table 2 below displays the main poverty indicators. The data for the North-East region is highlighted in bold.

Table 2: Trends in absolute poverty 2002 2005

Stratum	Poverty measure	2002			2005		
		Urban	Rural	Total	Urban	Rural	Total
Coast	Headcount	20.2	20.9	20.6	11.6	19.7	16.2
	Depth	5.4	3.6	4.4	2.0	4.1	3.2
	Severity	2.1	1.0	1.5	0.6	1.3	1.0
Central	Headcount	19.3	28.5	26.6	12.5	25.9	21.2
	Depth	3.8	6.5	5.7	3.0	6.0	5.0
	Severity	1.2	2.1	1.8	1.2	2.1	1.8
Mountain	Headcount	24.7	49.5	44.5	17.1	27.7	25.6
	Depth	6.5	12.3	11.1	3.6	5.5	5.1
	Severity	2.6	4.4	4.2	2.2	2.7	2.5
Tirana	Headcount	17.8	-	17.8	8.1	-	8.1
	Depth	3.8	-	3.8	1.6	-	1.6
	Severity	1.3	-	1.3	0.5	-	0.5
Total	Headcount	19.5	29.6	25.4	11.2	24.2	18.5
	Depth	4.5	6.6	5.7	2.3	5.3	4.0
	Severity	1.6	2.1	1.9	0.8	1.8	1.3

Source: INSTAT, *Albania: Trends in poverty and Inequality 2002-2005*, Tirana, 2006

It is worth noting not only the direct relationship between migration and poverty, but also the positive impact that migration has had on poverty. Table 2 displays a decline of poverty rates during the period 2002-2005. This positive trend has been greatly affected by migrant remittances. Tirana and the mountain rural regions are the areas with the largest increases in the share of households receiving remittances. Third, the Northern area of the country experienced

⁶⁴ World Bank, *Albania: Urban Growth, Migration and Poverty Reduction. A Poverty Assessment*, Washington D.C. 2007. See also International Organization for Migration (IOM), *The Republic of Albania migration profile*, Ljubljana, September 2007; J. Vullnetari, *Albanian migration and development: state of the art review*, IMISCOE Working Paper No 18, September 2007.

the strongest pace of poverty reduction, partly because it is the only region where outflow of new permanent migrants continues to increase. Furthermore, the flow of remittances to Tirana and the North-East of Albania increased substantially in recent years. The flows to Tirana more than doubled, while those to the North-East increased by 50 percent.⁶⁵

Compared to the positive impact of migrant remittances on living conditions, their effect on productive investments has been rather negligible. This holds particularly true for the agricultural sector. The fact that rural households only invest a negligible share of the remittances sent by international migrants in agriculture is indicative of the fact that agriculture continues to provide little prospects for growth and better earning opportunities for rural Albanians.

Labour market status is a significant determinant of economic welfare. Being unemployed or having a poor-quality job are strongly correlated with poverty. The incidence of poverty in households is more than double when the head is unemployed (i.e. 32 per cent compared to 14 per cent with the head being employed). For many people, work is not enough to lift them out of poverty. The working poor (the self-employed, including own account workers) make up 46 per cent of all poor.

The agriculture sector still accounts for the majority of jobs in Albania.⁶⁶ Employment in the public sector accounts for 18.7 per cent of total employment, while private non-agricultural employment is about 23 per cent (see Table 3).

Table 3: Distribution of employment in Kukes and Shkodra by economic activity

	2004		2005	
	Kukes	Shkodra	Kukes	Shkodra
Public sector	26,9	19,4	26,5	18,3
Private non-agricultural sector	6,4	11,5	6,6	12,6
Private agricultural sector	66,7	69,1	66,9	69,1

Source: *INSTAT, Albania in figures, 2005*

It is estimated that 55 per cent of all non-agricultural employment is in the informal economy. Table 3 above shows that compared to the national average, Kukes and Shkodra have a lower share of private non-agricultural employment (6.6. percent and 12.6 per cent respectively) and a higher share of employment in agriculture (69.1 percent and 66.9 percent respectively).

⁶⁵ World Bank, Albania: Urban Growth, Migration and Poverty Reduction. A Poverty Assessment, Washington D.C. 2007

⁶⁶ According to the National Institute of Statistics, about 58 per cent of total employment is in agriculture, while the Living Standards Measurement Survey puts the figure at around half of overall employment.

Most employment comes from either self-employment in the informal economy or in subsistence agriculture and unpaid family work. Data on informal employment disaggregated by region are not available. Box 1 below sheds some light on the main challenges facing the labour inspectorate in Albania with regard to the enforcement of labour law and the fight of the informal economy.

Box 1: The State Labour Inspectorate in Albania: Issues and challenges

The State Labour Inspectorate (SLI) is mandated to enforce labour law and to ensure workers' protection. The SLI has 130 inspectors who work in thirty-two district offices. There are a number of issues and challenges relating to labour protection in Albania and the institutions delegated to address them. These include:

- Lack of procedures and policies to guide inspectors in their daily work. There is no enforcement policy supporting the inspection service' mission, the principles of inspection, the balance between a preventive/advisory role and an enforcement role, special procedures for SMEs, hazardous sectors, categories of workers, and sanction procedures.
- Insufficient coverage of inspection services. Because of financial constraints and lack of resources, only 65 per cent of the country is actually covered by the SLI, with rural areas particularly underserved. It is estimated that inspections cover less than 10 per cent of total employment, and only in the private sector. Inspection services do not have the capacity to inspect for compliance with occupational safety and health (OSH) requirements.
- The challenge of employment in the informal economy: The SLI is responsible for registration of enterprises. In 2003, the SLI had approximately 40,000 registered enterprises with approximately 110,000 declared employees, while the number of people employed was estimated at 750,000. In 2007 during the 396 labour inspections carried out in Albania, more than 1,100 workers were found to be unregistered.
- Inconsistency and lack of data and information. Data is fragmented across several different agencies with little or no information-sharing. The SLI, the tax office and the social security services carry out registration of enterprises and employees. However, data vary considerably according to the institution that collects them. For instance, in 2003 enterprises registered with the SLI numbered 40,384, while 60,000 were registered with the tax office.

Source: ILO, *Strengthening the Labour Inspection in Albania*. Technical cooperation project proposal, unpublished, 2007

Over 60 percent of economic activities in Albania are concentrated in the triangle Tirana-Durres-Fier, while Kukës has a share of only 0.5 percent and Shkodra 3 percent (2,269 companies). During the period 2002-05, the number of non-agriculture enterprises in Kukës decreased from 1,197 to 343. Over 50 per cent of the jobs available in 2002 were lost three years later. During the same period, Shkodra reported a negligible growth in the number of enterprises (+0.6 per cent) and negative job creation (-0.7 per cent). In both regions, trade takes the lion's share of non-agriculture activities (43.4 percent in Kukës and 44.6 percent in Shkodra); followed by

construction in Kukes (23.6 percent) and services in Shkodra (21.7 per cent). More than 90 percent of enterprises in Shkodra have between 1 and 5 employees (micro-enterprises) and 6.4 per cent have between 6 and 20 employees (small enterprises). In Kukes, the situation is different as micro enterprises account for over 79 percent and small companies for 16.6 per cent (see Table 4).

Table 4: Active non-agricultural enterprises by economic activity

	2005		
	Albania	Kukes	Shkodra
Agriculture	0.8	2.9	1.3
Industry	10.9	8.1	15.3
Construction	4.7	23.6	7.9
Transport	10.0	4.6	9.2
Trade	49.1	43.4	44.6
Services	24.5	17.2	21.7
Total	100.0	100.0	100.0

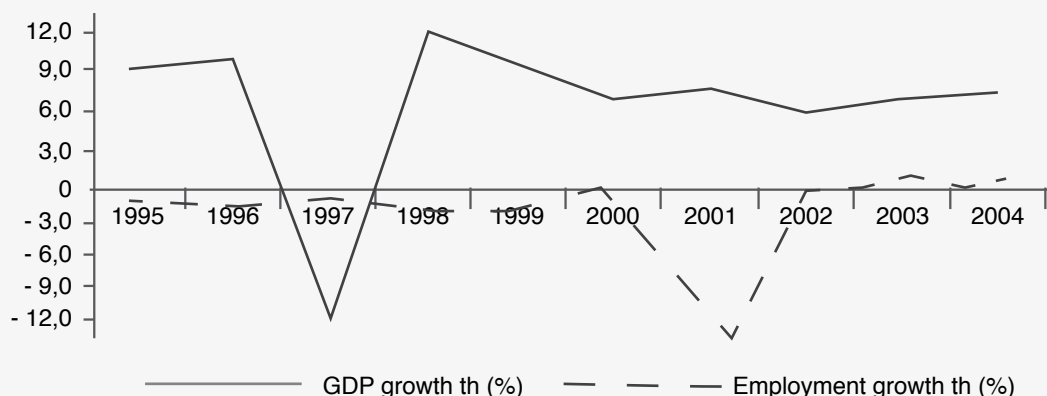
Source: INSTAT, *Albania in figures*, 2005

The youth employment rate in Albania is 32 percent (28.6 percent women and 35.5 percent men). Compared to other countries in the region, youth self-employment has a higher incidence on total youth employment (28.5 percent). Approximately 72 percent of young adults living in rural areas are self-employed and another 20 per cent are contributing family members.

Albania is the only country of Central and Eastern Europe that has not yet produced employment data on the basis of a Labour Force Survey. For this reason, labour market data are still riddled with uncertainty and should be read with a certain degree of caution. Official data on unemployment is based on the administrative records of the employment service. These data diverge substantially if compared with those of household surveys (i.e. Living Standard Measurement Survey - LSMS), which, in turn, is run with a very limited sample. According to official estimates, only 68.6 per cent of the working age population was employed in 2005 (63.8 according to the LSMS). In the same year, the rate of registered unemployment was 14 percent (6.9 calculated with LSMS data), with two-thirds of the unemployed having been jobless for one year or more.

As in nearly all countries of the Western Balkans, Albania has experienced a jobless growth path over the past years. Figure 2 compares GDP and employment trends in Albania during the decade 1995-2004.

Figure 2: GDP and employment growth 1995-2004



Source: World Bank, *Albania: Labour market assessment*, Washington D.C., 2006 page 6

The data of the 2005 LSMS put ILO youth unemployment at 12.8 per cent (14.4 per cent for men and 11 per cent women), while the relaxed youth unemployment rate was 27 per cent (28.7 per cent men and 25 per cent women). Unfortunately, unemployment data from the LSMS are not disaggregated by region. For the purpose of this analysis (i.e. to compare national with regional trends), it is worth looking into the data from administrative records that display unemployment trends by region (see Table 3). Compared to other areas of Albania, the regions of Kukes, Lezha and Shkodra display the highest rates of registered unemployment. The share of long-term unemployed in Shkodra is 71 per cent, while in Kukes it is only 34 per cent. This may be explained by the fact that many people in Kukes simply cannot afford to be unemployed and resort to own account work in agriculture, to informal activities or to migration to survive.

Table 3 Registered unemployment rate by county (2004-2007)

County	2004	2005	2006	2007
Total	14.4	14.1	13.8	13.2
Berat	15.6	14.2	13.6	11.7
Diber	16.7	16.5	17.0	15.7
Durres	12.4	12.0	11.4	11.2
Elbasan	12.9	12.8	12.6	12.5
Fier	10.8	10.6	10.6	11.2
Gjrokaster	11.8	11.9	12.2	12.4
Korca	11.4	11.2	12.2	10.8
Kukes	32.2	33.2	31.2	30.2
Shkodra	22.8	23.2	23.0	22.7
Lezha	27.4	27.0	25.7	25.1
Tirana	8.9	8.4	7.9	7.1
Vlora	17.0	15.8	14.5	12.6

Source: National Employment Service, Registered unemployment (2001-2007)

The administrative data on registered unemployment also provides some indication of the relative disadvantages of youth compared to adults. The share of youth aged between 16 and 24 registered as unemployed in Shkodra and Kukes is approximately 40 per cent of the total registered unemployed (Table 4).

Table 4: Percentage of men and women 15-24 registered as unemployment overall and in Kukes and Shkodra Regions (2004 and 2007)

	2004			2007		
	Men	Women	15-24	Men	Women	15-24
Overall	52,3	47,7	24,8	52,6	47,4	23,5
Kukes	54,8	45,2	31,3	55,2	44,8	39,7
Shkodra	57,2	42,8	46,9	58,7	41,3	40,4

Source: National Employment Services, Registered unemployment (2004-2007)

2. Employment services and programmes in the target regions

The National Employment Service (NES) of Albania has one central office and 36 employment offices (12 regional and 24 local offices). The higher decision-making body of the NES is the Administrative Tripartite Council, which is chaired by the Minister of Labour and comprises 13 members: one representative each for the Ministry of Finance, Ministry of Industry and Energy, Ministry of Education and Sciences, National Employment Services, Social Security Institute, the General Administration of Social Services and Social Assistance and three representatives each for employers' and workers' organizations. At local level, there are Local Tripartite Councils comprising representatives of the employment services, employers' and workers' organizations.

Currently, the NES offers two types of active labour market programmes (ALMPs): employment subsidies for the recruitment of the unemployed at risk of labour market exclusion and labour market training (institution-based and on-the job training as well as apprenticeship).⁶⁷ These ALMPs are made available to unemployed people with little or no qualifications, either in an enterprise or in a public training centre. Programmes offered by the public training centres are fee-based; jobseekers get a discount on the full fee or are exempted, according to their classification in the NES register. There is only one public training centre that serves the Northern part of Albania. Based in Shkodra, the latter delivered training to 757 persons in 2007 (56 per cent were young people). Approximately 70 per cent of the trainees in the Shkodra training centre were registered as unemployed. Of the total, 29.5 per cent had basic education, 28 per cent had general secondary education, 7.4 per cent had vocational education and as much as 35 per cent had a university degree. Unfortunately, data disaggregated by type of training programme, sex and age group are not available.

The geographical focus, total number of participants and financing procedures of the current employment programmes offered by the NES, highlight a number of issues. First, only small and medium size enterprises are eligible to partner with the NES in employment promotion programmes.⁶⁸ Micro-enterprises cannot participate in employment promotion programmes, even though they represent approximately 90 per cent of all Albanian enterprises. Excluding these enterprises means that a number of employment opportunities may be lost, especially in regions where the level of economic development is lower. As a result, in 2007 only 20 people participated in the employment programmes in Kukes with two partner enterprises. In Shkodra, the beneficiaries were 126 and 6 partner enterprises. In 2007 only 2,128 Albanians participated in employment promotion programmes and 7,400 in training activities, e.g. only 1.5 per cent and 5.2 per cent of all the registered unemployed, respectively. Among these participants, over 65 per cent were long-term unemployed, about 67 per cent were beneficiaries of social assistance and 6 per cent received unemployment benefits. Finally, the analysis of the 2008 NES local budget allocation indicates that the regions with higher unemployment rates do not necessarily receive more resources for active labour market programmes than those with lower unemployment rates.⁶⁹ Table 5 shows that 11.1 per cent of the total budget available for ALMPs has been allotted to the county of Shkodra, while no funds have been allocated for the county of Kukes.

⁶⁷ The types of programmes named "apprenticeship" in Albania refer to practice periods organized in an enterprise to fulfill the requirement of the law for certain occupations. These measures target mostly highly educated unemployed.

⁶⁸ The definition of small enterprise is used for companies with 6 to 20 employees (or with a yearly turnover of maximum USD 480,000): Medium-size enterprises have 21-80 employees or an annual turnover higher than USD800,000 per year.

⁶⁹ The local office allocation for active labour market programmes represents only 27 per cent of the overall allocation for ALMPs, which is approximately 2.4 million USD for the year 2008. The remaining 73 per cent is allocated to the Central Office.

Table 5: Unemployment rate and budget allocation for employment promotion programmes, 2008

County	Registered unemployment rate (per cent)	Allocation for employment promotion programmes 2008 (per cent)
Berat	11,7	26.1
Diber	15,7	0.0
Durres	11,2	9.3
Elbasan	12,5	0.0
Fier	11,2	32.6
Gjirokastra	12,4	1.9
Korca	10,8	6.2
Kukes	30,2	0.0
Lezha	22,7	12.5
Shkodra	25,1	11.1
Tirana	7,1	0.0
Vlora	12,6	0.0

Source: NES, Labour market trends 2007. Staff data provided by the Human Resource Sector



ANNEX 3: EXAMPLE OF PROGRAMME MANAGER JOB DESCRIPTION

INTRODUCTION

Summarize the background and rationale of the joint programme; list the Government's priorities. Provide a summary of the key features of the programme (outcomes, strategy, implementation framework).

DESCRIPTION OF DUTIES

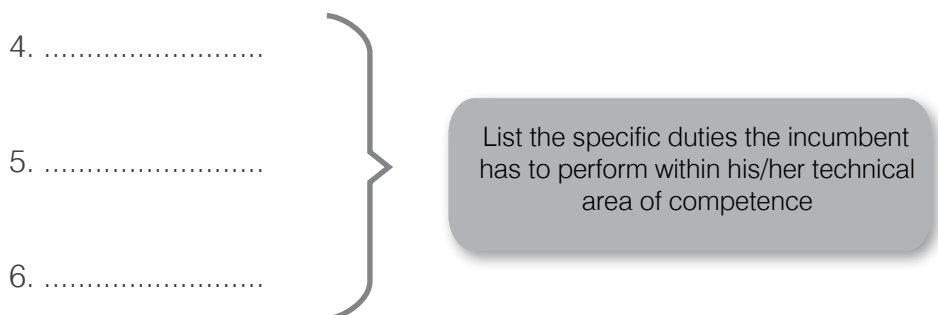
The Programme Manager will work under the guidance of the UN Resident Coordinator in his/her capacity as Chair of the Programme Management Committee (PMC). The Programme Manager will provide technical support, advice and guidance in all aspects of implementation. She/he will be responsible for the timely delivery of outputs in accordance with local requirements, and for the overall coordination of the Programme. The Programme Manager will take responsibility for the delivery of the policy-related and capacity-building work with labour market institutions and the social partners. He/she will also be responsible for the formulation and implementation of pilot employment programmes targeting disadvantaged youth, especially those engaged in the informal economy and highly exposed to both internal and international migration.

The incumbent will be specifically required to:

1. Coordinate and liaise with UN agencies and implementing partners. These tasks include:
 - Provide strategic recommendations to the PMC for overall programme coordination; Respond to PMC directions for the implementation of such activities;
 - Responsible for on-going communication between UN agencies and implementing partners;
 - Identifying and presenting programme risks, concerns and mitigation recommendations to the PMC for its consideration;
 - Supporting monitoring and evaluation activities of the PMC;
 - Ensuring quality and timely documentation of program implementation, progress and experiences, as well as regular financial and narrative reporting to UN Agencies, donors and the PMC;
 - Providing recommendations to the PMC on how to better harmonize joint programme activities with other participating agencies' activities in the youth, employment and migration sector, as well as activities implemented by other actors in the field; and
 - Preparing progress and ad-hoc reports as and when required by the PMC.
2. Advising the UN Resident Coordinator on all aspects relating to the implementation of the Programme, as well as other employment-related matters.

3. Provide guidance and oversight to the team of national specialists appointed under the Joint Programme. This includes:

- Collaborate and coordinate closely with the participating Agencies, as well as with all other projects and publicly-funded programmes involved in employment- and migration-related initiatives;
- Coordinate the technical work of international and national staff across all Programme components, activities, and outputs.



REQUIRED QUALIFICATIONS

Education

Higher university degree, preferably in economics or social sciences, complemented by a Masters' Degree, or equivalent, in labour economics, or related experience gained from previous work.

Experience

- At least ten-years' experience in the management of development cooperation projects in the areas of [list the technical areas of competence as envisaged in the JP document];
- Prior experience in [list the specific sub-areas required, for example development of programmes to tackle employment in the informal economy];
- Knowledge of project planning, management and financial procedures used within the UN system;
- Knowledge of computer applications, word processing, data analysis and spreadsheets using common versions of software;
- Experience in establishing and maintaining formal and informal communication with a variety of partners, and an ability to work in a team;
- Previous work experience in [list typology of country and/region, for example countries emerging from conflict].

Languages

Full working knowledge of [English, French, Spanish]. The knowledge of another UN official language and of the national language would be an asset.

Competencies

Candidates with prior UN and international project/programme management experience in this field may be given preference.

Corporate competencies:

- Demonstrate integrity by modelling the UN's values and ethical standards;
- Advocate and promote the vision, mission and strategic goals of the UN system;
- Display cultural, gender, religious, ethnic and age sensitivity and adaptability;
- Treats people fairly and without favouritism.

Functional competencies:

- Proven analytical capacity;
- Ability for planning and establishing priorities, coordinating and monitoring the work of others, and delegating responsibility, where appropriate;
- Excellent interpersonal and supervisory skills;
- Resourcefulness, initiative, and maturity of judgment;
- Excellent communications, organizational and management skills in a complex multi-stakeholder environment;
- Ability to handle multiple tasks effectively, without compromising quality, team spirit and positive working relationships;
- Excellent computer/information systems skills.

Management and leadership competencies:

- Strong results orientation;
- Effective problem-solving;
- Demonstrated capacity-building and facilitation skills;
- Consistently approaches work with energy and a -constructive attitude;
- Ability to establish effective working relations in a multicultural team;
- Effectively manages teams and creates an enabling work environment;
- Flexible and responsive with a client-oriented approach.



ANNEX 4: TECHNICAL REPORT TO INFORM A FINAL EVALUATION

The text that follows is a technical report commissioned in March 2012 by the MDG-F Joint Programme on youth employment and migration in the Republic of Serbia. The report assessed the achievement of outputs in the field of youth employment policy and programme development and builds on a performance monitoring exercised conducted on beneficiaries to youth employment programmes.

Executive Summary

This monitoring exercise assesses the relevance of the Joint Programme (JP) objectives and approach in the area of employment policy and identifies the extent to which: i) the JP achieved its planned objectives, ii) its strategy proved efficient and effective, and iii) the long-term impact the JP is likely to have.

The JP is centred on a three-pronged strategy touching upon policies, institutions and programmes that concur to the delivery of integrated employment and social services targeting disadvantaged young women and men exposed to migration, especially young returnees. It builds on three interlinked Outcomes aimed at: 1) mainstreaming youth employment and migration policy objectives into national development strategies, 2) strengthening the capacity of national institutions to develop integrated labour market and social services, and 3) implementing a package of programmes on employment and social services.

Assessing the progress in different technical areas of JP related to youth employment policy and programmes, organized around corresponding SMART outputs of the JP, aimed at achieving three above mentioned interlinked Outcomes, the following conclusions arise.

In relation to mainstreaming youth employment policy objectives into national development strategies, overall objective and specific outputs have been fully realized. The activities addressed highly relevant needs, and the stakeholders have taken ownership of the JP approach since the design phase. The quantity and quality of the outputs produced under this part of employment component is very satisfactory and they fully correspond to the JP design, while in many important aspects the provided support was wider and more far-reaching than directly required, resulting in the effect in policy and programmes. The JP support have led to general improvements and lasting advances in labour statistics, skills surveys and forecasting approaches, and in the national strategic planning cycle related to employment and active labour market policies.

In strengthening the capacity of national institutions to develop integrated labour market and social services, overall objective and specific outputs have been almost completely realized. The activities addressed highly relevant needs, and the stakeholders have made progress in adopting the JP approach since the design phase. Especially successful were the interventions related to the capacity building of the NES, including extensive staff training and production of training curricula and manuals to be used in standard operations of the NES.

In relation to implementation of a package of programmes on employment and social services, overall objective and specific outputs have been realized to a large degree. The activities addressed highly relevant needs. The quantity and quality of the outputs produced is very satisfactory, in terms of: design and development of innovative programmes addressing the needs of disadvantaged youth; number and structure, including gender structure, of disadvantaged youth benefiting from the programmes; and impact of these programmes on the improvement of relative labour market position of disadvantaged youth. Specifically, the number of disadvantaged youth in five regions in which YEF was operational dropped by around 25%, while their share in the number of total unemployed in these five regions dropped by 27% between January 2009 and December 2011.

The JP results in the areas of technical assistance and capacity building are likely to be durable, although follow up support is advisable, especially to the most active beneficiaries, Ministry of Economy and Regional Development, National Employment Service and Republican Statistical Office. Significant achievements related to the improvement of relative market position of disadvantaged youth, however, might fade over time if the targeted programmes, especially the most successful one, work-training programme, are not integrated into standard operations of the implementing agencies, most notably the National Employment Service. Given the fiscal constraints which already in a disturbing manner adversely affected the 2012 budget for ALMPs, a continuation of the YEF operating under a similar cost-sharing scheme is strongly advisable.

1. BRIEF BACKGROUND ABOUT THE SPECIFIC JOINT PROGRAMME COMPONENT UNDER REVIEW AND ITS LOGIC

Since May 2009 the International Labour Office (ILO), the International Organization for Migration (IOM), the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF) have been providing technical assistance to the Government of Serbia through the Joint Programme *Promotion of Youth Employment and Management of Migration*. The programme will end in May 2012. The aim of the joint programme is to address the youth employment and migration challenges of the country by combining employment and social policy objectives and integrating them into long-term national development goals. The Programme has developed a number of direct interventions intended to target disadvantaged youth – especially returnees and their families – through gender-sensitive employment programmes linked to social services.

The JP is centred on a three-pronged strategy touching upon policies, institutions and programmes that concur to the delivery of integrated employment and social services targeting disadvantaged young women and men exposed to migration, especially young returnees. It builds on three interlinked Outcomes aimed at: 1) mainstreaming youth employment and migration policy objectives into national development strategies, 2) strengthening the capacity of national institutions to develop integrated labour market and social services, and 3) implementing a package of programmes on employment and social services.

The Joint Programme is financed by the Government of Spain through the Millennium Development Goals Achievement Fund (MDG-F) with a contribution of US\$6.1 million and is implemented in partnership with the relevant stakeholders in Serbia - Ministry of Economy and Regional Development, Ministry of Youth and Sports, Ministry of Labour and Social Policy, Ministry of Human and Minority Rights, National Employment Service, Centre for Social Work and Republic Statistical Office.

Programme interventions target disadvantaged youth 15 to 29 years of age in the five Serbian districts that are highly affected by youth unemployment and poverty. The Programme places strong emphasis on capacity development of decision-makers, managers and staff of participating central and local institutions as well as social partners to better design, monitor and evaluate policies, strategies and action-oriented programmes on youth employment. The expected results of the Programme include:

- Improved knowledge and understanding of integrated policies and measures to tackle youth employment and migration;
- More prominent focus on youth employment within national development frameworks;
- A national policy on management of labour migration and an improved capacity of the Serbian government to tackle youth migration;
- An inter-institutional system combining employment and social services for disadvantaged youth;
- A comprehensive package of gender-sensitive programmes in the realm of youth employment and social protection available at local level;
- A system for replicating and scaling-up pilot programmes country-wide.

2. PURPOSE AND METHODOLOGY

In this section a brief description of the purpose of the monitoring cycle and of the methodology used will be presented, alongside with the information sources, including remarks on the limitations of the methodology and problems encountered in information gathering and analysis.

The monitoring rationale is presented in the Joint Programme document, which envisages that the ILO should be responsible for the monitoring and evaluation outputs in accordance with the Programme Monitoring and Evaluation Framework, as specified in paragraph 8 of the Joint Programme document.

The technical report provided below is limited to a review of progress made in producing the SMART outputs of the Joint Programme related to youth employment under the responsibility of the ILO and UNDP since the onset of the JP in May 2009, as of March 2012 and appraisal of their relevance for the achievement of the outcomes of the joint programme. Therefore, the report does not specifically refer to the issues of migrations and social policy which are covered by other technical reports.

Our work was guided by the Joint Programme Document (in particular the result framework and the annual work plan), the Monitoring Framework agreed upon by participating UN Agencies, and the analytical framework appended in Annex 1. The work was also informed by the Performance Measurement of the active labour market programmes implemented under the aegis of the Joint Programme in the districts of Belgrade, South Backa, Pcinjski, Niski and Pomoravski, appended in Annex 2.

Specifically, we were tasked to:

- a) Appraise the quantitative and qualitative information collected to measure the impact of the activities implemented in the field of employment promotion on stakeholders (partner institutions, end beneficiaries, local communities);
- b) In collaboration with the members of the YEM team in Serbia, interview stakeholders and gather information on the performance of the employment component of the Joint Programme;
- c) Systematize and analyze the data and information stemming from the implementation of the activities under the responsibility of UNDP and ILO, namely:
 - Development of youth employment indicators and targets, as well as data on labour demand, to inform the policy development process;
 - Assistance to the Government of Serbia to formulate evidence-based employment and youth employment policies and programmes;
 - Advocacy activities promoted by organizations representing the interests of young people to prioritize youth employment and migration targets in national development frameworks;
 - Improvement of the capacity of the NES to i) design, implement and monitor targeted active labour market programmes financed by the Youth Employment Fund, and ii) manage referrals of disadvantaged youth to other service providers;
 - Advisory services to develop a framework conducive to the establishment of social enterprises as well as direct support to social enterprises;
 - Capacity building of the Local Employment Councils members.

- d) Assess the relevance, effectiveness, efficiency and impact of the activities carried out to date under the youth employment component, according to the analytical framework provided;
- e) Draft a technical report that: i) synthesizes the overall performance in the youth employment component since the inception of the JP; ii) describes innovative practices implemented, iii) identifies challenges encountered and the strategies deployed to address them; and iv) provides recommendations and lessons learned during the implementation of the employment component for further action.
- f) Finalize the report on the basis of UNDP and ILO comments.

The monitoring exercise was carried out in March 2012 through the review of various sources of information including desk analysis, survey data and interviews with governmental counterparts and JP partners, direct beneficiaries, partner agencies, JP management and staff.

3. PRESENTATION OF FINDINGS

Based on key questions of the analytical framework, this part of the evaluation report concentrates on key issues and provides some indications on whether the SMART outputs were achieved in the quantity and quality planned.

Outcome of Joint Programme: 1. Youth Employment and Migration Policy Objectives are Included into National Development Strategy

Outcome 1.1. Knowledge base on youth employment and migration improved to inform national development strategy and action plans.

Output 1.1.1. At least 15 key indicators of the youth labour market, including informal employment and migration developed and regularly collected.

This output is completed, with 15 indicators of the youth labour market developed and computed regularly on the basis of data collected bi-annually through the Labour Force Survey (LFS). The complete list of indicators includes:

1. Labour force participation rate
2. Inactivity rate
3. Employment rate
4. Percentage of wage employees, self-employed (including employers) and contributing family members
5. Employment by economic activity
6. Employment in the informal economy
7. Employment (%) by type of job (seasonal, temporary, unlimited)
8. Temporary work (%), voluntary and involuntary
9. Part-time work
10. Hours of work
11. Average net salary of youth
12. Young employees and self-employed by rights at work

13. Unemployment rate
14. Unemployment ratio
15. Long-term unemployment rate

The range of data collected by the LFS survey was improved and expanded. It is now also possible to compute the transition of individuals between labour market statuses. In addition, it is possible to calculate the transition of youth from school to work (a research has been published comparing data on school to work transition of April and October 2009).

In addition, the following migration indicators are computed and disaggregated from LFS data:

1. Number of persons staying in Serbia for less than one year
2. Country of birth of recent migrants
3. Citizenship and demography of persons working away from home (municipality/other country)
4. Education and occupation of persons working away from home
5. Citizenship and demography of internal migrants
6. Employment and education of internal migrants
7. Foreign migrants

Also the LFS data collected prior to 2008 (when the current methodology was introduced) were adjusted using expert assistance so as to provide for a consistent 2004-2011 Key Indicators of the Labour Market (KILM) time-series. These adjustments have contributed to better understanding and new interpretation of the trends on Serbian labour market since the start of the transition. Most significantly, revised data show that there were virtually no improvements in labour market indicators in any year since 2004, except in 2007, and that the downward trends in employment and participation rates (including those of youth) were more pronounced than previously thought. This information was of strategic importance during the preparation of National Employment Strategy for the period 2011-2020.

Another important achievement related to the knowledge and statistical base involves the work done with the RSO on Skills and occupation survey. While originally the idea was to identify the occupations most requested at local level for the design of specific programmes for disadvantaged youth, the scope was broadened (also in coordination with the EUNES IPA Project) to inform the skill needs anticipation system the MoERD has been working on.

In general, this JP activity addressed highly relevant needs to improve knowledge on labour market trends and the way these trends are captured by labour market statistics, both general and those related to youth and migration. The quality of intervention was very high, and its results were used in its fullest by the MoERD and other stakeholders in the preparation of National Employment Strategy and other action documents which required a more solid and reliable statistical informational base. The intervention is sustainable, with youth labour market indicators now integrated in the LFS based KILM statistics.

Products/means of verification include the following data sources and documents:

Youth labour market indicators (bi-annual, from October 2008 to October 2011); Improving the Labour Force Survey Data and Analysis; Preparing Consistent Time-series on LFS Data; Results for Adjusted LFS Time-series 2004-2010; Transition from School to Work (Youth Module) instrument, instructions and published report.

Output 1.1.5. Number of developed youth labour market indicators used in policy-making.

Capacity building of policy makers in the field of employment and labour market was conducted through a series of workshops on data requirements and analysis as well labour market indicators (evidence based policy making).

With the technical assistance provided by the JP, the Ministry of Economy and Regional Development's (MoERD) developed the National Employment Strategy 2011 -2020, featuring the following five youth labour market indicators to be continuously monitored:

1. Youth activity ratio (disaggregated by sex, education level and region)
2. Youth employment ratio (disaggregated by sex, education level and region)
3. Youth unemployment ratio (disaggregated by sex, education level and region)
4. Number of youth included in active labour market programmes of the NES (disaggregated by sex, education level, unemployment spell, district and region)
5. Number of youth employed through NES mediation and assistance (disaggregated by sex, education level, unemployment spell, district and region)

The National Employment Strategy was adopted by the Government of Serbia in May 2011.

This JP activity addressed a highly relevant need to improve youth labour market statistics and to introduce its use in policy planning and policy making. The quality of intervention was high, and its results have been used fully by the MoERD and other stakeholders.

Products/means of verification include the following data sources and documents: Youth Employment: A training module on data requirements and analysis; Evidence Based Policy Making, Employment Strategy of the Republic of Serbia, 2011-2020.

Outcome 1.3. Youth employment and migration targets included in national development strategy.

Output 1.3.1. Number of measurable targets on youth employment included in the national development strategy.

Following the work commissioned by the YEM on youth employment projections for this decade and target setting for the National Employment Strategy 2011-2020, the MoERD included six measurable youth employment targets into the National Employment Strategy 2011-2020. The youth employment targets to be achieved by 2020 are set as follows:

1. Youth activity rate 30.7%
2. Youth employment rate 23.3%
3. Youth unemployment rate 24%
4. Ratio of youth unemployment rate to general unemployment rate 2.1:1
5. Youth (15-19) participation in education 90%
6. Youth (20-24) participation in education 40%

Specific youth targets were derived from general employment targets from the national development strategy in a consistent and clear manner and integrated into National Employment Strategy.

Products/means of verification: Youth Employment Projections and Targets for the National Employment Strategy 2011-2020; National Employment Strategy 2011-2020.

Output 1.3.2. Expenditure for reaching measurable targets on youth employment envisaged by national development strategies planned in the budgetary framework.

Significant funds were allocated by the Government of Serbia to improve the youth employment indicators within the expanded budget for active labour market programmes (ALMPs) despite the fiscal constraints. In 2011, approximately 66 million (euros) were allocated to ALMPs compared to 40 million (euros) in the previous year, which represents an increase of some 60%. Of the total, approximately 32 million (euros) were earmarked for measures targeting youth (up to 30 years of age) through the *First Chance Programme*. When compared to the 16 million (euros) allocated for this purpose in 2009 we can note a 100% increase testifying to the enhanced attention of policy makers to youth employment in Serbia. The Government of Serbia also contributed 150,000 (euros) directly to the Youth Employment Fund (YEF).

Unfortunately, funds for ALMPs in 2012 have been cut, and this has also affected available resources for labour market programmes targeting youth. Still, the National Employment Action Plan (2012) envisages for the first time that young persons with a low level of qualification be given priority in ALMPs. The promotion of youth employment is one of the pillars of the NEAP to be achieved, among other, through the financing of the YEF by the budget of the Government of Serbia.

JP activity addressed the relevant need and has been accepted by the immediate stakeholders and integrated in the budgetary planning process. It certainly can be assumed that it had an impact on the increase of financial and programmatic youth employment programmes in 2010 and especially 2011. However, possibly as a result of a combination of fiscal constraints and political power struggle on the eve of elections, ALMP funds have been severely cut in 2012. This development, however, is clearly beyond the reach of JP and even its stakeholders.

Products/means of verification: Government of Serbia budgetary framework 2011, NES budgetary framework 2011; Government of Serbia budgetary framework 2012, NES budgetary framework 2012; National Employment Action Plan (2012).

Output 1.3.6. One advocacy campaign conducted by organizations representing the interests of young people to prioritize youth employment and migration targets in national development policies

JP commissioned this task to the local NGO *Civic initiatives*. Key achievements regarding this output were: a) the setting of priorities (youth entrepreneurship and intensifying the cooperation between education and the economy) for the public advocacy campaign based on an extensive research and wide consultative process on youth employment problems, b) organization of round tables and a public hearing for Serbian policy makers, members of Parliament, NGO representatives and other interested parties, c) wide media campaign, in the period July – December 2010, during which more than 50 articles in printed media covered the advocacy campaign themes, more than 50 internet articles were published on relevant web sites, and more than 15 TV programmes featured the YEM advocacy issues, and d) facilitation of the cooperation between Ministry of Education (MoE) and MoERD. As one of the results, a *Memorandum of cooperation* between the two ministries on entrepreneurship education for

youth was signed in December 2010 as a foundation to introduce entrepreneurial learning into the Serbian educational system. This was later on expanded into a *Protocol of cooperation* involving numerous interested partners in the development of life-long entrepreneurial education in Serbia.

A related outcome of the advocacy campaign is the establishment of “advocacy base”, a core group of interested NGOs and institutions, which will continue advocating as a group. UNDP has commissioned two other NGO-s (from Pozarevac and Surdulica) to work more closely with Youth Offices regarding this issue. NGO Sansa from Pozarevac for example contributed to public advocacy campaign by raising awareness on the need for early interventions (through establishing career development centres and providing relevant information concerning education and career prospects to children in primary and secondary schools). Cooperation established between MERD and MoE should be intensified in future by further integration of services provided by these two institutions (e.g. combining on-the-job trainings with formal education, information sharing on job skills needed and shaping educational programs in accordance with labour market needs).

This activity could be assessed as very successful in general, especially in raising public awareness on youth employment problems and strengthening of partner institutions. The issues of youth entrepreneurship, being a part of long term agenda of *Civic Initiatives*, were given very prominent place among the priorities of advocacy campaign and during its realization. While these issues are very important, it could also be argued that wage (salaried) employment is a natural entry point into the labour market for most young people seeking a job for the first time, and that therefore priorities could have been set and campaign executed a little bit differently.

Products/means of verification: Report on Youth Employment and Migration: Review of policies and measures and recommendation for public advocacy, Civic Initiatives, August 2010 (Serbian language only), Memorandum of Understanding on the Introduction of Entrepreneurial Education (agreement signed by the MoE and MoERD), Periodic reports of Civic Initiatives, Final report of Civic Initiatives.

Outcome of Joint Programme: 2. National Institutions Develop Integrated Labour Market and Social Services that Meet Employment and Migration Policy Objectives Targeting Disadvantaged Young Women and Men.

Outcome 2.3. A long-term national financial mechanism to implement employment measures targeting disadvantaged youth established and implemented.

Output 2.3.1. A long-term financial mechanism (Youth Employment Fund) set up to implement employment measures.

The Youth Employment Fund (YEF) was established as a component of the Joint Programme at the start of JP in April 2009. Its main aim is to support national and local institutions to implement policy and operational measures that will increase youth employment in Serbia and reduce the negative impact of return and irregular migration. The Management Committee of YEF includes representatives of the MERD, NES, UNDP, ILO, IOM and the Joint Programme Manager. It is

chaired by the National Project Director appointed by the Minister of Economy and Regional Development. YEF is established as a separate budget line within, and administered by, the National Employment Service of Serbia.

In the establishment of YEF, JP has made use of know-how obtained from the preceding ILO Youth Employment Promotion (YEP) project. The YEP project previously established a similar mechanism within NES and piloted it in several branch offices. Therefore, in setting up YEM as a long-term mechanism UNDP cooperated with ILO to the benefit of both UN agencies.

Employment funds are programmatic and financial instruments established to: i) promote employment and reduce poverty – especially among disadvantaged groups of the population, ii) foster decentralization and community participation, iii) ensure transparency and greater efficiency in the management of employment and social programmes. The practice of establishing employment funds is relatively new in the non-EU countries, although many attempts are being made to replicate mechanisms that are similar to the European Social Fund. The YEF allows the Government of Serbia, through the Ministry of Economy and Regional Development and the National Employment Service, to address the youth employment challenge. Principles of YEF operation include Accountability, Transparency and Decentralization and Community Participation.

At the central level, a Fund Management Committee was established and chaired by the National Project Director. This committee approves the general objectives of the active labour market programmes, primary eligibility criteria for beneficiaries and service providers, the typology of measures to be sponsored by the YEF as well as monitoring and evaluation approaches. The Fund Management Committee provides strategic guidance, steer overall implementation and approve the funding envelope to be assigned to each branch office. The decision-making process is decentralized at the local level through the NES branch offices and local councils for employment and/or social policy in the target districts. The NES branch offices prioritize the primary eligibility criteria set by the Fund Management Committee develop secondary eligibility criteria and determine the most appropriate mix of employment services and programmes to address the youth employment challenge in their districts. The NES branch offices are expected consult with the local employment/social policy councils to ensure that the criteria established and the measures planned are well adjusted to local needs. The final beneficiaries and service providers are selected by the NES branch offices in accordance with standard procedures.

In the course of project implementation, several models to assure the sustainability of the Fund were presented to the Government for consideration. The annual budget for 2011 envisaged funds for reaching youth employment targets set by the JP, while further budgetary allocation should be decided on the basis of the efficiency and effectiveness of the measures (based on performance assessment measured in February 2012), subject to budgetary constraints. Until December 2011, the Government of Serbia contributed a total of RSD 115 million (or USD 1.5 million).

The establishment of YEF was of highest relevance not only for the implementation of JP, but also as a new and potentially highly effective model for partnerships between the Government and donor community in general, and particularly regarding the continuous financing of

youth labour market programmes. The experience of YEF has been assessed by the main stakeholders as very positive. It should be emphasized that this programme has a strong component of direct assistance to final beneficiaries (unemployed disadvantaged youth), which is not so often the case with the donor financed projects in labour area, which often remain at the level of technical assistance. Therefore, the YEF facility could be considered as a successful partnership model in financing labour market programmes in general.

One can assume that YEF could serve as a model for the usage of European structural funds in the area of labour market programmes once Serbia becomes eligible for them. However, though there is a general orientation within MERD and NES for the sustainability of YEF no specific actions into such a direction have been undertaken. Therefore, the activities on finding models of YEF sustainability and its future institutionalization should be intensified in the coming period.

Products/means of verification: YEF Sustainability models; tracking table on Government of Serbia contribution to the YEF.

Output 2.3.2. Number of active labour market programmes by type targeting disadvantaged youth, including young returnees financed by the YEF (at both national and local level).

The development of active labour market programmes targeting disadvantaged youth involved various important preparatory activities. The ILO knowledge base on programmes for disadvantaged youth was used as a starting point. However, specific field surveys and assessments were used in various stages of the YEF, in order to inform or to fine tune the design of the ALMP programme menu offered to the beneficiaries.

Occupation and Skills Needs enterprise survey was commissioned by the Statistical Office of Serbia in 2009. It is a comprehensive and well structured employer survey, with sectoral and regional breakdowns available. The database is available and was used to inform some parallel activities, such as EUNES IPA Project, which had labour market forecasting for the NES in its focus. Among other things, the survey found that the labour force members lack to a large degree many of the so called 'soft skills', which include flexibility and adaptability, problem solving and decision-making skills; information management; and team working.

In order to assess the strengths and weaknesses of the NES as a whole and its branch offices to carry out the provision of integrated packages of active labour market measures targeting disadvantaged youth, the JP commissioned several assessments, the two most important being *A review of the public employment service of Serbia* by Frank Cavanagh (October 2010) and *Reforming the Serbian public employment service to improve service delivery to disadvantaged youth* by Arthur Mills (July 2010). The NES assessment, which provided an extensive support to capacity building of the NES (informed by the NES assessment commissioned by the JP itself). Now the NES has a training curriculum for the training of staff (5 modules of trainers' guide and a handbook for counsellors), material on the design, monitoring and evaluation of ALMPs, and on profiling techniques.

A group of innovative active labour market programmes were designed with the involvement of national partners and stakeholders to target disadvantaged youth. A set of six, intensive treatments, measures, created to be combined and to complement each other, were designed to be financed by the YEF. Programmes are offered after a three-week gateway period of

intensive individual counselling and mediation including the revision of Individual Employment Plans. These measures are intended for youth, 15-29 years of age, with low educational attainment and with an unemployment spell of at least three months. The main purpose is to raise the level of skills for employment in economic sectors and occupations most demanded by local labour markets. These sectors and occupations were identified through Occupation and Skills surveys, conducted in the regions in which these youth programmes were to be implemented.

These measures, in more details described in Annex 2, are:

1. Institution based training
2. Pre-employment qualification
3. Work-training contracts
4. Employment subsidies
5. Work trial contracts
6. Self employment programmes

Three additional measures were offered to young persons with disabilities: adaptation of work premises and/or work station; wage subsidy and grants for single parents and transport to reach training/work premises. Also, relaxed entry criteria and the possibility of longer duration were envisaged for the most disadvantaged among the youth population, such as young Roma.

The measures were set up to be individualized, i.e. delivered on the basis of individual needs of young unemployed within a three-week period of counselling. Also, the measures were set up rather flexible so that each counsellor was able to assign different measures to the unemployed while deciding on the list of competences to be pursued, the length of time needed for implementing each measure and combining different measures to suit the needs of each beneficiary. Modified criteria and the possibility of longer duration of measures are envisaged for the most disadvantaged, such as Roma.

This is certainly one of the core outputs of the JP, addressing highly relevant needs to 1) strengthen support to the previously neglected categories of disadvantaged youth and to improve their labour market performance, 2) design active labour market programmes based on empirical assessment of employer and labour market skill and occupation needs, and 3) test and develop innovative labour market programmes following more flexible rules developed in the guidelines, and offering more freedom to the local branch offices and staff involved in the implementation and fine tuning of the programmes in the course of their implementation.

Greater freedom and responsibility of the staff working with beneficiaries was naturally a challenge for the NES. The interviews confirmed that the front-line staff seemed to have been more confident in implementing centrally made decisions than making them on their own. Still, the new practice was gradually adopted and the final assessment of the interviewed NES staff directly involved in the project was generally very positive.

Although not all programmes initially designed were implemented in practice (there was very little interest on the side of employers in institution based training and no interest at all in work trial contracts), not all branch offices were equally successful in its implementation, nor all target groups were covered (there were virtually no young returnees among the participants),

and some of the YEF programmes (such as work trial programme) were crowded out by more attractive standard NES programmes - this does not change a very positive assessment of the process leading to the development of the programmes and their subsequent implementation. Especially successful was the design and implementation of pre-employment qualification (on the job training) programme. This programme, with its careful and well developed design, and well balanced benefits for employers and trainees alike, is a valuable novelty and has a good potential to be turned into a standard and highly successful NES programmes.

Products/means of verification: Active Labour Market Programmes Guidelines; Occupations and Skills Survey (Beogradski, Juzno-backi and Pcinjski Districts): instrument, instructions and published report; Improved Occupations and Skills Survey instrument (Niski and Pomoravski district).

Output 2.3.3. Cost-effectiveness of active labour market programmes targeting disadvantaged youth, including young returnees, financed by the YEF (at both national and local level) assessed.

Preliminary work to measure the employment and earnings performance of participants to the measures implemented under the aegis of the JP has been completed. Preliminary results were submitted for comments to the stakeholders (MoERD and NES) in March 2012. They are presented in full in Annex 2 of this document.

To make the assessment of cost-effectiveness of ALMPs conducted within the project possible, an IT software was designed and attached to the NES Unified Information System to allow for the computation of total cost per individual beneficiary. This system may be applied to all programmes offered by the National Employment Service.

The JP also supported the purchase of specialized software to compute process and performance indicators of active labour market programmes implemented by the NES.

The integration of the assessment of cost-effectiveness of ALMPs financed through YEF into JP design and output list is a highly relevant activity envisaged to serve as a model to be integrated into standard activities of the NES. This was facilitated by the purchase of the software linking the database of participants and accounting system of the NES and successfully implemented as a part of performance assessment exercise. Preliminary results showing relative per capita costs of YEM supported programmes to standard NES programmes indicate slight cost advantage of the NES programmes. This is due to both the type of programmes offered and their design. For example, the on-the-job training programme of YEM envisages that trainees receive a monthly allowance (calculated as a percentage of the unemployment benefit) throughout their participation in the programme. A trainer grant is also paid to the firm providing the on-the-job training services, on the basis of the number of individuals trained.

Products/means of verification: Software linking beneficiary data base and accounting system of the NES. Preliminary findings on employment and earnings outcomes of beneficiaries of active labour market programmes targeting disadvantaged youth.

Output 2.3.4. Framework for the development and management of PPPs developed

This output was changed during JP implementation to *Framework for the development and*

management of social enterprises developed, based on the needs of the national partner for the development of a framework to regulate and promote social enterprises. The rationale for the change is contained in the Minutes of a meeting held with the MoERD on 16 September 2010.

An analysis of the existing legal framework with recommendations on amendments needed as well as a guide on how to establish a social enterprise under the prevailing legislation was prepared by the JP.

In the course of JP intervention, the Government of Serbia decided to prepare a law regulating social cooperatives. Against this backdrop, the JP organized in March 2011 a study trip to Italy, which has a long tradition of social enterprises and cooperatives. The aim was to familiarize decision-makers with good practices in social enterprise governance systems.

The new law on social cooperatives, once adopted, will also regulate the operations of social enterprises in Serbia. If the draft law will be made available prior to the end of the JP, an ex ante cost-benefit analysis will be conducted to inform law-makers.

Social entrepreneurship is generally very relevant but underdeveloped and under-researched topic in Serbia and the choice to substitute it for the PPP development was fully justified, showing the flexibility of the project and also proactive attitude of local stakeholders. The study trip was reported by the interviewees as a very successful and useful exercise, facilitating also coordination between local partners in the preparation of the draft law. It should be noted that there are dissenting views on which approach should be taken in regulating social enterprises (Italian vs British model), thus a wide public debate on the draft law should be encouraged by the JP and local stakeholders.

Means of verification: Minutes of the Meeting (MoERD 16/09/2010); Analysis of current legal framework; Report of study visits to Italy (*Strengthening the capacity of the Serbian institutions to develop a framework for the establishment and functioning of social enterprises in Serbia*).

Output 2.3.5. At least 10 private enterprises are contributing to selected youth employment initiatives through CSR.

In 2010 JP initiated a campaign for providing business development support to 12 selected social enterprises. Support was provided through mentors and experts in various business fields (e.g. marketing and sales, finance, PR, project management and so on). This work was based on needs assessment conducted for each enterprise. In December 2011, the 7 month long support ended, resulting in increased capacities and better performance of social enterprises in the area of sales, marketing, strategic planning and human resources development. A number of experts assisted enterprises in improving sales process, better targeting of customers, development of sales plans and viable product portfolios, establishment of new partnerships, improvement of communication plans and tools (websites, promotional material), as well as systematization of working places and recruiting system.

This activity was coordinated by the local NGO coalition with wide experience and genuine enthusiasm. Ties between the firms and consultants involved were often preserved after the expiration of the official support. In our opinion although generally very useful, the implementation of this output did not focus enough on disadvantaged youth. This is a design problem. Social

enterprises were not primarily chosen on the basis of their current level of young employees or, alternatively, based on their potential to employ members of the JP target group. Still, justification for general business development support to social enterprises could be found in the wider context and future role that social enterprises might have in providing employment to vulnerable groups. The idea behind this type of intervention was to strengthen current social enterprises in Serbia in terms of their future capacities to generate more employment. This choice was made in consultations with other donors that support social enterprises (UNICREDIT Foundation, Catholic Relief Service, and the British Council) in order to complement assistance provided by other stakeholders. Additional limiting factor was relatively small amount of money available for this activity (32.000 USD) which conditioned the scale of intervention.

Means of verification:

Call for application and related documents; Needs assessment reports; Guide for monitoring and evaluation of social enterprises; Consultants' reports on support provided to social enterprises; Final and evaluation report of business development services provided.

Outcome of Joint Programme: 3. Integrated Employment Programmes and Social Services Targeting Young Returnees and Other Disadvantaged Young Women and Men Implemented in Three Target Districts.

Outcome 3.1. Local partnerships for youth employment strengthened to coordinate implementation of employment programmes that are linked to social services.

Output 3.1.1. Local councils identified in at least 6 municipalities for capacity building.

Assessment of capacity of all local councils in the three target regions was conducted and completed in 2009. Results include recommendations of six municipal councils which were chosen to get further support through the JP in order to identify priorities for inclusion of vulnerable youth and implementation of active labour market measures on the municipality level.

Products/means of verification: Milosav Milosavljevic, Capacity Assessment of Local Policy Councils, 2009, Situation analyses: Becej, Mladenovac, Novi Sad, Obrenovac, Surdulica and Vranje.

Output 3.1.4. At least 6 municipalities in the 3 target districts produce annual reports providing updated data on youth that is instrumental for evidence-based policy making and strategies regarding youth employment.

Six local policy councils, (Becej, Mladenovac, Novi Sad, Obrenovac, Surdulica and Vranje) selected on the basis of the capacity assessment conducted in 2009, completed their situation analysis and identified youth population groups to be targeted by employment programmes. The reports provide data on features of youth unemployment, situation in the local labour market as well as actions to be taken.

Furthermore, the development of the "Guide for Development of Local Employment Action Plan" was supported and the guide is now widely used by local employment councils.

The activities directed at capacity development have contributed to high extent to the creation of local action planes which were used for competing for additional funds provided by the Government for financing additional employment programmes initiated and co-financed by the local self-governments.

Products/means of verification: Situation analysis and identification of priority youth groups in 6 municipalities (available in Serbian language only).

Output 3.2. Integrated packages of active labour market measures implemented through the financing of the Youth Employment Fund in the target districts.

Output 3.2.1. All NES Branch Offices in the three target districts provide integrated packages of active labour market measures targeting young returnees and other disadvantaged youth through the funding of the YEF.

The ALMPs designed under the aegis of the JP are available to unemployed youth in 5 Serbian districts: Beogradski, Juzno-backi, Pcinjski, Nisavski and Pomoravski through the services of the NES branch offices and their 48 outreach offices. Nisavski and Pomoravski district were included among the target districts later in the course of the project.

Available programmes were successfully and thoroughly promoted through brochures and leaflets (distributed to NES branch offices and outreach offices, Centres for Social Work, Youth Offices) and through a TV and Radio campaign (the advertisement was aired a total of 146 times in the period 20/08 – 12/10/2010).

Products/means of verification: Active Labour Market Programmes Guidelines; Promotional brochures, leaflets and TV advertisement; NES monthly reports.

Output 3.2.2. 1,750 disadvantaged youth (50% women, 20% Roma and 10% youth with disabilities) are trained in occupations required by enterprises and 60% are employed in decent work.

1,784 beneficiaries were trained in occupations demanded by enterprises or participated in other training programmes (52% women, 18% Roma, 1% PWDs). The data on young entrants roughly comply with the targeting approach envisaged by the JP.

Products/means of verification: NES data base, NES monthly reports

Output 3.2.3. 1,000 disadvantaged youth (50% women, 20% Roma and 10% youth with disabilities) participate in work placement programmes and 60% are employed in decent work

A total of 681 disadvantaged youth participated in general-type work placement programmes. Youth with disabilities (157 in total) were offered a comprehensive programme (vocational rehabilitation services and recruitment subsidies). The total data on young entrants (838 persons, out of which 26% women and 19% PWD) roughly comply with the targeting approach envisaged by the JP, except in gender structure, with much lower share of women among the participants.

The measurement of employment and earnings of beneficiaries at follow-up was conducted in February 2012. Available data show that the employment target was not achieved, with around 25% of participants of YEM and 30% of participants of NES programmes employed in decent work at the time of survey.

Products/means of verification: Signed contracts, NES data base, NES monthly reports.

Output 3.2.4. 250 disadvantaged youth (50% women, 30% Roma and 5% youth with disabilities) receive self-employment assistance.

Self-employment assistance has been provided to 184 beneficiaries (34% women, 9% Roma and no PWDs). Overall target was reasonably achieved but the structure of participants was not. Additional funds have been granted by the Government of Serbia as contribution to this measure.

Products/means of verification: Signed contracts, NES data base, NES monthly reports

General assessment of Outcome 3.2.

Regarding all three above outputs (**3.2.2, 3.2.3 and 3.2.4**), the measurement of employment and earnings of beneficiaries at follow-up was conducted in February 2012. The information presented below is tentative, since not all participants have completed their participation at the time of survey. Also, not all young participants of NES programmes were considered for comparison, but only a subsample of those most disadvantaged, with comparable characteristics to participants of YEM programmes. Available data show that the employment target was not fully achieved, with around 25% of participants of YEM and around 30% of participants of NES programmes employed in decent work at the time of survey. If an extended notion of programme impact in terms of employment is applied, taking into account all beneficiaries who were at some point employed between the end of programme participation and the time of survey, then the target is almost achieved, and the difference between the NES and YEM participation largely disappears, with around half of participants from both groups employed at any time after the end of the intervention.

There is a number of factors likely to contribute to lower than targeted employment results – most significant being probably that the bars were set too high. Still, gross results appear to be satisfactory if not impressive, especially having in mind extremely difficult labour market situation in Serbia at the time of prolonged economic crisis and constant worsening of general and especially youth labour market indicators. In the course of the implementation of the project, general labour market indicators deteriorated dramatically from one to another historical minimum, and toward the end of project implementation, in October 2011, youth unemployment rate (15-24) for the first time surpassed 50%, while youth employment rate dropped to as low as 13%.

There are other strong limitations to the results presented, and for the fuller picture on the effects of the project another look should be taken after a certain period of time. Of course, only net impact evaluation of the programmes undertaken within the YEF could provide stronger indication of the impact of the YEF on individuals involved.

However, it is very interesting and encouraging to look at the 'macro' effects of the implementation of YEF programmes on labour market indicators of youth population in the five districts in which they were implemented.

**Table 1: Registered unemployment at YEM baseline and follow-up
(selected branch offices, levels and percentages)**

	Belgrade	Nis	Novi Sad	Vranie	Jagodina
	2009				
Total registered unemployed (15-65)	95,556	52,079	62,922	28,747	27,007
Total youth (15-30) registered	21,196	16,203	15,845	8,110	7,912
Youth (15-30) with low education	3,576	3,084	4,791	2,919	2,361
	2011				
Total registered unemployed (15-65)	96,776	51,835	69,108	27,467	28,468
Total youth (15-30) registered	25,771	14,515	18,359	7,211	8,022
Youth (15-30) with low education	2,426	2,027	4,002	2,138	1,973
	Belgrade	Nis	Novi Sad	Vranie	Jagodina
	2009				
% youth (15-30) on registered	22.2	31.1	25.2	28.2	29.3
% youth (15-30) with low education	16.9	19.0	30.2	36.0	29.8
	2011				
% youth (15-30) on registered	26.6	28.0	26.6	26.3	28.2
% youth (15-30) with low education	9.4	14.0	21.8	29.6	24.6

Source: National Employment Service data

As is visible from Table 1, overall registered unemployment remained quite stable in the period preceding the start of JP and toward its end in all districts except in Novi Sad, where it increased by 10%. The share of youth unemployment (15-29) in total unemployment also remained quite stable, except in Belgrade where it increased by more than 4 percentage points. However, the share of the YEF target group - educationally disadvantaged youth - in total youth unemployment dropped significantly in all districts! In Belgrade and Novi Sad these shares were almost halved and in all other districts the positive difference between the 'before' and 'after' status was no less than 5 percentage points. In absolute numbers, the drop of unemployed disadvantaged youth was also very high in all five districts.

To be able to point to the tangible impact of the YEF implementation on general labour market outcomes of disadvantaged youth in the targeted regions, a comparison with these results

in the districts in which there was no intervention is needed. If labour market indicators of disadvantaged youth do not show trends similar to those in the five regions between 2009 and end 2011, it would be a strong indication that the YEF has made a positive difference.

Looking at the data on registered unemployment in 'control' regions (21 branch offices in which the YEF programmes were not implemented), the downward trend in unemployment of disadvantaged youth is also visible, but to a smaller degree than in five 'treated' districts. While the total number of unemployed disadvantaged youth (aged 15-29) in five YEF regions dropped from 16,731 in January 2009 to 12,566 in December 2011, or by 24.9%, in the rest of Serbia it dropped from 37,026 in January 2009 to 30,826, or by 16.7%. At the same time, overall unemployment trends were more unfavourable in the 5 YEF regions, where the total number of registered unemployed increased from 266,311 to 273,654, compared with the slight decrease in the 'control' regions, where the total number of unemployed dropped from 472,902 to 471,533. Taken together, these results strongly indicate that indeed the **YEF intervention was able to leave a recognizable positive mark on overall labour market situation of the disadvantaged youth in five target regions** – while the share of disadvantaged unemployed youth among the total unemployed in five regions dropped from 6.3 per cent to 4.6 per cent (or by 27 per cent) in the course of YEF implementation, the corresponding drop in the non-targeted regions was more modest, from 7.8 per cent to 6.5 per cent (or by 17 per cent).

It is interesting to note the general decline of the number of disadvantaged unemployed youth (operationally defined as having only primary education or less) recorded during the course of the YEF. As mentioned, that number diminished by a quarter for the treated regions and by one seventh in the control regions. The most likely explanation for this trend in the non-treated regions is the fact that the educational structure of youth population overall improved quite rapidly.

Apparently, the initial choice of regions was somewhat unusual from the standpoint of the target group of disadvantaged youth, since its share in the total population of registered unemployed in five districts chosen to implement YEF was significantly lower than in the rest of Serbia. However, that choice was justified by the need to handle returnees among them, and the initial assessment was that the large number of them would try to (re)-settle in Belgrade, Novi Sad and Vranje districts. As mentioned, this did not materialize.

Belgrade is also an interesting and specific example since specific YEM intervention conducted there was the least successful, with the total of only 84 participants of innovative YEM programmes and 398 participants of standard NES programmes. The plausible explanation for the substantial drop in disadvantaged youth unemployment in Belgrade despite these modest results might be in the fact that the Belgrade staff used YEF to a degree as a way to clean their administrative records from those who refused to participate in activities related to the programme and therefore revealed themselves as either factually inactive or informally employed. The Belgrade NES staff complained of a low level of interest of potential beneficiaries – unemployed young workers and employers alike - to take part in any kind of programmes, despite substantial efforts they made to attract their attention to various programmes offered. Although this attitude of the NES Belgrade staff might not be fully justified, the fact is that employment opportunities and wage levels in Belgrade are much higher than elsewhere, and these circumstances have certainly negatively affected responsiveness of target group members to the programmes offered.

On the other hand, the staff of all other four districts did not use the YEF programmes as a 'disciplining device' to clean the records, and they were very satisfied with the interest of the members of the target group and of employers to take part in the programmes and with their effects and enthusiastic about the usefulness of these programmes. This is especially true in the regions of Pcinjski, Nisavski and Pomoravski, which are less developed than Belgrade and Novi Sad, and where the share of lower educated youth in the total unemployed youth is generally higher.

This points to another general conclusion – the success of the YEF programme is somewhat uneven across five districts involved because, among other things, their labour markets are different. Having a possibility to tailor and shape the programmes to better suit the local needs – both within the YEF and in general context – could lead to better efficiency and effectiveness of labour market programmes conducted within the National Employment Service.

4. CONCLUSIONS

The JP is a very complex and demanding programme. Complex projects have potentially a very high synergetic value, but they also have their own design and implementation difficulties. From the incomplete vantage point for this evaluation, aimed to highlight only the youth employment activities within the overall programme, there are still visible problems – such as those related to the inclusion of returnees and social assistance beneficiaries into active labour market programmes of YEF - with integration of interventions for which at the start of the project there are uneven analytical and information bases, as well as complex institutional preconditions needed for their implementation, such as inter-ministerial and multi-stakeholder cooperation.

The main object of our evaluation – activities aimed at support to youth employment - was already well researched at the start of the project, information basis was also already solid, and key stakeholders well prepared and equipped, with additional support from the project, to handle the tasks defined in the terms of reference related to the policy outreach and implementation of innovative programmes. As a consequence, activities aimed at the direct employment support to target groups went relatively smoothly. The leading role of MoERD and its Employment Department among the local stakeholders was a key to success of youth employment component. Also, catalyzing role of the dedicated project staff has also been widely acknowledged by the stakeholders and direct implementers.

On the other hand, while analyzing the implementation of youth employment programmes under YEF, we gathered some indirect evidence that goals aimed at the integration of returnees and integration of services with centres for social work were apparently somewhat less successful or were only achieved with more difficulties and later in the course of the project implementation because the information basis at the start was not solid enough. For example, the goal to prioritize the inclusion of returnees in the active labour market programmes targeting disadvantaged youth could not be realized because there were practically no returnees registered at the local branch offices.

The provision of integrated services to potential participants of YEF-sponsored ALMPs faced other types of difficulties, related at the implementation level to the lack of coordination of

key stakeholders. However, at a deeper level the problems were quite possibly related to the general lack of incentives for the beneficiaries of social assistance to get employment because of high marginal effective tax rates they face under the current tax-benefit system in transiting from social assistance to wage income. That's why only programmes which provided for the retaining of social assistance, such as work-training programme, were feasible for social assistance beneficiaries. Still, in the regions in which work-training programme for social assistance beneficiaries was still implemented great efforts and atypical forms of engagement of the project staff and stakeholders were required.

Despite these difficulties, which might account for the initial delay in some activities at the start of the project, it could be assessed that the JP achieved full success in the realization of practically all the outcomes related to employment promotion – policy development, strengthening capacity of national institutions and employment programs targeting disadvantaged youth. A great majority of SMART outputs have been successfully completed. For some of them where the evidence of success is mixed it could be ascribed to over-ambitiously set targets or to external constraints rather than to the weaknesses in implementation.

The success of active labour market intervention within the YEF programme is somewhat uneven across five districts involved because, among other things, their labour markets are different. Having a possibility to tailor and shape the programmes to better suit the local needs – both within the YEF and in general context – could lead to better efficiency and effectiveness of labour market programmes conducted within the National Employment Service.

The JP results in the areas of technical assistance and capacity building are likely to be durable, although follow up support is advisable. Achievements related to the improvement of relative market position of disadvantaged youth, however, might fade over time if the targeted programmes, especially the most successful one, work-training programme, are not integrated into standard operations of the implementing agencies, most notably National Employment Service. Given the fiscal constraints which already adversely affected the 2012 budget for ALMPs, a continuation of YEF operating under a similar cost-sharing scheme is strongly advisable.

In the context of declining funds for ALMPs, including those aimed at youth, components of JP dealing with end beneficiaries and making difference in overall outcomes for disadvantaged youth are needed now at least as much as in the previous two years. Therefore, efforts should be made to continue the existence of YEF based on the participation of Government and representatives of the donor community.

Summary conclusions following the suggested analytical framework.

Based on the previous analysis, and assessing the overall performance of the JP following the analytical framework for this assignment, following summary conclusions emerge.

The JP activities in the area of youth employment support addressed highly relevant socio-economic problem of youth unemployment. The needs identified were continuously checked for relevance and activities to address them adjusted accordingly (for example, replacement of private public partnership with social enterprises support activity). The stakeholders, especially MoERD and NES, have taken ownership of the JP approach since the design phase. The JP

is not only suitably aligned with relevant Serbia's and sectoral strategies, but was also able to inform a couple of key documents, such as National Employment Strategy and national employment action plans, with statistics, own surveys, and relevant analyses.

The baseline condition in the area of youth employment at the beginning of the JP was established based on a consultative process with relevant stakeholders and also on the basis of a significant body of knowledge accumulated through related earlier and parallel projects, including the ILO's Youth Employment Project. The planned outputs and outcomes were largely relevant and realistic to the situation on the ground, with a notable exception of the coverage of young returnees, since apparently their inflow in the regions directly covered by the intervention was overestimated. Apart from this example, adaptation of some outputs in quantitative terms was needed, without substantially affecting their achievement. The intervention logic was largely coherent and realistic, and adjustments made were related to concretization and adaptation to stakeholders' rules and needs, rather than substantial revisions. The indicators described in the JP for progress assessment were useful and fully appropriate. The targeted indicator values were realistic and they were tracked by the JP as a part of well designed monitoring process.

The JP component under appraisal, related to youth employment, contributed decisively to the achievement of objectives of the JP. The quantity and quality of the outputs produced under the employment component was fully satisfactory. The SMART outputs were achieved to a large degree. The JP partners are using the outputs and many outputs are being transformed into outcomes. The outputs and outcomes of the employment component have contributed to the youth employment promotion at least at the two different levels – first, through direct assistance to disadvantaged youth in the targeted regions, - and second, at the policy level, through the improvement in knowledge base, policy coordination and policy experience of the stakeholders developed within the JP. Gender equality was also promoted at these two levels, with overall balanced female participation in ALMPs for disadvantaged youth. Partner institutions have greatly benefited from JP in several aspects, from trainings and analyses, to the development and incorporation of new programmes and procedures.

The stakeholders were involved in JP ownership and implementation at all levels, from the management level to the direct implementation of programmes. The JP was appropriately responsive to the demands and needs of the national partners as well as to economic and institutional changes in the project environment. The JP approach produced demonstrated successes as elaborated above.

The resources were allocated strategically and adequately by participating agencies to achieve outcomes. The resources were used efficiently and the results generally justify the costs. The JP funds and activities were mostly delivered in a timely manner by participating agencies.

The management capacities deployed by the JP employment component were fully adequate. The JP received adequate technical and administrative support from its national partners. The implementing partners provided for effective project implementation. The national partners have had a good grasp of the project strategy. The communication between the project team and the national implementing partners was widely praised by the latter as excellent. The monitoring system deployed was effective. The means of verification for tracking progress, performance and achievement of indicators were appropriate. The relevant information and data were systematically collected and systematized. The data were disaggregated by sex

and by other relevant characteristics. The information was regularly analyzed to feed into management decisions.

The JP will highly likely make a significant contribution to broader and longer term development impact. The realistic long-term effects of the JP on the achievement of the MDG targets (poverty and youth unemployment reduction) are moderate. The JP was effective in building the capacity of national partners to continue with the JP activities. The JP helped build and strengthen an enabling environment. The JP results and benefits are likely to be durable, but for increasing impact there is a need to continue with its activities. In longer term, the JP approach and results can be replicated and scaled up by national partners.

5. RECOMMENDATIONS

- Although there is a general orientation within MoERD and NES for the sustainability of YEF no specific actions in such a direction have been undertaken. Therefore, the activities on finding models of YEF sustainability and its future institutionalization should be intensified in the coming period. **It would be important to preserve YEF as a valuable facility for the implementation of active labour market programmes involving joint national and international intervention, including potential forthcoming European funding related to Serbian candidacy status.** These activities should include at least the following: discussing a model of future funding of YEF (Budget of the Republic of Serbia, fundraising from foreign donors, private sources etc.) and its institutionalization (within NES - a sub account, a separate department, or as a separate institution tied to NES – a fund, NGO etc). There seems to be a commitment expressed by the Government to keep YEF as a sub-account within NES, however this model of sustainability should be thoroughly analyzed to see its potentials for further growth and its drawbacks. While at the moment this model might seem quite adequate due to already well established mechanism of delivering and monitoring of measures implemented as well as evaluation of their effectiveness, the potentials for its growth in future may be limited.
- **Analyze further thoroughly experience in the implementation of active labour market programmes conducted within the project as well as performance of these programmes using various evaluation methods.** At this point in time, the first assessment of the impact of the programmes implemented is encouraging, but the results are still very tentative. After a certain period (not before end of 2012), a net impact assessment of at least on the job training programme should be conducted in order to establish true net effects of the programme and its net cost effectiveness. Besides, macro effects at the level of regions in terms of disadvantaged youth labour market indicators should be assessed again after a certain period of time against the control group of regions in which there were no specific YEF intervention.
- Based on uneven success of overall YEF intervention in the five districts covered, a **case for region specific active labour market programming emerges.** The creation of NEAP targets and especially of NES operational annual programme should be thus made more decentralized, with financial frameworks rather than rigid quantitative quotas set for branch offices. Additionally, local staff of the National Employment Service should be encouraged to follow guidelines and centrally established procedures in a creative, less mechanical manner, in order to better respond to the concrete needs of their beneficiaries.

- **There is a need for closer cooperation of various national stakeholders in creation and implementation of the youth policy.** Lack of satisfactory cooperation between the MoERD and NES, Ministry of Education and Centers for Social Work hampers not only the implementation of JP components, but more importantly creates obstacles to better integration of general labour market, education and social policies, which are key in achieving higher levels of social inclusion. On the other hand, examples of advances in cooperation during the implementation of the JP resulted in better direct performance of the YEF and in wider youth policy improvements.

6. LESSONS LEARNED

A number of observations, insights, and innovative practices could be extracted from the monitoring cycle that are of general interest and might contribute to wider organizational learning. Additionally, some good practices implemented during the JP are highlighted.

- This project has confirmed strong positive links and interactions between support to planning, statistical database development and the ease of direct intervention. In the area of employment, in which planning was advanced and information base solid, such as employment, the relevant programmes have been implemented rather smoothly and successfully.
- Involvement of numerous national partners leads to higher commitment and improves efficiency and success of project activities. To improve inter-ministerial cooperation JP organized inter-ministerial meetings and invited representatives of various ministries to join Project Management Committee (PMC) meetings. This has led to better information sharing and to initiation of their cooperation regarding numerous issues directly or indirectly related to JP. Involvement of Serbian NGOs additionally facilitated cooperation between ministries but also contributed to initiating discussion on a number of related issues.
- Innovative programme designs and procedural practices implemented have, after a certain period of adjustment, eventually broadened the perspective of stakeholders and contributed to their professional development and satisfaction. Entrusting the NES branch directors and counsellors with more autonomy in most cases paid off.
- The YEF has generally successfully filled the pre-existing gaps in terms of targeting, most notably lack of intervention aimed at youth without education and with other factors of vulnerability using a wider menu of programmes, not all of which needed to be successful. Piloting the programmes which might never take off while integrating those that prove to work well into standard programmes, should become the routine activity of the NES as a part of a continuous attempt to adjust to the changing general and local labour market context.
- Support to the creation of local action plans have broadened the stakeholder base to local communities and most likely significantly contributed to the expansion of locally initiated active labour market programmes in 2011. That support will probably play a significant role in 2012 as well, cushioning negative effects of the reduction in central funds allocated for the ALMP.

- Although broad interventions are important for the policy development, concrete actions need to have firmer links with the target groups. While the policy segment of social enterprises activity brought about excellent insights into institutional framework, the concrete intervention (provision of business services to social enterprises) could have, despite all justifiable limitations such as lack of funding, tried to put in focus disadvantaged youth employed in social enterprises under intervention.

7. ANNEXES

Annex 1. SUGGESTED ANALYTICAL FRAMEWORK FOR THE MONITORING EXERCISE

1. Relevance and strategic fit

- Did the JP activities address a relevant need? Were the needs identified continuously checked for relevance? Have new, more relevant needs emerged and did the JP address them?
- Have the stakeholders taken ownership of the JP approach since the design phase?
- How is the JP aligned to Serbia's cross-cutting and sectoral strategies?
- How did the JP support relevant strategies and policies of the UN and the MDG-F?

2. Validity of design

- What was the baseline condition at the beginning of the JP? How was it established?
- Were the planned outputs and outcomes relevant and realistic to the situation on the ground? Did they need to be adapted to specific needs or conditions?
- Was the intervention logic coherent and realistic? What was adjusted?
- How appropriate and useful were the indicators described in the JP document in assessing progress? Were the targeted indicator values realistic and were they tracked? Were the means of verification for the indicators appropriate?

3. Project progress and effectiveness

- Did the JP component under appraisal contributed to achieve the planned objectives?
- Was the quantity and quality of the outputs produced under the employment component satisfactory?
- Were the SMART outputs achieved? Were they achieved in the quantity and quality specified at JP design?
- Are JP partners using the outputs? Are the outputs being transformed by project partners into outcomes?
- How are the outputs and outcomes of the employment component contributing to:
 - Youth employment promotion?
 - Gender equality?
 - Strengthening of partner institutions?
 - Poverty reduction?
- How were stakeholders involved in JP implementation? How effective was the JP in establishing national ownership? Was project management and implementation participatory and did it contribute towards the achievement of the JP objectives? Was the

- JP appropriately responsive to the needs of the national partners and changing priorities?
- Was the JP appropriately responsive to economic and institutional changes in the project environment?
 - Did the JP approach produce demonstrated successes?
 - How have the linkages between JP components been designed? In which way do they strengthen and support each other in the achievement of objectives? Is the expertise of each partner Agency maximally taken advantage of in this respect? How can the links and coordination between component activities be enhanced?
 - In which employment areas is the JP having the greatest achievements? How is the JP building on and expanding these achievements?
 - In which employment areas is the JP having the least achievements? What are the constraining factors and why? How could they be overcome?
 - What, if any, alternative strategies would be more effective in achieving the JP objectives?

4. Efficiency of resource use

- Were resources (funds, human resources, time and expertise) allocated strategically by participating agencies to achieve outcomes?
- Were resources used efficiently? Were the activities implemented cost-effective? In general, did the results achieved justify the costs? Could the same results have been attained with fewer resources?
- Were JP funds and activities delivered in a timely manner by participating agencies?

5. Effectiveness of management arrangements

- Were the management capacities deployed by the JP component under scrutiny adequate?
- Did the JP receive adequate technical and administrative support from its national partners? Did implementing partners provide for effective project implementation?
- Have the national partners a good grasp of the project strategy? How are they contributing to the success of the JP?
- How effective is communication between the project team and the national implementing partners?
- Did the JP receive adequate administrative, technical and political support from the UN agencies' technical specialists?
- How effectively was the JP in monitoring performance and results?
 - How effective is the monitoring system deployed?
 - Are the means of verification for tracking progress, performance and achievement of indicators appropriate?
 - Was relevant information and data systematically collected and systematized? Was data disaggregated by sex and by other relevant characteristics?
 - Was information regularly analyzed to feed into management decisions?

6. Impact orientation and sustainability

- To what extent is the JP likely to make a significant contribution to broader and longer-term development impact?
- What are the realistic long-term effects of the JP on the achievement of the MDG targets (poverty and youth unemployment reduction)?

- How effectively was the JP in building the capacity of national partners to continue with the JP activities?
- Did the JP successfully build/strengthen an enabling environment (laws, policies, people's attitudes)?
- Are the JP results, achievements and benefits likely to be durable? Are results anchored in national institutions?
- Can the JP approach and results be replicated or scaled up by national partners? Is this likely to happen? What would support their replication and scaling up?
- Were there any unintended or unexpected positive or negative effects as a consequence of the JP interventions? If so, how was the JP strategy adjusted?

**Knowledge Management Facility on
Youth Employment and Migration**

**c/o Youth Employment Programme
4, route des Morillons
CH12-11 Geneva 22, Switzerland
Email: youth@ilo.org**

Visit our website: www.ilo.org/yep

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