

Framework Contract Lot N° 9 Culture, Education, Employment and Social

Technical Assistance for Evaluation of Sector of Human Resources Development (HRD) Implemented and Financed by IPA Programme, EU Programmes and other Donors in the Republic of Serbia

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Final Evaluation Report

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Camelia Gheorghe, Team Leader
Sonja Gosevska Ivanovic
Zehra Kacapor-Dzihic



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ABBREVIATIONS AND ACRONYMS

Acronym	Description
AIDS	Acquired Immunodeficiency Syndrome
CARDS	Community Assistance for Reconstruction, Development and Stabilisation
CAT	Change Agents/Trainers
CBC	Cross Border Cooperation
CBSS	Community-Based Social Services
CGC	Career Guidance and Counselling
CHF	Swiss Franc
CRIS	Current Research Information System (EU)
CSO	Civil Society Organisation
CSW	Centre for Social Welfare
CVET	Council for Vocational Education and Training and Adult Education
DAC	Development Assistance Committee
DFID	Department for International Development (UK Government)
DILS	Delivery of Improved Local Services
EC	European Commission
EHEA	European Higher Education Area
EIB	European Investment Bank
EIDHR	European Initiative for Democracy and Human Rights
EQ	Evaluation Question
ETF	European Training Foundation
EU	European Union
EUD	Delegation of the European Union
EUR	Euro
FEEA	Functional Elementary Education for Adults
FP7	Seventh Framework Programme for Research (EU)
GDP	Gross Domestic Product
GIZ	Gesellschaft für Internationale Zusammenarbeit
HBS	Household Budget Survey
HIF	Health Insurance Fund
HIV	Human Immunodeficiency Virus
HRD	Human Resources Development
IDPs	Internally-Displaced Persons
IEQ&E	Institute for Education Quality and Evaluation
IIE	Institute for Improvement of Education
ILO	International Labour Organisation
IPA	Instrument for Pre-Accession Assistance
ISDACON	Information System for Coordination of Development Assistance to the Republic of Serbia
LFS	Labour Force Survey
LLP	Lifelong Learning Programme
LSG	Local Self-Government
MDG	Millennium Development Goals
MDG-F	MDG Achievement Fund
M&E	Monitoring and Evaluation
MICS	Multiple Indicator Cluster Surveys
MIPD	Multi-annual Indicative Planning Document

Acronym	Description
MoESTD	Ministry of Education, Science and Technological Development
MoH	Ministry of Health
MoLESP	Ministry of Labour, Employment and Social Policy
MoYS	Ministry of Youth and Sport
NAD	Needs Assessment Document
NCHE	National Council for Higher Education
NEC	National Education Council
NES	National Employment Service
NGO	Non-Governmental Organisation
NPI	National Programme for Integration of the Republic of Serbia into the European Union
NQF	National Qualifications Framework
ODA	Official Development Assistance
OSH	Occupational Safety and Health
OECD	Organization for Economic Cooperation and Development
OSCE	Organisation for Security and Cooperation in Europe
PA	Pedagogical Assistant
PISA	Programme for International Student Assessment
PPP	Preparatory Pre-school Programme
PROGRESS	Community Programme for Employment and Social Solidarity (EU)
PwD	People with Disabilities
ROM	Results Oriented Monitoring
RSD	Republic of Serbia Dinar
RTC	Regional Training Centre
SCGC	System for Career Guidance And Counselling
SECO	Sector Group of CSOs
SEIO	Serbian European Integration Office
SIDA	Swedish International Development Agency
SILC	Statistics on Income and Living Conditions (EU)
SIPRU	Social Inclusion and Poverty Reduction Unit
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SMEs	Small and Medium-Sized Enterprises
SSI	Sector Specific Issue
SWAp	Sector-Wide Approach
SWC	Social Welfare Centre
SWIFT	Sustainable Waste Management Initiative for a Healthier Tomorrow
TA	Technical Assistance
ToR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Fund
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VET	Vocational Education and Training
WHO	World Health Organization
YEM	Youth Employment and Migration

Purpose of the Evaluation

The EU Delegation has commissioned an evaluation of the Official Development Assistance (ODA) provided to the **Human Resources Development (HRD) Sector in Serbia during the period 2007-2011**, consisting of projects implemented and financed by IPA Programme, EU Programmes, bilateral donors in Serbia and concessional loans with grant element of at least 25% (OECD/DAC definition of ODA). The HRD Sector encompasses the following areas: employment, labour, education, social inclusion, health and youth policies.

The global objective of the evaluation was to *maximise impact of financial assistance in the Sector of Human Resources Development in Serbia from the EU and other donors*. The specific objectives of the evaluation were to map and assess the relevance, effectiveness, efficiency, impact and sustainability of projects in the HRD sector and provide recommendations for the next financial perspective 2014-2020. The evaluation has been carried out during February-May 2013 by a team of experts from A.R.S. Progetti S.P.A.

Methodology and Approach

The methodology for data collection and analysis included a detailed Evaluation Matrix and a Sample of projects drawn up by the evaluation team for in-depth review. Desk review of relevant documentation and information sources, e-mail survey among donors to map their assistance to the sector, semi-structured interviews with key stakeholders, focus groups with end beneficiaries, discussion groups with professionals and local authorities as well as site visits to projects with learning potential have been used as part of the evaluation methodology. The Evaluation Sample was composed of **35 projects**, amounting to **€ 76.3 million** (12.8% of the total mapped assistance¹). It was drawn up based on certain sampling criteria, such as representation of all six HRD sub-sectors (education, employment, labour, health, social inclusion, youth policies), cross-sector dimension (projects whose objectives and target actions integrate challenges of at least two HRD sub-sectors), donor representation (both EU and other donors), etc.

The Evaluation Report is composed of seven chapters. After an Introduction about the scope and methodology of the evaluation (Chapter 1) and a description of the Background and Context (Chapter 2), the Report continues with a presentation of ODA assistance to the HRD sector during 2007-2011 (Chapter 3). The next chapter is devoted to the analysis of data and information, responding to various evaluation questions and sector specific issues, based on the Evaluation Matrix (Chapter 4). Conclusions and lessons learnt are also part of this chapter. The following chapters of the Report present a detailed list of recommendations for the next programming period 2014-2020 (Chapter 5) and proposals of policy measures (Chapter 6). The Report ends up with a chapter including an elaborated list of indicators suggested to be used for measuring the progress achieved in relation to each policy objective and measure (Chapter 7).

Mapping of ODA assistance to the HRD Sector

HRD was the third largest beneficiary sector of grant aid in 2007-2011 and the 5th largest recipient of ODA. The mapping performed by the evaluation team indicates a number of **183 projects with an allocated budget of € 251.3 million provided by EU IPA and other donors in the form of grants**.

¹ Less EU programmes where Serbia's share in the budget of partnership projects is not distinct

In addition, **Serbia participated in 380 projects financed by EU Programmes², as promoter or partner, with a budget of around € 91.98 million**, both for Serbian and foreign partners.

The main donor has been the EU, with a number of 404 projects (out of 563 mapped projects), of which 24 projects financed by IPA and 380 projects by EU Programmes, for a total budget of € 91.73 million (for Serbia), respectively € 91.98 million (for Serbian and foreign partners). The other most notable donors have been Norway, Austria, Italy, Spain, Sweden, Switzerland, UN agencies, Germany, UK and USA, which financed 159 projects (according to the mapping of the evaluation team) for a total budget of € 159.6 million. The breakdown of **mapped IPA and other donors' grant funding indicates that most of the funds went to the health and education sub-sectors**.

Apart from grants, **an amount of € 343.5 million took the form of loans from the European Investment Bank, the Council of Europe Development Bank and the World Bank**.

Conclusions and Lessons Learnt

The assessment of the relevance, effectiveness, efficiency, impact and sustainability of ODA has led to the following conclusions:

Relevance. The relevance level of ODA for the HRD sector during the period 2007-2011 was particularly high. ODA supported projects and programmes in line with national sector strategies and actions plans, as well as with Serbia's aspirations for EU membership. The accession agenda has been the driving force in the programming of assistance provided by both EU and other donors. The increasing involvement of target groups and civil society organisations in the programming of ODA has imprinted the grass-roots dimension to international support.

Effectiveness. Since 2007, ODA has delivered useful results in the HRD sector, which supported the reform goals across the sector through informed strategies, improved legislation, enhanced institutional capacity, modernisation of practices in services delivery and improved medical and educational infrastructure. The extent to which these results have boosted the continuation of reforms varies however from one HRD sub-sector to the other and within sub-sectors. In general, the effectiveness level seems to have been higher in employment, education, youth and social inclusion areas and less in labour and health.

Efficiency. With few exceptions, projects have been delivered in a timely and efficient manner. There has been a good sequencing of ODA in supporting reforms and structural changes, with funds spent in a generally cost-effective manner, allowing cross-fertilisation and attracting additional funding for the continuation of reforms. Many projects were built upon lessons learned and tested models, or implemented jointly by several donors for common objectives. Implementation modalities were usually selected depending on the purpose of intervention and capacity of beneficiary. Clearer baseline indicators, targets and benchmarks and unitary financial reporting would have allowed a more accurate assessment of cost-effectiveness. Efficiency was affected by fragmentation of ODA in too small projects and sometimes too rigid implementation frameworks.

Impact. The period under evaluation has been marked by a global economic crisis which hit hard the country and especially the vulnerable groups. ODA has contributed to the development of a legal and institutional environment enabling a better protection of living standards and promotion of citizen's economic and social rights; it accelerated the pace of change and gave direction to reforms. Increased professionalism of staff and service providers served as basis for

² Tempus, Erasmus Mundus, FP 7, Youth in Action, PROGRESS

a better implementation of the reforms. The impact of assistance has been however uneven, as it depended on the various levels of commitment and interest of the government to take on the positive effects of assistance and transform them into long lasting impacts.

Sustainability. The level of sustainability is good in employment, labour, youth and social inclusion sub-sectors, and variable within the health and education sub-sectors. ODA has invested important resources in developing the national capacities to lead the reforms, implement new laws and strategies and use new practices, methodologies and tools. This resulted in positive impacts in the HRD sector. The sector also benefitted of sequential and broadly complementary assistance from donors, which pooled together resources and expertise for pushing forward the social welfare reforms. ODA has been also complementary with national and local resources. Sustainability has been hampered by staff turnover, frequent institutional changes, political instability and in some instances by insufficient commitment of beneficiary institution to take over and develop further the achieved ODA results and impacts.

Five **key lessons** have been learnt from the analysis of the ODA to the HRD sector, as follows:

- 1) **Investment in HRD, compared to other sectors, should be long-term.** A long-term investment in HRD, based on participative planning and sequential projects that build upon previous results, tested practices and models may bring substantial positive results and impacts. It is also critical for achievement of sustainability and visibility of a donor (or a group of donors). Good examples in this respect are the on-going EU support to NES, ILO work in the country and long-term investment in the implementation of social welfare reforms. On the contrary, poor planning, reliance on too many assumptions and over-ambitious projects do not guarantee positive results even if investment is long term and projects are sequenced.
- 2) **Commitment of beneficiary institutions for reforms, ownership of results and leadership is key to success of any ODA support.** These 'success ingredients' need to be nurtured from the very first moment of ODA planning and monitored against specific milestones during projects implementation. In case of deviation, donors need to make use of their political influence to make sure that support is used as planned, according to set strategic objectives and best accountability practices.
- 3) **Cost-effectiveness and impact cannot be assessed with sufficient level of accuracy in case evaluability of projects is not established from their design phase and if reporting against set indicators is not done properly.** Too often large ODA investments, such as the one in Roma inclusion, cannot be given due credit for its positive results because of lack of proper evaluation frameworks based on adequate indicators i.e. relevant, feasible, with baselines, targets and benchmarks, easy to collect and report.
- 4) **Sustainable impact is enabled when assistance is integrating various angles of reform and addresses the needs of the most vulnerable in a comprehensive manner.** In the first case, the synergy for instance between the support provided for better targeting of social cash benefits in parallel with promotion of active search for a job and delivery of social services at local level has been an excellent ODA approach to sector issues. In the second case, complementary social and medical support, for example, provided to children from disadvantaged backgrounds enrolled in preschool education as well as engagement of parents in the overall effort of enhancing the education level of their kids have led to increased opportunities for a better living of these children. Inconsistent cooperation between the various stakeholders lead to overlaps and inefficient use of resources.
- 5) **Investment in measures to enhance employability and improve living standards through income generating activities needs to be carefully designed in order to achieve**

its goals, especially in terms of comparative advantages on the market and exit strategy after the end of donors' support. 'Sustainable Waste Management Initiative for a Healthier Tomorrow' (SWIFT) project provides important lessons in this respect.

The **strengths** of ODA delivered to the HRD sector during 2007-2011 have been the following:

- **Relevance** – ODA addressed the most ardent needs of the country as a whole, in its aspirations towards EU membership, and of its very vulnerable groups of population;
- **Expertise** – there is evidence of positive impact brought about by ODA through the deployment of top technical expertise and dissemination of good practices as benchmarks for Serbian reforms in various areas of the HRD sector;
- **Mobilisation** – the projects supported by ODA have coagulated networks and communities of interests towards common development goals (professionals, donors, government officials, municipalities, CSOs) and pooled together best national intelligentsia in the planning, programming and implementation of support;
- **Shaker and mover** – ODA has been one of the strongest drivers of reforms and ally of disadvantaged groups, enabling development of frameworks conducive to structural adjustments and realisation of human rights in times of harsh financial crisis;
- **Synergy** – ODA has strived to promote planning and funding practices to foster best financing options for the country, based on cooperation with national counterparts and donors and guided by the principles of complementarity and subsidiarity.

The **weaknesses** of ODA delivered to the HRD sector during 2007-2011 have been the following:

- **Fragmentation of support** – fragmentation of ODA in too small projects is inefficient from the viewpoint of transaction costs and ultimate impact;
- **Unfeasible planning** – there is evidence of overly ambitious projects without carefully designed concept and approach to implementation, clear safeguards, milestones and risk management strategy to mitigate unexpected circumstances;
- **Inadequate M&E frameworks** – outcome and impact indicators are not good enough; they are often not SMART, difficult to be collected, without clear ownership and accountability for their attainment;
- **Poor room for flexibility** – there is frequently insufficient flexibility embedded in the design of projects, which impedes adaptation to emerging needs and unforeseen developments; logframes are usually not adjusted and reporting is done against out-dated indicators and assumptions; projects often stick to a 3-year duration, still with overly ambitious reform goals which would require a much longer-term investment;
- **Low institutional memory** – an ex-post evaluation after 2-3 years since the end of a project is difficult to be carried out, since frequently there is staff turnover within the donor organisations and no proper institutional memory and accountability for past investment.

Recommendations

The Report provides a number of key recommendations for the Serbian Government and donors, based on the findings and conclusions of the evaluation, as follows:

Strategic Recommendations (S):

S1 - Ensure a more coherent strategic and policy direction in the HRD sector in line with the needs of the population and Serbia's EU and international commitments

S2 - Support the development of more evidence-based national policies in the HRD sector to inform efficient planning of resources and adjustment of policies to emerging needs

S3 - Ensure Government (relevant beneficiary Ministry) commitment and ownership for effective implementation and sustainability of ODA results

S4 - Give priority to supporting policies and measures which have a clearly defined cross-sector objective and estimated effect, addressing the various areas of the HRD sector on the basis of an sector-wide, integrated approach

S5 - Develop a culture of lifelong learning at various governance and operational levels to ensure that managers and staff keep pace with reforms and are empowered to address the needs of beneficiaries at high professional standards

Thematic Recommendations (T):

T1 - Ensure that support to active inclusion of vulnerable groups continues in the next programming period as the best means to promote sustainable solutions to poverty alleviation and social inclusion

T2 - Ensure that support to employment within the HRD sector has strong linkages with other themes within the sector (education, labour, social inclusion) and to other relevant sectors (competitiveness, agriculture, etc.)

T3 - Invest in the continuation of reforms in VET to improve its efficiency, quality and relevance for the labour market

T4 - Further develop adult education and its potential for increasing competitiveness, employability and social inclusion

T5 - Develop an enabling environment for efficient social dialogue and partnership in education. Reinforce the role of social partners

T6 - Support the strengthening of oversight and support bodies in the area of labour

T7 - Provide further support for the development of social dialogue in Serbia

T8 - Give top priority to families when supporting children's welfare

T9 - Further invest in the development and diversification of country-wide community-based social services to contribute to the social inclusion of the most vulnerable groups

T10 - Further develop the quality and availability of inclusive education, with particular focus on pre-school education

T11 - Assist the Government in the development and implementation of further health care system reform

T12 - Incentivize Youth Entrepreneurship

T13 - Increase access of youth to relevant information according to their needs and interests

T14 - Improve the position of young people in society and promote their role as active citizens

Programming, delivery and co-ordination of the assistance Recommendations (P):

P1 - Ensure a more inclusive membership of the HRD Sector Working Group and better consultation processes for aid programming, to take benefit of all available expertise and to improve the ownership of proposed measures

P2 - Continue good practice of sequencing project-based assistance to the HRD sector within a long-term perspective

P3 – Continue to adapt ODA delivery modalities to the capacity of beneficiary institution and particularities of need

P4 - Design more realistic Results Frameworks for assistance, supported by a Risk Mitigation Strategy and a Sustainability Plan

P5 - Increase awareness raising concerning the EU programmes which are opened to Serbia's participation and support the monitoring function of national contact points

Proposal of Measurable Policy Objectives for the next multi-annual financial framework

The priorities included in the “Needs of the Republic of Serbia for International Assistance in the Period 2011-2013” (NAD) should continue to be addressed in the next financial perspective. The evaluation team has reformulated some of the priorities (policy objectives) and measures in NAD and also suggested new measures to reflect better the needs of the HRD sector and actions required to be undertaken, in line with the findings of this evaluation. Each policy objective and measure has been assigned a number of indicators, in an attempt to contribute to the discussion and development of the new NAD 2014-2017, with projections until 2020.

1. INTRODUCTION

1.1 Purpose of the Evaluation

According to the Terms of Reference (page 8, Annex 1), the purpose of the **”Technical Assistance for Evaluation of Sector of Human Resources Development (HRD) implemented and financed by IPA Programme, EU Programmes and other Donors in the Republic of Serbia”** is ”to assist the Government of Serbia to perform an assessment/evaluation of the ODA (Official Development Assistance) as defined by the OECD/ DAC within the Sector of Human Resources Development (HRD) for period 2007-2011, meaning projects implemented and financed by IPA Programme, EU Programmes, bilateral donors in Serbia and concessional loans with grant element of at least 25%”.

The HRD Sector encompasses the following areas: employment, labour, education, social inclusion, health and youth policies.

The global and specific objectives of the evaluation are defined by the ToR as follows:

Global Objective	<i>To maximise impact of financial assistance in the Sector of Human Resources Development in Serbia from the EU and other donors</i>
Specific Objective 1	Map and assess the impact, effectiveness, efficiency, relevance and sustainability of projects in the sector Human Resources Development
Specific Objective 2	Map and assess the impact, effectiveness, efficiency, relevance and sustainability of the participation of Serbia in relevant to the specific sector European Union programmes, as Seventh Framework Programme, Progress programme, Safer Internet, Life Long Learning and other education programmes (i.e. Tempus, Erasmus Mundus, Jean Monnet) as well as support to VET from ETF
Specific Objective 3	Provide lessons learned and recommendations for decision-making on improvements of future financial assistance where relevant
Specific Objective 4	Propose measurable policy objectives not included in the NAD and related measurable indicators for further assistance, in particular provide recommendations for programming in this sector for the next financial perspective 2014-2020

The HRD Sector evaluation covers one of the eight sectors³ retained by the Government of Serbia for its sector-wide approach development strategy, in particular “Needs of the Republic of Serbia for International Assistance in the Period 2011-2013” (NAD).

³ Rule of Law, Public Administration Reform, Civil Society, Media and Culture, Competitiveness, Human Resources Development, Agriculture and Rural Development, Transport, and Environment and Energy.

The Contracting Authority of this evaluation is the Delegation of the European Union (EUD). The evaluation has been carried out by a team composed of Camelia Gheorghe (Team Leader / Social Inclusion expert), Sonja Gosevska Ivanovic (Education and Youth expert) and Zehra Kacapor-Dzihic (Employment, Labour and Health expert) from A.R.S. Progetti S.P.A.

1.2 Methodology and Approach

Evaluation Phases

The evaluation has been carried out in three consecutive phases: Inception (desk) Phase, Field Phase and Synthesis Phase, with a flexible borderline and overlapping among them in order to secure maximum effectiveness and avoid useless constraints of too rigid workplan time schedules.

a) Inception (desk) Phase. The Evaluation started with an inception mission of the Team Leader to Belgrade (11-15 February 2013) during which a kick-off meeting with the EUD and the Serbian European Integration Office (SEIO) took place as well as meetings with some key ministries and donors to introduce the evaluation. After the inception mission to Belgrade, the work has been focused on developing an appropriate and comprehensive *Evaluation Matrix* (Annex 2) and on *Preliminary Mapping* of the EU and other donors' assistance to the sector 2007-2011 in order to have an overview of the 'population of projects' and a basis for *Sampling* the projects for in-depth assessment. In this respect, a consultation process with donors has been launched, as part of the desk research. Another task was to review all relevant available information (Annex 3), including:

- Serbia's national policy papers, legislation, strategies, action plans;
- EU regulations, strategies, policy papers, planning and programming documents;
- IPA financing proposals, project identification fiches, progress, monitoring and evaluation reports, ToR, contracts and other relevant documents;
- EU Programmes, calls for proposals, project descriptions, final reports;
- other donors' documentation concerning their assistance to the HRD Sector in Serbia;
- available databases (such as Information System for Coordination of Development Assistance to the Republic of Serbia - ISDACON).

The Inception Report has been submitted to the EUD on 25 February 2013. The Preliminary Mapping of the ODA and the Evaluation Sample have been sent on 4 March 2013 as a separate document.

b) Field Phase. The Field Phase started on 18 March 2013 and lasted for one month. It was used to collect information from the field through semi-structured interviews, discussion groups, focus groups, site visits and direct observation, based on the Evaluation Matrix and the Sample.

Face-to-face and remote interviews were held with officials from key ministries and other governmental bodies, municipalities, civil society organisations, donors, service providers, practitioners, national and international consultants working in projects relevant to the HRD sector evaluation.

A group discussion in Zvezdara municipality (City of Belgrade) was organised, attended by Roma pedagogical assistants, school principals, school psychologists, representatives of the municipality and of the Ministry of Education, Science and Technological Development. Two focus groups were held in Belgrade with beneficiaries of active employment measures (Belgrade), respectively in Ruma with social services providers for children with disabilities from Ruma, Pecinci, Irig, Zitiste, Stara Pazova and Kikinda municipalities. A number of four site visits were organised to Smederevo

(kindergarten for Roma and other marginalised children, Regional Centre for Professional Development of Teachers), Ruma (day care centre for children with disabilities), Novi Sad (Electrotechnical School 'Mihajlo Pupin') and Zrenjanin (Regional Training Centre, Chemical-Food Processing and Textile School 'Uros Predic'), which enabled the evaluation team to meet end beneficiaries, contractors, local project implementation teams.

The evaluation team also liaised with the team in charge of the "Evaluation of Effectiveness and Efficiency of Development Assistance to the Republic of Serbia per Sector", as well as other relevant evaluations, as instructed during the kick-off meeting. The Field Phase ended with a debriefing meeting at the EUD on 11 April 2013. The list of people consulted is appended as Annex 4.

c) *Synthesis Phase.* Information and facts collected during the first two phases have been analysed and integrated in a draft Evaluation Report in the format suggested by the EUD. The mapping of the ODA has been updated as well. The Draft Evaluation Report has been circulated for comments to all key stakeholders and has been presented during an event which took place on 22 May 2013 in Belgrade. This Final Evaluation Report incorporates the feedback received from various stakeholders during and after the presentation event.

Evaluation Matrix

The TOR of the HRD sector evaluation included:

- 4 Specific Evaluation Objectives;
- 17 Evaluation Questions (EQ) linked to the 5 evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability);
- 6 Evaluation Questions linked to Lessons Learnt;
- 2 Evaluation Questions linked to Recommendations;
- 13 Sector Specific Issues (SSI) to bear in mind throughout the evaluation work; and
- 6 Cross-cutting issues to be assessed in terms of their mainstreaming in project documents

Based on this, a comprehensive Evaluation Matrix has been developed (Annex 2). All EQs and SSIs have been assigned to one or several of the 4 specific Evaluation Objectives, as applicable. For each EQ, one or several judgement criteria have been included as well as related quantitative and qualitative indicators, as the case. Sources of information and methods of data collection have been also introduced in the Matrix.

Evaluation Sample

The evaluation team mapped a number of 563 projects in the HRD sector financed by various donors between 2007 and 2011, of which 441 projects are presented in Annex 6. The selection of the sample, i.e. the projects for in-depth review, has been done in two steps:

Step 1 - Identification of the so-called "population of projects" by eliminating the smaller projects below 200,000 Euro from all mapped projects. As a result, the "population of projects" has been fixed at 187 projects.

Step 2 - Selection of the sample (from the "population of projects") based on several sampling criteria:

- 1) Representation of all six HRD sub-sectors (education, employment, labour, health, social inclusion, youth policies)
- 2) Cross-sector dimension (projects whose objectives and target actions integrate challenges of at least two HRD sub-sectors)
- 3) EU support to the sector (both IPA and EU Programmes)

- 4) Donor representation (both EU and other donors)
- 5) Implementation status (both finished and on-going)
- 6) Sampled projects are not part of the sample of other recent or current evaluation (as far as information was available to the evaluation team)
- 7) Representation of various vulnerable groups in the sample of projects.

The sample was drawn up after the screening of all projects against the sampling criteria above. For each sub-sector, a reserve list of projects has been also drawn up, which proved to be very useful as some projects included initially in the sample had to be replaced during the Field Phase given the lack of sufficient information for appraisal. The final evaluation sample (Annex 5) was composed of **35 projects** (18.7% of the "population of projects"), amounting to approximately **€ 76.3 million** (12.8% of the total mapped assistance⁴) and had the features presented in Table 1 below.

Table 1. Sample of the HRD Sector Evaluation

	Total	Education	Employment	Labour	Health	Social inclusion	Youth Policies
Total sub-sector	35	10	6	3	5	9	2
Cross-sector	25	8	5	-	2	8	2
EU IPA	13	5	3	- ⁵	3	2	-
EU Programmes	3	2	-	-	-	1	-
EU	16	7	3	-	3	3	- ⁶
Other donors	19	3	3	3	2	6	2
Finished	18	4	4	3	1	5	1
On-going	17	6	2	-	4	4	1
Vulnerable groups	OK	NA	NA	NA	NA	Roma, PwD Children, Women from vulnerable groups, Youth	NA

Evaluation constraints

There have been some constraints which were faced by the evaluation team, as follows:

- absence of response from some donors and implementing organisations on several projects included in the initial sample, which points to the lack of institutional memory mainly for projects ended years ago; the team had to replace respective projects with other ones from the reserve list;
- difficulties in mapping projects financed by PROGRESS; Serbian promoters do not have the obligation to inform the national contact person in the Ministry of Labour, Employment and Social

⁴ Less EU programmes, as participation of Serbia is not always distinct in the budgets of the partnership projects

⁵ There are IPA-financed projects, but which have not passed the threshold of € 200,000.

⁶ Youth employment / entrepreneurship projects and youth education projects have been recorded under Employment, respectively Education sub-sectors. The remaining projects have not passed the threshold of € 200,000.

Policy and the information posted on the EU PROGRESS website identifies only the leading organisations (usually from EU Member States), and not the full membership of the respective partnership; the team had thus to devote important time resources for mapping;

- lack of information concerning the amount of funding exclusively for Serbian partners in EU Programmes and other donors' regional programmes; hence funding for these particular projects in the mapping refers to the total value of the projects.

2. BACKGROUND AND CONTEXT

2.1 Importance of the HRD Sector

Serbia is facing serious **economic difficulties** due to the global economic crisis. In 2012, Serbia had a negative economic growth (-1.5%), high inflation (11%), rising unemployment (up to 26%) and a double digit current account deficit. The inactivity rate in 2012 has reached 40.1% of the population aged 15-64⁷. Informal employment rate (share of persons employed in non-registered companies, employees in registered companies but without any labour contract and unpaid family workers) was 19.9% in 2011⁸. The pension and health fund deficits have increased over the last years and accumulated important debts. A proportion of **9.2% of Serbian population lives under the absolute poverty line** (2010). The vulnerable groups of population have been disproportionately hit by the current economic crisis⁹. Most of them are involved in informal economy, running a high risk of falling into poverty under current circumstances when the informal sector is also shrinking.

Apart from the current economic downturn, Serbia is facing other structural challenges, which include **a continuing mismatch between the needs of the economy and the current stock of skills and competences**. The education system is not sufficiently responsive to the needs of the economy and does not offer enough training opportunities for workers to improve their employability. The high percentage of inactive and unemployed people as well as discouraged jobseekers (graduates from secondary and higher education) reveals that the education system is more supply than demand-driven. It is widely believed that public education is too theoretical and does not provide the skills needed on the labour market. Inefficiencies in the education system are reflected in a rather low education level of the workforce. According to the 2011 Labour Force Survey (LFS), the educational attainment of the population aged 15+ is as follows: primary education or less (50.6%, including 5% with no education); secondary or post-secondary non-tertiary education (39.3%), and tertiary education (10.1%). In order to further its economic and social development, Serbia needs well-educated citizens. Europe 2020 target is to increase the share of the population aged 30-34 having completed higher education in the EU-27 from 31% to at least 40%. Currently, the percentage of Serbia's population aged 30-34 having completed higher education is only 21% although the enrolment rate increased from 48% in 2007 to 50.4% in 2011.

Reform of the Vocational Education and Training (VET) system, which attracts two thirds of all children enrolled in secondary education¹⁰ remains a challenge in the fight against unemployment. Reformed curricula have been piloted in selected vocational sectors and only two thirds of them have been embedded in the system. This leaves the country with a fragmented curriculum structure and unevenly developed schools. At the same time, VET suffers from insufficient involvement of social partners. The activation of the National Education Council and tripartite Council for VET and Adult Education as well as the establishment of Sectoral Councils in four economic areas are important steps forward towards enhancing social dialogue and strengthening the role of stakeholders in VET. Another challenge is the development of integrated and comprehensive National Qualifications Framework (NQF) as a key instrument for recognition and quality assurance of national education and training qualifications, for enabling mobility and progression of students throughout the national education system as well as for enabling European mobility and promotion of lifelong learning.

⁷ Statistical Office of the Republic of Serbia, 'Labour Force Survey, 2011', Belgrade 2012

⁸ International Labour Organization, 'Employment Injury Protection in Serbia: Issues and Options', Decent Work Technical Support Team for Central and Eastern Europe, 2012, page 7

⁹ Centre for Liberal Democratic Studies, 'Impact of the Crisis on the Labour Force Market and Living Standards in Serbia', Belgrade 2010

¹⁰ During the school year 2010-2011, 76.2% of secondary education students were enrolled in VET education (Source: Statistical Office of the Republic of Serbia, 'Statistical Yearbook of Serbia 2010', Belgrade 2010)

Adult education provision is still weak and requires reform of its content, methods and infrastructure. A positive start was the establishment of Regional Training Centres (RTCs) within VET schools where formal as well as non-formal education for adults is delivered. A concept of Functional Elementary Education for Adults (FEEA) has been piloted in 80 elementary and 75 secondary schools.

As far as **employment policy** is concerned, efforts are concentrated on bringing more people into formal employment and provide unemployed people with the skills and qualifications they need to succeed on the labour market. The national employment goal for 2020 is to raise the employment rate for the population aged 15-64 from the current 48% to 61%. A particular focus is put on the development of active employment measures for disadvantaged groups on the labour market, supported by an appropriate allocation of public funds. Only 20% of the registered unemployed benefited from active measures and only a third of them became employed in 2011. The annual budget for active employment measures represented only 0.17% of Gross Domestic Product (GDP) in 2011¹¹.

Serbia's rapid transition to a market economy has had its effects on a changing conditions for working environment, which is marked by steady trend of **high occupational accidents**, many of which are more serious or fatal in their nature. Companies, particularly those in metal industry, mining, construction and agriculture often fail to meet the standards and comply with legal obligations to conduct risk assessments. This trend also puts a challenge to the labour inspectorate to adjust its system to adequately follow and inspect the working conditions. The total number of recorded occupational accidents in 2007 was 1,302; the level remained rather constant over the year with 1,322 cases recorded in 2010 by the Inspectorate. The **Occupational Safety and Health (OSH)** Law was adopted in 2005 and the OSH Strategy was adopted in 2009. Problems have been however noted with the implementation and enforcement capacity of the legislation. The OSH is an important EU requirement for harmonization amongst Member States and Serbia, as candidate country, will need to continue putting efforts in improving its legislation and oversight over OSH.

In **youth area**, the adoption of the National Youth Strategy in 2008 and corresponding Action plan have been the first steps towards a systematic approach to the youth policy in the country. They were followed by the adoption of the Strategy for Career Guidance and Counselling as well as an Action plan. Youth offices in 132 municipalities have been established all over Serbia. Each of them developed a local youth action plan.

The population of Serbia is experiencing a **negative population growth** since 1990. The country's population is characterized by ageing, smaller families and depopulation of rural and remote areas of the country. Major causes of death are cardiovascular diseases and cancer, ill-defined conditions, respiratory disease and injuries. Amongst most problematic are the cervical, breast cancer and lung cancer, as well as smoking which leads to about 35% of all deaths¹². Serbian **health system** is undergoing continuous reforms over the last years, however burdened by non-transparent public procurement and public expenditure, underdeveloped systems for independent supervision and capacity for early detection of wrongdoing¹³. The health system is also affected by the overall deterioration of the Serbian economy, which has affected many businesses, resulting in increasing health fund deficits. The health insurance fund has accumulated debt which was estimated to stand at about € 790 million in February 2012.

¹¹ European Commission, 'Serbia 2012 Progress Report', Commission Staff Working Document, Brussels, 10.10.2012, SWD (2012) 333

¹² WHO Regional Office for Europe, 'Summary Overview of Environment and Health Performance Reviews for Estonia, Lithuania, Malta, Poland, Serbia and Slovakia', Copenhagen, 2009

¹³ *ibid*

There has been important progress registered since 2005 concerning the deinstitutionalisation of **children** without parental care. The development of the foster care network and alternative community-based services facilitated this process. Important changes in the education legal framework in 2009 and 2010 allowed for more inclusive education¹⁴. The introduction of "Roma assistant" position into the education system (lately called "pedagogical assistant") has greatly facilitated the enrolment of Roma children in education. Despite this progress, ethnic origin, disability and poverty continue to act as obstacles in the access of children from disadvantaged groups to health, education and social welfare services. According to the EC Progress Report for 2012¹⁵, "children's rights, particularly the rights of those belonging to vulnerable groups such as Roma, poor children, children with disabilities, children without parental care and street children, are unevenly protected. Roma children are over-represented in the state care system, representing more than 25% of all children in state care¹⁶. There are an increasing number of children living in poverty. Inclusive education is still not fully developed. The school drop-out rate is high among Roma children, children with disabilities and children living in remote areas". The system of early and continuous support for the biological family to prevent child separation is still undeveloped.

Roma (108,193 people¹⁷) continue to be one of the poorest and most vulnerable groups in Serbia with acute social problems: high levels of poverty and unemployment, low educational attainment and poor qualifications, poor access to safe housing, utilities, quality health and social services. Roma are exposed to multiple forms of exclusion and are in need of cross-sector support, in line with the integrated approach promoted by the EU Framework for National Roma Integration Strategies up to 2020. A recent survey paints a situation of severe deprivation and vulnerability among the Roma as compared to non-Roma population of Serbia (Table 2).

Table 2. Serbia: Roma at a Glance

No.	Indicators	Total	
		Roma	Non-Roma
1	Pre-school enrolment rate (3-6)	18%	48%
2	Gross enrolment rate in compulsory education (7-15)	80%	95%
3	Gross enrolment rate (Upper-Secondary Education 16-19)	25%	71%
4	Average years of education (25-64)	5.8	10.8
5	Unemployment rate (15-64)	49%	27%
6	Informal employment incidence (15-64)	70%	27%
7	No access to essential drugs	66%	32%
8	Square meters per household member	14.09	27.41
9	Share of the population not having access to secure housing	38%	10%
10	Share of the population not having access to improved sanitation	39%	16%
11	EU material deprivation index		
	- <i>Material deprivation</i>	96%	62%
	- <i>Severe material deprivation</i>	92%	48%
12	Absolute poverty rate PPP\$ 2.15 income based	10%	1%
13	Absolute poverty rate PPP\$ 2.15 expenditures based	5%	0%
14	Relative poverty rate (60% equalized median income)	78%	35%

Source: Serbia's data retrieved from the UNDP/World Bank/EC Regional Roma survey, 2011

¹⁴ e.g. assessment of a child enrolled in school conducted in the mother tongue, delivery of pre-school education in minority language in certain conditions, provisions for inclusion of children with learning difficulties in the mainstream education, etc.

¹⁵ European Commission, 'Serbia 2012 Progress Report', Commission Staff Working Document, Brussels, 10.10.2012, SWD (2012) 333

¹⁶ UNICEF Serbia data

¹⁷ According to census data 2002. Domestic and international sources estimate Serbia's Roma population to be 300,000-460,000.

Serbia has participated actively in the Decade of Roma Inclusion 2005–2015 and has undertaken to implement the operational conclusions of the June 2011 EU-Serbia social inclusion seminar on Roma issues. Active measures to increase social inclusion of the Roma have continued. Infant and child mortality among children living in Roma settlements has been halved during the past five years. A system of health cards has been put in place. Measures were taken in 2011 to overcome obstacles to the registration of "legally invisible persons" and improve access to public services¹⁸. The enrolment rate of Roma children in the education system has increased, but the school drop-out rate remains high. A majority of children in Serbia complete elementary school overall, compared to only 63% of Roma children¹⁹. Some positive steps to comply with international standards were taken regarding the relocation of Roma evicted from such informal settlements²⁰. Still, the Roma situation is worrying.

Social integration of **persons with disabilities** – PwDs (600,000-700,000²¹ people) is limited. There are too many persons with mental health who are institutionalised²², while community-based services across the country are underdeveloped, despite recent legislative and financial efforts to boost their development. The unemployment rate is very high, due to significant inactivity rate, prejudices of employers, lack of work practice and experience, passivity²³; some progress has been achieved since the adoption of the Law on the Professional Rehabilitation and Employment of Persons with Disabilities in 2009. The law introduced a quota-levy scheme (art. 24), whereby businesses with 20 or more employees are required to employ persons belonging to the group; the number of these employees vary according to the size of the company and failure to comply with this obligation results in penalties levied upon non-compliant companies. The Serbian Tax Administration reported a number of 10,666 PwDs who have been employed due to the legal obligation, but more remains to be done for the labour market inclusion of the PwDs.

Over the last decade, progress has been made in the improvement of the social welfare system and its decentralisation. However, the range of **community-based services** is still insufficiently developed to respond adequately to the wide variety of needs of disadvantaged groups²⁴. The delivery of social benefits and social services varies widely across Serbia. Many Local Self-Governments have modest budgets and lack capacity to map out needs and resources, design and implement social inclusion policies in a participative manner, commission specific services and review results. Efforts are needed to improve their capacity across the country to set up, diversify the typology and increase the quality of the community-based services. A priority is the implementation of the Law on Social Welfare (2011), which aims to ensure better protection to the poorest and most vulnerable citizens through more efficient financial support such as earmarked transfers to underdeveloped municipalities for community services, promotion of active inclusion and decentralisation of services delivery.

A new **quality assurance system of social services providers** is awaiting its enforcement, based on national minimum standards for each type of social service, supervision and inspection

¹⁸In 2011, there were 19,213 Roma registered with NES compared to 13,429 persons in 2010 (Source: National Employment Service data)

¹⁹UNICEF, The Statistical Office of the Republic of Serbia, 'Multiple Indicator Cluster Survey 2010', Belgrade, December 2011

²⁰72% of Roma settlements (out of a total number of 593) are informal (Source: Council of Europe, 'Human Rights of Roma and Travellers in Europe', Strasbourg, February 2012)

²¹WHO estimates

²²In 2010-2011, a number of 3,750 persons were placed in 13 institutions for adults with mental health problems; there were five large psychiatric hospitals with 3,000 beds (Source: European Commission, 2011 IPA Project Fiche 'Support for de-institutionalisation and social inclusion of persons with mental disability and mental illness')

²³Only 18,555 persons with disability were registered with the National Employment Service in 2011; employment rate is 13%, main employer: NGO sector.

²⁴Day care for children and youth with mental disabilities - 64 municipalities. Supported living for youth - 19 municipalities. Day care for children and young people with physical disabilities - 14 municipalities. Home care support adults and the elderly - 82 municipalities (Source: database of the Republic Institute for Social Protection, 2012). Serbia has 173 municipalities.

mechanisms and licensing procedures for service providers and professionals. A better coordination of activities among related ministries is also needed to develop integrated/cross-sector social services.

The successful implementation of policy reforms in the field of employment, education and social inclusion requires the existence of a strong **social dialogue among social partners** at central and local levels. Social dialogue continues however to be a challenge for Serbia. Currently, a tripartite dialogue basis is ensured through the Social and Economic Council (SEC) at national level. However this body faces obstacles in its work due to the issue of representativeness of member organisations²⁵, as well as the reality whereby it is still not being consulted on a regular basis on relevant draft legislation. The 18 SECs functioning at local level lack financial resources and comprehensive work plans for their activities. “At local level, dialogue has generally been non-existent”²⁶. In the period 2007-2011, there was one General Collective Agreement signed in 2008, and which expired in 2011. Also, a number of bilateral collective agreements have been signed in various sectors, including the public administration. There is an urgency to strengthen existing mechanisms and structures in order to bring policy responses that reflect accurately the needs of the sectors concerned and are based on a strong consensus. A positive development was registered in the area of peaceful settlement of work disputes whose legal and institutional framework has been put in place.

2.2 Strategy Context

2.2.1 National Framework

The European Council granted Serbia the **status of candidate country** on 1 March 2012, on the basis of the Commission Opinion on Serbia’s membership application adopted on 12 October 2011. The opening of accession negotiations will be considered by the European Council once the Commission has assessed that Serbia has achieved the necessary degree of compliance with the membership criteria, in particular the key priority of taking steps towards a visible and sustainable improvement of relations with Kosovo²⁷, in line with the conditions of the Stabilisation and Association Process. In January 2012, the Serbian Government adopted a revised and updated version of the **National Programme for the Integration (NPI)** of Serbia in the European Union for the period 2008–2012, taking account of the Commission’s Opinion. The new Prime Minister has pledged to accelerate the EU agenda of reforms with the aim of opening accession negotiations. In February 2013, the Government has adopted the **National Plan of Acquis Approximation** for 2013-2016.

The **HDR Sector** is one of the eight Sectors retained by the Serbian Government within its sector-wide approach (SWAp) development strategy. According to the inter-sectoral programming document “**Needs of the Republic of Serbia for International Assistance 2011-2013**” (NAD)²⁸, a sector-wide approach (SWAp) is defined as a programme-based approach which operates at the level of an entire sector. The NAD also defines the approach of the Government to multi-annual programming of international development assistance, donor coordination and cooperation mechanisms, as well as prioritised measures within each sector. According to NAD, it is expected that international financial assistance for the HRD Sector will support the national policies aimed to develop the human potential

²⁵Two trade unions are recognised as representative at national level: the Confederation of Autonomous Trade Unions of Serbia (CATUS) and the Trade Union Confederation “Nezavisnost” (TUC). There are other four registered ones, but they are still not considered representative. On the employers’ side, the only representative association is the Union of Employers of Serbia.

²⁶European Commission, ‘Serbia 2012 Progress Report’, Commission Staff Working Document, Brussels, 10.10.2012, SWD (2012) 333, page 16

²⁷This designation is without prejudice to positions on status, and is in line with UNSCR 1244/99 and the ICJ Opinion on the Kosovo declaration of independence

²⁸Government of the Republic of Serbia, ‘Needs of the Republic of Serbia for International Assistance in the Period 2011-2013’, February 2011

through education and training, to ensure better working and living conditions of the citizens and a fairer access to quality services, in the perspective of achieving a more equitable, cohesive and healthy society while responding to the challenges of a globalised and knowledge-based economy.

NAD identifies four **Mid-term Priorities in the HRD Sector**, as follows:

- raise employment in the formal economy by more flexible and inclusive labour markets through improvement of employment, labour policies and social dialogue in line with EU standards;
- improve the quality of and access to the education system to enable the full and equal participation of every citizen in the economic, political and social life in the context of a knowledge-based society;
- reduce poverty and social exclusion in Serbia by addressing the needs of disadvantaged groups in a multidimensional way based on a stronger coordination of existing policies and services and the development of community-based solutions;
- improve the quality and accessibility of health care to promote the health and well-being of all citizens, emphasising preventive care while strengthening the operational capacity of the health care system in line with EU standards.

The **HRD Strategic Framework** which guides the sector policies is made up of a number of strategies in the area of poverty reduction and promotion of social inclusion, education, employment, health, occupational health and safety, social housing, youth and sports. One notable example is the 'Social Welfare Development Strategy' which has been guiding since 2011 the area of social policy in Serbia and which is aimed to improve the living standards of the poorest citizens through more efficient financial support and the development of integrated community-based services and quality assurance. In the area of employment, the policy framework is defined by consecutive National Employment Strategies adopted for the period 2005-2010 and 2011-2020 and corresponding Action Plans. A number of strategy papers were adopted in the area of public health and improvement of health service quality and patient safety. Important policy measures have been implemented since 2007 in education which resulted in increased school enrolment rates²⁹. The policy framework in the area of education is defined by number of strategies³⁰, the Law on Foundation of Education System and numerous special laws for different levels and types of education as well as for specific educational areas such as textbooks. For VET and adult education, relevant strategies followed by corresponding action plans are in place. The 'Strategy for Career Guidance and Counselling', adopted in 2008, is a direct result of number of strategies in specific areas such as employment, VET, adult education and youth. The 'National Youth Strategy' adopted in 2008 and the corresponding Action Plan for the period 2009-2014 are defining the policy framework in the area of Youth.

Cross-government policy on human resources development is also guided by strategies aimed at improving the position of vulnerable and disadvantaged groups, including children, women from vulnerable groups, people with disabilities, elderly citizens, Roma, returnees and migrants³¹.

A **complex legal framework** regulates each HRD area. With few exceptions, legal enforcement, action planning, budgeting and implementation of strategies have not been always optimal. For instance, the 2012–2014 Action Plan for the implementation of the 'Strategy for Improvement of the Status of Roma in the Republic of Serbia' (2009) has not yet been adopted, while the National

²⁹ E.g. pre-school enrolment rate increased from 49.6% in 2007 to 53.2% in 2011 (Source: World Bank database, <http://data.worldbank.org>, accessed on 22.04.2013)

³⁰ Strategy on Development of Education 2020, Strategy on Adult Education, Strategy on Development of Vocational Education.

³¹ e.g. National Strategy for Improving the Position of Women and Promoting Gender Equality; Strategy for Improvement of the Position of Persons with Disabilities; National Action Plan for Children; National Strategy for the Protection and Prevention of Violence against Children; National Strategy on Ageing; Strategy for Improvement of the Status of Roma in the Republic of Serbia, National Youth Strategy, etc.

Employment Strategy implementation has yielded limited results and unemployment remains high. The child allowance programme has high exclusion (59%) and inclusion errors (53%)³². According to officials interviewed during the evaluation field phase, only 5% of funds required for the implementation of the Gender Equality Strategy was secured from state funding. Moreover, a lack of consistency and harmonisation has been noted as well as limited monitoring of achievements, especially given the fact that there is no unitary strategic direction and policy coordination in the area of HRD in Serbia.

In March 2011, the Government adopted its **First National Report on Social Inclusion and Poverty Reduction** in the Republic of Serbia 2008-2010. The country is also planning to produce a Joint Assessment Paper on Employment and a Joint Inclusion Memorandum.

Challenges in the HRD Sector for the next period include: inclusive education; continuation of reforms in VET and adult education; quality assurance in education, improvement of students' performance on international testing³³, improvement of national system for monitoring and evaluation of the education performance; active aging; labour market inclusion of people with low education and qualification levels; combat of youth unemployment and employment in informal economy; promotion of better links of education to the world of work, lifelong learning and a stronger emphasis on innovation, technology transfer and cooperation with the business sector; alignment of legislation with the *acquis* in the area of labour as well as health and safety at work, followed by enforcement of legislation; strengthening of social dialogue; decentralisation of social services delivery and quality assurance; sustainability of the social welfare system; rationalisation of the network of health care facilities and decentralisation of the system, financing of quality public health protection and development of an integrated system of health care, monitoring of environmental impacts on health.

2.2.2 IPA Objectives since 2007

The EU's priorities for assistance to Serbia have been set out in four **Multi-annual Indicative Planning Documents (MIPDs)** during the period, for 2007-2009 (which was updated in 2008 for 2008-2010), 2009-2011 and the current MIPD for the programming period 2011-2013. The documents are based on the needs identified in the **European Partnership with Serbia** as well as the appropriate Enlargement Strategy and Progress Reports of the EC, and take into account the national strategies. The current MIPD targets seven Sectors, which includes the **Social Development Sector** corresponding to the HRD Sector³⁴ (see Box 1 below).

Box 1. Social Development Sector Objectives for EU support for 2011-2013

- To align social policies in Serbia with EU standards
- To support Serbia's efforts to adhere to the targets of Europe 2020 in employment, poverty and social exclusion
- To prevent social exclusion of vulnerable groups and minorities, notably the Roma
- To improve conditions for migrants, refugees and IDPs and support the proper treatment of all prisoners in accordance with EU standards
- To support the work and capacities of the newly established national councils of national minorities
- To improve enforcement of the education and employment policy, notably for the youth.

Source: European Commission, 'Instrument for Pre-Accession Assistance, Multi-annual Indicative Planning Document (MIPD) 2011-2013 Republic of Serbia', page 22

³² UNICEF Serbia data

³³ Recent PISA test results point out that performance of Serbian 15-year old students is significantly below the OECD average.

³⁴ Comparing to MIPD Social Development sector, the issue of human and minority rights is not considered as a part of the HRD sector but falls under the national sector 'Rule of Law'.

The MIPD also sets out three priorities for IPA support over the period 2011-2013, including one on **Social Inclusion and Reconciliation**, which has to be addressed by providing assistance within the sector of Social Development. It refers to the integration of vulnerable groups and minorities, including the Roma, as well as refugees, internally displaced persons (IDPs) and returnees. It also states that “IPA will support the country’s efforts to adhere to the targets of Europe 2020 in employment, poverty and social exclusion and, in particular, to the objectives and actions of the related flagship Initiatives – An Agenda for New Skills and Jobs, the European Platform against Poverty and Social Exclusion, as well as the Youth on the Move initiative”³⁵. These objectives have been delivered through a series of projects financed by IPA programme, as presented in the next chapter.

Efforts to adopt a more sector-wide approach have started with the preparation of the **HRD Sector Fiche for IPA 2012/Component I** whose measures aim to: 1) increase the effectiveness of employment policies towards disadvantaged groups; 2) strengthen the capacity of government and social partners to use social dialogue as a tool for the development and implementation of social and economic reforms; 3) increase the capacity of Serbian VET system to improve the quality, coverage and relevance of the vocational education and training; 4) support the social inclusion of the most vulnerable groups, including Roma, through more diversified community-based social services; and 5) implement the ‘Strategy for Improvement of the Status of Roma in the Republic of Serbia’. An amount of 28.2 million Euro is allocated for these measures, out of which 24.1 million Euro EU contribution.

The **priorities for the HRD Sector in 2013**, outlined in the respective Sector Fiche, include the following:

- increasing the effectiveness and inclusiveness of employment services through development of training system based on a “skills gap” analysis, design and delivery of tailored programmes for unemployed and particularly PwDs and employment subsidies;
- social inclusion and poverty reduction of vulnerable and multiply disadvantaged groups with particular emphasis on children, the elderly, PwD and income support users;
- improvement of living and housing conditions among the Roma population presently residing in informal settlements.

As concerns the orientation of future EU assistance within the Financial Perspective 2014-2020, the proposal for the **Regulation for IPA II**³⁶ states that the EU should continue to offer candidate countries and potential candidates “technical and financial assistance to overcome their difficult situation and develop sustainably” and that the new pre-accession instrument should continue “to focus on delivering on the Enlargement Policy, which is one of the core priorities of EU External Action, thus helping to promote stability, security and prosperity in Europe. To that end, the new instrument should continue to pursue the general policy objective of supporting candidate countries and potential candidates in their preparations for EU membership and the progressive alignment of their institutions and economies with the standards and policies of the European Union, according to their specific needs and adapted to their individual enlargement agendas.”

In anticipation of achieving the candidate country status, Serbia has also started to prepare for access to **IPA component IV** in 2012-2013, by drafting the relevant programming documents, including the HRD Operational Programme, and by preparing the proposed operating structure for its decentralised management. Programming for IPA component IV in the HRD Sector has been done in line with the priorities and needs outlined in NAD.

³⁵European Commission, ‘Instrument for Pre-Accession Assistance, Multi-annual Indicative Planning Document (MIPD) 2011-2013 Republic of Serbia’, page 11

³⁶ European Commission, ‘Proposal for the Regulation of the European Parliament and of the Council on the Instrument for Pre-accession Assistance (IPA II)’ Brussels, 7.12.2011 COM (2011) 838 Final

3. MAPPING OF ODA ASSISTANCE TO THE HRD SECTOR

EQ: What is full mapping of EU and other donors' support in the sector?

According to ISDACon figures, HRD was the third largest beneficiary sector of grant aid in 2007-2011 and the 5th largest recipient of ODA.

The evaluation team mapped IPA national projects³⁷, EU programmes (Tempus, Erasmus Mundus, Jean Monet, PROGRESS, 7th Framework Programme for Research³⁸, Youth in Action³⁹), ETF support for VET and other donors assistance. ODA mapping was done using various information sources, as follows:

- IPA project identification fiches;
- SEIO's reports on international assistance and ISDACon database⁴⁰;
- project data retrieved from the websites of relevant donors to the HRD sector; information received from international donors, following e-mail consultation and meetings⁴¹;
- interviews and information received from ministries, other governmental bodies, municipalities, civil society organisations;
- Western Balkans Investment Framework database, section: Social Sector⁴².

The mapping of ODA to the HRD Sector in the Republic of Serbia during the period 2007-2011 indicates a number of **183 projects with an allocated budget of € 251.3 million provided by EU IPA and other donors in the form of grants** (see Table 3 and Annex 6).

Table 3. ODA 2007-2011 for the HRD sector in Serbia⁴³
(no. of mapped projects, allocated budgets and financing sources)

Sub-Sector	No. of projects			Allocated budget (mil €)		
	EU IPA	Other donors	TOTAL	EU IPA	Other donors	TOTAL
Education	6	34	40	42.89	32.50	75.39
Youth policies	0	18	18	0	8.56	8.56
Employment	6	29	35	7.50	26.72	34.22
Labour	2	8	10	0.28	14.13	14.41
Health	7	28	35	27.26	49.69	76.95
Social Inclusion	3	42	45	13.80	27.97	41.77
Total no. of projects			183	Total allocated budget (mil €)		251.3

³⁷As advised by the EUD, the scope of evaluation has not included IPA national projects on refugees and IDPs (except IPA 2009 project component on Roma), public administration, human rights and anti-discrimination projects (part of the public administration, respectively justice and home affairs sector evaluations to be launched soon) as well as IPA multi-beneficiary, CBC and EIDHR projects (given dedicated evaluations of these projects).

³⁸From the perspective of developing the human capital in research.

³⁹It replaced Safer Internet, as agreed with the EUD. Lifelong Learning Programme, although mentioned in the ToR, is not part of the scope of this evaluation (2007-2011), since Serbia signed the Memorandum of Understanding only in December 2011.

⁴⁰SEIO website: <http://www.seio.gov.rs/international-assistance/overview-of-international-assistance.68.html> and ISDACon website: <http://www.evropa.gov.rs/Evropa/PublicSite/Documents.aspx>, accessed on 3 March 2013

⁴¹EU, Swiss Development Cooperation, SIDA, Austrian Development Agency, KulturKontakt, Norway Embassy, UK Embassy, Czech Embassy, Spanish Embassy, Italian Development Cooperation, GIZ, USAID, Japan International Cooperation Agency, OSCE, UNICEF, UNDP, UNFPA, ILO, UN Women, WHO, World Bank, Council of Europe's Development Bank, EIB.

⁴²<http://www.wbif.eu/Social+Sector>, accessed on 28 February 2013.

⁴³Without contribution from EU Programmes which is analysed separately.

In addition, **Serbia participated in 380 projects financed by EU Programmes, as promoter or partner, with a budget of around € 91.98 million**, both for Serbian and foreign partners (Table 4).

Table 4. Participation of Serbia in EU Programmes 2007-2011

Sub-Sector	No. of projects	Budget ⁴⁴
Education	189 ⁴⁵	86.92
Youth policies	182 ⁴⁶	3.10
Employment	3 ⁴⁷	0.38
Social Inclusion	6 ⁴⁸	1.58
TOTAL	380	91.98

These 563 projects have been financed by the following donors:

- European Union: 404 projects, of which 24 projects by IPA and 380 projects by EU Programmes, for a total budget of € 91.73 million (for Serbia), respectively € 91.98 million (for Serbian and foreign partners);
- Other donors: 159 projects, for a total budget of € 159.6 million.

The breakdown of **mapped IPA and other donors' grant funding indicates that 30.62% went to the health sub-sector, followed closely by education with 30%**. However, if EU programmes are taken into consideration (Tempus, Erasmus Mundus), education take the first place by far. It is however worth mentioning that the projects in the education sub-sector do frequently embed social inclusion, youth or employment dimensions. It is also the case of employment or social inclusion projects which include usually education and training components addressed to disadvantaged groups, including youth. It is therefore rather difficult, particularly for the HRD sector, to assign projects and funding to a certain sub-sector as many of them have a cross-sector nature.

Apart from grants, **an amount of € 343.5 million⁴⁹ took the form of loans from the European Investment Bank, the Council of Europe Development Bank and the World Bank.**

To our knowledge, this is the most comprehensive mapping exercise that has been ever done for ODA in the HRD sector for 2007-2011 (Annex 6). Extensive time resources have been invested by the evaluation team to provide an accurate and comprehensive overview of ODA investment in the sector. It is hoped that it will be used for updating the ISDACon database.

3.1 IPA Assistance

As seen from figures above, the main donor has been EU, with IPA component I financing projects in the HRD Sector worth € 91.73 million⁵⁰ in the reference period.

⁴⁴ The overall grant received from the EU for the respective projects and not only for Serbian participating organisations.

⁴⁵ Tempus, Erasmus Mundus actions 2 and 3 (without Mobility action 1), FP 7 – People, Cooperation, Capacities

⁴⁶ Youth in Action

⁴⁷ PROGRESS

⁴⁸ ibid

⁴⁹ The World Bank loan for "Delivery of Improved Local Social Services (DILS)" Project is part of the scope of the public administration sector evaluation; it is also registered in ISDACon in the public administration section.

⁵⁰ In case the entry tickets for relevant EU programmes and national co-financing are added, the total IPA component 1 amount exceeds € 125 million.

IPA assistance has been focussed on the following main areas:

- **Education:** support to education system at all its levels (pre-school, primary, secondary general and secondary VET and tertiary) to improve its quality and to enable equal participation of every citizen as well as to ensure their full involvement in the economic, political and social life; development of the legal framework and capacities for the implementation of the National Education Strategy; improvement of access and support the inclusion of children from marginalised groups and with special needs in pre-school and primary education; development of VET policy and modernization of VET profiles; modernisation of study programmes in higher education and establishment of structures within the universities to foster innovation as well as interaction between knowledge, economy and research; improvement of infrastructure in pre-school education, VET and higher education;
- **Employment:** improvement of labour market policies in line with EU standards; assistance for better analysis and forecasting of labour market trends and for monitoring and evaluation of active labour market programmes; strengthening employability of vulnerable groups (PwD, Roma);
- **Labour:** promotion of social dialogue;
- **Health:** improvement of access to public health services by investment in modern facilities, equipment and innovation in patient treatment and care; supporting development of the strategic framework in the area of health as well as of the health information systems;
- **Social Inclusion:** support for vulnerable groups such as the Roma⁵¹, PwD, poor families and children; deinstitutionalisation and development of community-based social services for children with disabilities and people affected by mental health problems in parallel with development of family-type and community alternatives to care; development of the legal framework and capacities for the implementation of the National Social Welfare Strategy.

3.2 Other EU Support

Apart from IPA, the reforms in the HRD area have been also supported by EU programmes i.e. Tempus, Erasmus Mundus, Youth in Action, PROGRESS and FP 7 which contributed an amount of approximately € 91.98 million to the 380 projects involving Serbian partner organisations in the period 2007-2011. The focus has been put on developing the higher education system (modernisation of study programmes, strengthening the link between university and industry, governance, quality assurance, internationalization, equal access to higher education, career guidance and student counselling, mobility of students and academic exchange), youth initiatives, development of human capital in the research area and experimentation of innovative approaches towards active inclusion of disadvantaged categories of population.

Tempus. With participation in a number of 52 projects worth € 38.5 million⁵² in the period 2007-2011, Serbia has been one of the leading partner countries in the Tempus programme. Participation of Serbian universities in Tempus projects has greatly contributed to the implementation of Bologna commitments. They enabled a significant mobility of professors and a certain number of students to EU institutions, modernisation and internationalisation of study programmes.

⁵¹ An amount of € 40.3 million was allocated by national IPA 2009-2010 to projects addressing Roma issues, out of which an amount of € 12.7 million is under the scope of the HRD sector evaluation. Apart from IPA national, there have been other EU-financed projects on Roma in the period 2007-2011 i.e. CBC – 4 projects worth € 2.3 million and Multi-Beneficiary IPA – 8 projects, worth over € 100 million.

⁵² Total amount of the projects, not only for Serbian partners

Erasmus Mundus. Serbia's participation in Erasmus Mundus is also considered to be a success. Data related to Western Balkan countries indicate that Serbian students have been the most successful in student mobility programmes. For instance, in the period 2007-2011, a number of 257 Serbian students out of 537 candidates from the region were selected for Master Courses Mobility programme, as part of Action 1 of the programme (see Table 5). The evaluation team has also mapped 7 projects worth € 12.966 million financed under Actions 2 and 3 of the programme, for partnerships, respectively higher education attractiveness projects (Annex 6).

Table 5. Erasmus Mundus Programme in Western Balkans, Mobility, 2007-2011

CANDIDATE NATIONALITY		SELECTION YEAR				
	TOTAL	2007	2008	2009	2010	2011
a) Student mobility under Erasmus Mundus Masters Courses						
Albania	99	26	19	19	17	18
Bosnia Herzegovina	42	7	7	10	11	7
Croatia	57	0	10	13	20	14
the former Yugoslav Republic of Macedonia	33	0	5	8	12	8
Kosovo*	21	7	8	3	2	1
Montenegro	28	2	3	8	9	6
Serbia	257	30	46	65	61	55
TOTAL Western Balkans	537	72	98	126	132	109
b) Mobility under Erasmus Mundus Joint Doctorates						
Albania	1				0	1
Bosnia Herzegovina	1				0	1
Croatia	5				1	4
the former Yugoslav Republic of Macedonia	4				2	2
Kosovo*	0				0	0
Montenegro	2				0	2
Serbia	9				0	9
TOTAL Western Balkans	22				3	19
c) Scholar mobility under Erasmus Mundus Masters Courses ⁵³						
Albania	2		2			
Bosnia Herzegovina	2	1	1			
Croatia	0					
the former Yugoslav Republic of Macedonia	1		1			
Kosovo*	1			1		
Montenegro	0					
Serbia	10	2	6	2		
TOTAL Western Balkans	16	3	10	3		

Source: Tempus Foundation Office Serbia, '12-c2-Western Balkans EM factsheet', February, 2012

⁵³ Figures for 2007-2008, 2008-2009, 2009-2010

Seventh Research Framework Programme (FP7). Each year Serbia submits proposals for each of the four FP7 specific programmes: Cooperation, Ideas, People and Capacities. The annual success rate for the mainlisted projects is around 13%. Overall, the funding received for the period 2007-2012 was € 33.95 million⁵⁴ for 121 mainlisted proposals under Cooperation and Capacities specific programmes and € 1.5 million for 9 projects under People specific programme (Marie Curie actions). The latter is fully dedicated to enhancing the human capital in research. In Serbia, People financed: 3 initial training networks providing training opportunities for early stage researchers; 3 career integration grants to encourage experienced researchers to settle/return in Serbia; 2 international research staff exchange schemes; and 1 industry-academia partnership.

Youth in Action. With 182 projects in the period 2007-2011 worth € 3.1 million, Serbia has been a leading partner country in this programme. With an investment of only € 0.145 million from its own budget, Serbia got 20 times more compared to its financial effort. Projects financed mobility, non-formal education and youth activism addressed to young people aged 15-30 years.

PROGRESS (Community Programme for Employment and Social Solidarity). Mapped projects indicate participation of Serbia in the PROGRESS programme with 9 projects, amounting to approximately € 1.96 million. Out of them, 5 projects worth € 1.02 million are only for Serbia, meaning that the country got back at least double than what it paid as entry ticket i.e. € 0.46 million during 2007-2011. Projects addressed anti-discrimination, social inclusion and poverty, skilling of PwD and corporate business engagement in social development through soft measures of social experimentation, public debate, research, exchange of experience and dissemination of information and good practices. According to people interviewed, the success rate would have been higher in case: a) rejected applicants were advised by the selection committee on shortcomings of their applications to improve the quality in the next round of calls for proposals; b) lower contribution was requested for NGO applicants as compared to the standard one of 20% for all applicants; and c) the MoLESP had enough capacity to disseminate regularly information about upcoming calls.

In the period of evaluation, the HRD sector in Serbia has been also supported by the **European Training Foundation (ETF)**. ETF supported Serbian policy makers and key stakeholders to further build their capacities in development and implementation of quality and innovative educational policies, strategies and reforms as well as innovative approaches in VET and participatory policy, aiming to ensure ownership and sustainability for the reform process. ETF has also supported development of national capacities for reliable data collection and analysis and informed decision-making through the provision of evidence-based analysis of country or cross-country policy reforms and through dissemination of information, networking and bringing up experience and good practice from EU and other partner countries. The main areas that have been addressed regarding HRD in Serbia have been the following: adult education and job-related continuing training, inclusive education, partnership between the worlds of work and education, transparency of qualifications, role of teachers in education reforms, key competences. All this support has been delivered through participation in targeted seminars, conferences and workshops, involvement in focus groups, joint research or analytical work and peer review exercises, as well as through different projects⁵⁵.

⁵⁴ It does not include the budget of the projects for research infrastructure, as they were not part of this evaluation.

⁵⁵ Such as the ones which are part of the 'social inclusion through education and training' portfolio of ETF projects.

3.3 Other ODA Assistance

Other donors which invested important resources in the HRD sector were notably Norway, Austria, Italy, Spain, Sweden, Switzerland, UN agencies, Germany, UK and USA. The assistance amounted to € 159.6 million. Areas of the HRD sector which benefited most of other donors' support include:

- **Education:** improvement of VET curricula towards fulfilment of international standards and more practice orientation, promotion of entrepreneurship as key competence in primary and secondary general and VET education curricula, in-service teacher training, implementation of student-centred teaching and learning methods, strengthening of students' and teachers' social competences.
- **Youth Policies:** support to structures of youth empowerment, youth participation and conflict resolution, support to social and political participation of youth at national, regional and local level, establishment and promotion of youth offices, improvement of Local Youth Offices' capacity, increase of the competitiveness of youth, internships for high school students.
- **Employment:** modernization of the policy framework in the area of employment; support for the organisational development and capacity building of employment and labour institutions; promotion of active employment measures for vulnerable groups (PwD, Roma, long-term unemployed, redundant workers, youth, women from vulnerable groups); tackling regional disparities through investment in employment in rural areas; strengthening entrepreneurship and links between education and labour markets, by paying attention that measures do not reproduce stereotypes.
- **Labour:** improvement of labour legislation, strengthening of social dialogue, building institutional capacity for better occupational health and safety.
- **Health:** improvement of the access of population to quality health care through investment in infrastructure and equipment in health institutions as well as development of capacities of medical professionals in different areas of public health; strengthening national response to HIV/AIDS and Tuberculosis.
- **Social Inclusion:** development of the accreditation system of training programmes in social professions and of the licensing system for social services providers; implementation of Roma social inclusion initiatives aimed to facilitate better access to health, employment, housing and social welfare services; promotion of economic and social rights of women; decentralisation and diversification of social services; development of evidence-based policies supported by improved data collection and analysis mechanisms.

Apart from grants, loans of € 343.5 million have been also provided by various International Financing Institutions for the construction of primary and secondary schools, modernization of teacher-training centres and upgrading of vocational education and training facilities; building of housing for rent for young researchers; reconstruction of clinical centres; provision of management information technologies for hospitals and the Health Insurance Fund (HIF); technical assistance to hospitals, the HIF and the Ministry of Health to support institutional and management reforms as well as the monitoring and evaluation of the payment reform within hospitals, the HIF and on a sector level.

4. EVALUATION ANALYSIS

4.1 Relevance

EQ⁵⁶: How effectively have priorities and needs of Serbia been translated into programming of assistance based on the priorities identified in country and sector strategies, the NPI and programming documents?

The relevance level of ODA for the HRD sector during the period 2007-2011 was particularly high. ODA supported projects and programmes in line with national sector strategies and actions plans, as well as with Serbia's aspirations for EU membership. The accession agenda, steered by the NPI and regular EC progress reports, has been the driving force in the programming of assistance provided by both EU and other donors. The increasing involvement of target groups and CSOs in the programming of ODA has imprinted the grass-roots dimension to international support.

Assistance to employment has been programmed to respond to the effects of the global economic crisis and increasing unemployment in Serbia, based on solid analysis of country's needs and priorities. Quality of programming documents has been improved with the engagement of the Department for planning, programming, monitoring and reporting on EU funds and development assistance of SEIO and the Employment Department in the Ministry of Labour, Employment and Social policy (MoLESP). Assistance in the area of employment has had a strong emphasis on addressing the needs of extremely vulnerable groups (Roma, PwD, long-term unemployed) in the labour market, through active labour market measures.

SSI⁵⁷: The Law on Employment and Unemployment Insurance provides for active labour market measures. Evaluation tasks: determine whether an evidence-based employment policy is in place and linked to the existing education policies; assess the degree and extent to which these contributed to shaping objectives and priorities for assistance (relevance of donor support to identified needs)

The Serbian strategic framework on employment is very comprehensive and based on in-depth evidence of needs and priorities of groups who are vulnerable on the labour market. The strategic framework is composed of the National Employment Strategy and accompanying Action plans and legislation, including the Law on Employment and Unemployment Insurance. The Strategy is based on comprehensive analysis of macroeconomic and employment data in Serbia, elaborated in seven subsections: 1) Key labour market trends 2005–2010 (LFS), 2) Impact of the crisis on the main labour market indicators, 3) Characteristics of employment, 4) Characteristics of unemployment, 5) Serbia's economic growth and development prospects (2011-2020), 6) International and national economic policy developments and 7) Projections of labour market trends 2010-20.

The Strategy also outlines the main policy challenges, including demographic, labour migration, regional gaps, educational challenge, institutional challenge, duality of labour market which all serve as basis against which strategic directions and priorities are developed. The law defines the services to be provided by NES and its Provincial Service, NES branches and other internal units set forth by NES statutory instrument to assist the job seekers in finding adequate employment i.e. information about vacancies, labour mediation, vocational guidance and career counselling, vocational training, etc. Enforcement of the legal provisions in the area of active employment measures has been entrusted at local level to NES branches. The legal and strategic framework informed the process of setting objectives and priorities for both Serbian responsible institutions and ODA. The projects in the sample outline linkages to these policies in their elaboration of project background.

⁵⁶ EQ = Evaluation Question, required to be answered by this evaluation, according to the ToR

⁵⁷ SSI = Sector Specific Issue, required to be assessed by this evaluation, according to the ToR

As far as labour is concerned, the assistance responded to the need of Serbian institutions to align the legal and institutional framework with that of EU and with international standards. ODA tackled issues aimed to strengthen social dialogue in the country, build relations among social partners as well as develop capacity to design policies to alleviate the effects of the global economic crisis on the labour market. The need to improve legislation aimed at labour market inclusion of vulnerable groups, particularly people with disabilities (PwD), has also benefitted of ODA attention and support. In addition, donors' assistance has addressed the needs in the area of occupational health and safety (OHS) to make the Serbian system compatible with relevant ILO International Labour Standards and EU Directives as well as with current practice in modern market economies around the world.

The ODA to health complied with the priorities and standards set by the World Health Organisation at European and country level. It has also been in line with the European Partnership economic criteria, pledging continuation of the reform of health care and health insurance system towards developing adequate structures and capacities in the field of health protection, good financial sustainability and overall health status of the population. Health country strategies and the NAD provided a strong basis for the assistance to the health sector as well. The programming of assistance recognised the urgent need for updating the medical facilities and equipment to meet the contemporary medical standards and to improve access to adequate health care, especially for vulnerable groups, such as Roma. The ODA has also responded to the needs reflecting the bleak situation in the country whereby the levels of mortality from breast cancer, cervical and colorectal cancer exceed the European average levels, representing a significant share in the overall mortality rate from malignant diseases and in the burden of disease⁵⁸.

The ODA to education has been in compliance with the national policy and the priorities identified in national strategies. It has been also aligned with EU policy and strategic documents and Serbia's international commitments⁵⁹. The assistance has been supportive to strategic objectives of the sector, addressing the needs for: improvement of inclusiveness, quality and efficiency of education and training at all educational levels; development of the preschool education; introduction of a quality assurance system in education and of a comprehensive National Qualification Framework as basis for implementation of the lifelong learning concept; modernisation of VET and adult education; modernization of the higher education study programmes to increase the innovation, entrepreneurial and research potential of graduates and to equip them compete in today's knowledge economy. ODA has been also relevant for the needs of end beneficiaries by increasing employability and facilitating transition from school to work, ensuring easier entry into the education and training system, developing key competences (notably learning how to learn and entrepreneurship) throughout all educational levels.

The EU support for research and development, provided via FP7, was fully consistent with the National Strategy for Scientific and Technological Development, helping Serbia to get actively involved in EU research policy and advance its technological development.

⁵⁸ "Mortality from breast cancer, cervical and colorectal cancer in Serbia exceeds the European average and represents a significant share in the overall mortality rate from malignant diseases and in the burden of disease. The number of new cervical cancer cases is more than 1,700 – 1,800 per year. Standardized mortality rate in 2006 was 9.98 per 100,000, corresponding to 3rd - 4th highest rate among the European countries. More than two thirds of new cervical cancers are detected only after the early invasive phase and the prognosis of these cases is poor accordingly. Breast cancer makes up 30% of all newly discovered cases of cancer and represents the third most common cause of death among women aged above 45. Every twelfth woman in Serbia is diagnosed with breast cancer and every year over 1,300 women in Serbia die from it. 70% of new breast cancers are larger than 2 cm when detected and have already spread to other tissues. The death rate attributed to the cancers of colorectal origin is exceeding the EU average by 15% in male, and by 19% in the case of female patients. Colorectal cancers lead to the death of 2,400 citizen per year and are the second leading cause of death from cancer for both genders. The number of new cases is approximately 3,800 per year" (Source: <http://www.screeningserbia.rs>, accessed 12 April 2013)

⁵⁹ Most notably the EU education and training 2020 benchmarks, Lisbon Strategy 2000-2010, Bologna Policy Forum Statements (Leuven 2009, Vienna 2010), Decade of Roma Inclusion 2005-2015, Dakar Framework for Action 2000-2015.

The National Youth Strategy and its Action Plan for period 2009-2014 and the Strategy for Career Guidance and Counselling⁶⁰ and related legal framework have been guiding the ODA to the youth sector. The stakeholders consider it to be highly relevant since it has effectively answered the priorities of the youth sub-sector. It was focused on development of youth policy and issues that affect young people in their everyday life, such as professional, personal and social accomplishment, acquisition of competencies for employment, self-employment and entrepreneurship, health and safety, quality use of leisure time, interest in dealing with environmental issues and sustainable development. Within the reporting period, relevant activities and measures have been undertaken to align and effectively translate the youth needs into programming of assistance.

As far as social inclusion is concerned, ODA has been addressing in a relevant manner the needs of *vulnerable groups*, in particular the ones of children, PwD and Roma, as identified in national strategies, EC Progress Reports, MIPDs and programming documents of various donors as well as emerging needs brought about by the economic crisis. In the particular case of Roma, support focused on encouraging better access to education, public health and social welfare services. Roma issues remain high on the political agenda, reflecting both their serious social exclusion status and continuous EU concerns highlighted in the EC Progress Reports since 2006. ODA has been also in line with the *priorities of disadvantaged communities*. The need for better housing has been addressed by IPA projects targeting Roma settlements, refugees and IDPs. Several grant schemes gave priority to poorest communities. ODA's response to the need for expertise and funding of underdeveloped communities to implement social inclusion strategies consisted of mobilisation of technical and financial resources at local level as well as consultancy to Serbian Government for the inclusion of earmarked funding from national budget in the new social welfare law as a way of supporting poor municipalities to set up and run community-based social services (CBSS) for children and disadvantaged adults. The objectives of the programmes funded by donors have also targeted the *needs of the professionals* working in the social welfare area (e.g. accreditation of training programmes in social professions, development of quality standards and a licensing system for social care providers) and for a more performant *public administration* (e.g. capacity building of relevant ministries, SIPRU, modernization of social welfare centres and inspectorates).

SSI: Social policies should produce real and visible effects on the reduction of poverty and social exclusion. Evaluation tasks: identify existing mechanisms to measure such effects; determine the extent to which these effects have contributed to shaping assistance during programming (relevance of donor support to identified needs)

It is widely acknowledged that there is no consolidated mechanism to measure the effects of social policies on the reduction of poverty and social exclusion. Over the years, there have been several initiatives supported by donors to develop indicators and Monitoring and Evaluation (M&E) frameworks to measure performance and impact, most notably the work of SIPRU on monitoring social inclusion⁶¹, of UNDP on developing a multi-deprivation social exclusion index⁶² and of collecting longitudinal data on Roma at community level, UNICEF on MICS⁶³, DevInfo (<http://devinfo.stat.gov.rs>), inclusive education and social protection⁶⁴, and more recently, the work of the HRD Sector Working Group facilitated by SEIO, of the World Bank⁶⁵, of the Statistical Office on preparing for Survey on Income and

⁶⁰ It is based on the goals of the reform defined by various national strategies on VET, adult education, employment, poverty reduction, aging, SMEs promotion, regional development, sustainable development, etc.

⁶¹ Government of the Republic of Serbia, Social Inclusion and Poverty Reduction Unit, 'Monitoring Social Inclusion in Serbia. Overview and Current Status of Social Inclusion in Serbia Based on Monitoring European and National Indicators 2006 – 2012', Second amended edition, Belgrade, October 2012

⁶² UNDP RBEC, 'Beyond Transition: Towards Inclusive Societies', Regional Human Development Report, Bratislava, 2011

⁶³ UNICEF, The Statistical Office of the Republic of Serbia, 'Multiple Indicator Cluster Survey 2010', Belgrade, December 2011

⁶⁴ These initiatives aim to help the Institute of Social Protection to define a set of indicators in social protection and to revise data collection instruments. A more recent initiative has been undertaken with SIPRU to map community based services at the local level in order to help improve administrative systems for data collection. Another example is an on-going initiative to support the Ministry of Education in developing Monitoring Framework for Inclusive Education.

⁶⁵ World Bank- EU project on "Monitoring and Evaluation Capacity Development for the Western Balkans and Turkey"

Living Conditions (SILC)⁶⁶, supported by EU, and of DG Enlargement of the European Commission on IPA II monitoring indicators.

These initiatives have however been instrumented in parallel, with little communication and cross-fertilisation. At the same time, there are several public databases administered by various state bodies (education, health, social cash benefits, active employment measures, tax administration, etc.) which do not 'communicate' with each other. As a result, for instance, there are no sufficiently accurate data concerning the number of PwDs, their employment status, the typology of their disability and working capacity, the standard of living, which make difficult the development of comprehensive and well targeted policies. The same applies to Roma databases, as explained later in the report.

Despite these fragmented data and lack of unitary mechanisms for measuring the effects of social policies, the relevance of ODA managed to keep high. The evidence provided by these various initiatives and available data as well as the ever increasing involvement of national authorities and CSOs in the identification of priorities and design of individual projects, informed rather well the programming. The efficiency of support has been however affected and better targeting is needed in the future especially in the light of shrinking donor funding in the years to come. In this respect, it is hoped that the current IPA support for the implementation of SILC will provide consistent, systematic, comprehensive and European comparable data on income and living standards. At the same time, IPA II could be an opportunity to develop indicators that are in line with the ones used at EU level for the monitoring of the European Social Fund support. This set of indicators establishes also links, wherever relevant, to the set of indicators used for monitoring progress of the Strategy Europe 2020 implementation. By doing so, IPA would contribute to capacity building in monitoring and evaluation in the perspective of future accession of Serbia to the EU as far as EU-level policy coordination in the area of employment/social area and use of ESF are concerned. Consolidation of various databases, one of the objectives of the World Bank-financed DILS project, is also on the agenda.

4.2 Effectiveness

EQ: To what extent has the financial assistance been effective in achieving the sector results?

Since 2007, ODA has delivered useful results in the HRD sector, which supported the reform goals across the sector through informed strategies, improved legislation, enhanced institutional capacity, modernisation of practices in services delivery. The extent to which these results have boosted the continuation of reforms varies however from one HRD sub-sector to the other and within sub-sectors. In general, the effectiveness level seems to have been higher in the youth, education, employment and social inclusion areas and much less in labour and health. As far as labour sub-sector is concerned, the investment was meagre and the results matched the extent of assistance. Still, the effectiveness depended to a large extent on the political support and level of awareness on the role of social partners.

The strategic documents, such as the NAD and consecutive MIPDs, recognise the need for raising employment in formal economy through investment in: a) institutional building to accommodate a more vigorous approach to addressing economic reform and employment generation; and in b) education and active labour market measures. The assistance in the area of employment has addressed these important issues, resulting in significant systematic strengthening of the MoLESP, the NES and other relevant institutions of importance for investment in employment.

⁶⁶ SILC is the standardised main source for the compilation of statistics on income, social inclusion and living conditions in the European Union. It will complement the current main sources for the computation of social inclusion data in Serbia – the Household Budget Survey (HBS) and the Labour Force Survey (LFS) – and will provide additional quality to design, benchmark and monitor current and future social inclusion actions.

Supporting the government in drafting and adopting a new strategic and legislative framework has resulted in a strong and evidence-based set of measures for improvement of this area. The assistance provided to local statistical offices and employment agencies improved evidence on labour market trends. Also, the EU funded "Evidence-based Employment Policy Creation" project has compiled data and available assessments of active labour market measures, with the aim to assess their effectiveness and impacts (see Annex 7, Table 7.3). Data show that the active labour market measures had a modest positive effect on employment, even though the report prepared by the project concludes that the data is not systematic and precise. This project is the only systematic effort to provide evidence on the effects of the employment policies, even though the project does not have the mandate to conduct such evaluations itself.

Investment in direct support to vulnerable groups, through a range of active labour market measures and support to business start-ups, increased the number of job seekers who enhanced their skills and thus becoming more employable.

BOX 2. Professional Rehabilitation and Employment of Persons with Disabilities

The adoption of the Law on Professional Rehabilitation and Employment of PwD was one of the most important achievements of the Government, supported by ODA (primarily the EU, the Norwegian Government and ILO), towards the active inclusion of this group. Worth mentioning is the fact that the law was adopted in the midst of the global financial crisis. The process preceding this law aimed to change the perspective of employers from seeing PwD as liability to an opportunity for the company. There are 21,733 PwD registered at NES. The active labour market measures organized by NES, combined with the provisions of this law, are critical for the improvement of living standards and inclusion of this group in the labour market. The Tax Administration has reported the following effects of the law for the period June 2010 - January 2012:

- employment: 10,666 PwDs;
- implementation of agreements on business and technical cooperation signed with the enterprises for professional rehabilitation and employment of PwDs: for 140 PwDs;
- participation in financing the income of PwDs, through payment into the budget fund: for 5,672 PwDs.

The actual employment of PwD is hampered by their low education level and prejudices. The interviews with employers and data from secondary sources show that the Law is still not popular among employers, but the perceptions and acceptance of this group are improving as shown by examples of companies who have strong social corporate responsibility divisions devoted to this cause.

The overall support to employment area would have been more effective if it was connected much closely to on-going ODA activities in the sectors of competitiveness and agriculture for example, thus linking the support for the private sector to the inclusion of persons participating in active labour market programmes into potentially new opened jobs. At the same time, the active labour market measures would have benefitted more if trainings were targeted to respond to new business ideas showing up as a result of support provided to the competitiveness and agriculture sectors.

The assistance to the labour sub-sector was modest. It focused on strengthening the policy framework which resulted in significantly improved legislation in this area, particularly the one aimed to improve the position of PwD on labour market and to strengthen support and oversight for occupational health and safety. During 2009, a number of policy documents were adopted, such as the Regulation on Occupational Safety and Health at Work at Temporary or Mobile Construction Sites, followed by two by-laws aimed at alignment with the *acquis communautaire*, health and safety requirements at the workplace, use of work equipment and use of personal protective equipment. The Strategy on Occupational Safety and Health for 2009-2012 was adopted in April 2009, followed by the establishment of a permanent working group on the matter within the SEC. Also, support was provided to Labour Inspectorate to strengthen its oversight mandate. However, the number of accidents at work

remained high, showing that further support to the Labour Inspectorate and enforcement of OSH regulations is needed. The support to vulnerable population at workplace, such as women, has been more elaborate since 2010, bringing first results at the level of awareness of businesses as to the value of empowerment of women and equal access to jobs and salaries.

The social dialogue in Serbia has been slowly developing and ODA helped the setting up and functioning of key institutions. It supported the SEC to provide better input into policy making. Support was also given to the process of establishment of local SECs (18 in all) and development of their capacities and advocacy work. The SEC has however been not engaged sufficiently by the government and empowered to provide more substantial inputs in decision-making process; input of social partners into this process remains quite limited⁶⁷. Only a limited number of local SECs are operational. A good example however is the support to establishing the Agency for Peaceful Resolution of Conflicts. Thanks to the donors' support, the government established this agency as a means to provide preventive measures and mediation in conflicts arising between employers and employees. The Agency is recognised as a professional and credible government body for disputes resolution.

The effects of ODA investment in health reforms show mixed results. The provision of medical equipment and rehabilitation of medical care centres (at primary, secondary and tertiary level) led to positive results in the quality of medical care. Particularly, the provision of cancer screening, roentgen, first aid and other devices and vehicles boosted the modernisation of the work in the medical care centres. ODA support has also resulted in a number of new or revised policy documents. From at least 17 laws that have been enacted by the Government of Serbia, EU assisted projects have contributed to at least four of them. ODA also supported the adoption of the National Drugs Strategy, strengthening support to combat HIV/AIDS and tuberculosis and regulations of public health legislation in many areas. The assistance has also facilitated crucial steps towards introduction of health mediation services for marginalised groups, primarily Roma. So far, data on Roma health mediators' work indicate that 9,086 Roma obtained health care cards and other personal documents; 8,238 Roma children were immunized; 2,297 pregnant women underwent health checks; 4,924 Roma women had gynaecological examination; and 14,468 Roma chose their doctor⁶⁸.

Assistance to introducing innovative or upgraded medical services (for example, palliative care, health care waste, cancer screening) had limited results due to low responsiveness of national authorities to responsibilities agreed within the projects. Palliative care courses were introduced in medical schools; still, the establishment of palliative care units in designated clinical centres has not been done despite the fact that dedicated funds were provided by the government. The reason is mainly the lack of legal obligations for health institutions to introduce such care units and ambiguous regulation in terms of care for such patients, which is used as argument by the health managers to avoid introduction of services. In addition, the project has not benefitted of sufficient guidance from the Ministry of Health on how to proceed, which created further obstacles for the achievement of results within this area⁶⁹. Similarly, enforcement of procedures for health care waste disposal has been partial due to the lack of coordination between the ministries in charge of regulating the process of health care disposal in the country.

As in the case of other sub-sectors, ODA support to education had a mixed effectiveness level. In pre-school education, the assistance has contributed to the organization and optimization of the pre-

⁶⁷ European Commission, 'Serbia 2009 Progress Report', Commission Staff Working Document, Brussels, 14.10.2009, SEC(2009) 1339

⁶⁸ Open Society Foundation, Roma Education Fund and UNICEF, 'Roma Early Childhood Inclusion. Serbian Report', 2012

⁶⁹ See the 3rd Interim Report of the Project "Development of Palliative Care Services in Serbia", September 2012

school network in 35 selected municipalities. It has also supported the adaptation of the pre-school education to the needs of children and families. Compulsory preparatory pre-school programme (PPP) has been introduced in parallel with the provision of incentives to vulnerable families by LSGs. A number of 170 pedagogical assistants have been hired in pre-school and primary education to increase the enrolment rate of children from marginalized groups, notably Roma.

ODA support to VET resulted in the modernization of curricula, better adapted to accommodate the demands of the world of work and the needs of employers and, at the same time, able to provide the knowledge required for further education. It has also led to the development of key competences for lifelong learning⁷⁰ and integration, for instance, of entrepreneurship as an extracurricular activity in primary education and in the modernized VET curricula. At the level of general secondary education and higher education, notably in the 1st cycle of studies, entrepreneurship is not sufficiently present. In regard to development of employability, as another key competence, ODA has been instrumental in helping Serbia to set up a system for career guidance and counselling at all levels of education. As a result, in the school year 2010/2011, the number of students enrolled in pilot profiles increased to 17% of the total number of pupils in vocational secondary schools.⁷¹ ODA has also supported the teachers' professional development as well as improvement of the system for continuous professional development of teachers, educators and professional associates in primary and secondary education, by establishing Regional Centres for Professional Development of education staff⁷² and their network. As a result of ODA, progress has been made in improving the quality assurance mechanisms. Final exam for elementary education has been developed and successfully tested in pilot schools at the end of the school year 2011/2012. The concept for Matura after 4th grade of general secondary education and VET has been developed. What remains to be done is to secure collaboration and agreement with higher education. Commitment and engagement on education policy level is crucial to ensure successful implementation of the Matura concept.

ODA has also given significant input in the development of NQF. A draft NQF for the level of secondary vocational education, vocational specialization and other forms of vocational education, encompassing qualifications from level I to level V has been prepared and submitted for adoption. The NQF for level VI to level VIII, encompassing seven sub-levels, has been adopted by the National Council for Higher Education. With the amendments to the Law on Higher Education, conditions and legal basis for the adoption of a NQF for higher education are laid. Further efforts are necessary to establish an integrated, comprehensive national qualifications framework in Serbia, which would cover all levels and types of qualifications.

ODA support to higher education has led to the acceleration of higher education reforms, based on the Bologna Process and respective Ministerial Communiqués⁷³, aimed at enhancing Serbian universities to compete at a European and international level. Important results were accomplished through participation in EU education programmes, most notably Tempus and Erasmus Mundus, but effectiveness of participation has been uneven. While Serbia has been one of the leading partner countries in Tempus programme⁷⁴ and had a significant participation in Erasmus Mundus programme⁷⁵, the participation in Jean Monnet Programme shows modest results. Although all eight

⁷⁰ European Parliament and European Council, 'Recommendation of the European Parliament and of the Council of 18 December 2006 on key competences for lifelong learning', Official Journal of the European Union L394, December 2006

⁷¹ European Training Foundation, Serbian Ministry of Education, Science and Technological Development, 'Torino process 2012. Analytical Framework for Vocational Education and Training System Reviews in Serbia. National Report for 2012', 2012

⁷² There are nine Regional Centre which provide training programmes to education staff and other forms of professional and personal development: conferences; presentations of education topics and researches; study visits; literature and didactic means to improve the quality of the training processes.

⁷³ Prague Communiqué 2001, Berlin Communiqué 2003, Bergen Communiqué 2005, London Communiqué 2007 and Leuven Communiqué 2009

⁷⁴ In the evaluation period, within the Tempus programme, 53 projects have been approved.

⁷⁵ Serbia is the leader in Western Balkans, with a success rate of 50% in the mobility components.

action types within Key Activity 1 are opened for participation to Serbian higher education institutions, only three Jean Monnet projects have been approved in the evaluation period. Key obstacles have been the preconditions that are necessary to be fulfilled for certain actions and which have been out of reach for Serbian institutions so far⁷⁶. As a result of placing the Bologna Process to the centre of the Tempus programme in its third phase, the European Credit Transfer and Accumulation System (ECTS) has been fully implemented in all higher education institutions in Serbia and the three-cycle system has been put in place. In the current Tempus programme phase, most important projects' results have been a number of structural changes addressing issues relevant for the whole higher education system and steering the course of further higher education reforms. This process has been supported by a strong engagement of the Serbian universities Rectorates, National Council of Higher Education and the MoESTD. The effects of the projects were multiple and positive, such as: modernised study programmes comparable with EU models, improved infrastructure and equipment, established structures within the universities to foster innovation and interaction between university, business and technology, significant mobility of academic staff and students. As National Tempus Office pointed out, there have been no similar opportunities within the EU programmes for teachers and students from pre-university education so far, which are believed that would have led to additional positive effects to the sector.

During the period under evaluation, Serbia has submitted proposals for all four FP7 Programmes (Cooperation, Ideas, People and Capacities). According to the statistics of MoESTD, most successful were the applications within the Cooperation and Capacities programmes. Taking into consideration this statistics and objective of the Capacities Programme to enhance the quality and competitiveness of European research, to create regional research-driven clusters and to conduct researches for the benefit of Small and Medium-Sized Enterprises (SMEs), it can be concluded that Serbia obtained good results in FP7 as far as trans-national research cooperation is concerned; further efforts are necessary, in particular for more effective engagement in Marie Curie actions and participation of SMEs in Industry-Academia Partnership.

As far as ODA support to youth is concerned, one of the notable results was the adoption of the National Strategy for Youth and Strategy for Career Guidance and Counselling and corresponding Action plans. The most visible result is the establishment of Youth offices which developed local youth action plans and implemented many activities such as: establishment of youth associations, initiating international cooperation (e.g. cross-border cooperation), supporting youth volunteering initiatives, peer support for getting acquainted with healthy lifestyles, spending free time constructively through increased access to sports, improvement of work with vulnerable groups by providing them information on education, employment and cultural activities, organizing trainings for them, providing grants for starting up a business (through Youth Employment Fund), etc. Effectiveness of participation in EU programme "Youth in Action" is assessed by various stakeholders to be strong. With 182 funded projects, Serbia has been a leading partner country in this programme.

In the social inclusion area, an important ODA result was the adoption of the new Law on Social Welfare (2011), related by-laws and rule books. The law provides the basis for embedding the practices and solutions in social care provision developed and piloted in projects funded by various donors as well as the framework for developing pluralism of services; it includes the development of a modern regulatory system for licensing and inspection and facilitates the development of CBSS in underdeveloped municipalities as well as further deinstitutionalisation, using earmarked state funding. The feasibility work on options for delivering social assistance, carried out in 2007 with the support of

⁷⁶ Activities are gradually moving from European Module and Jean Monnet Chair to Jean Monnet Centre of Excellence and "Ad personam". So far, Serbia does not have an approved funding for Jean Monnet Chair due to demanding requirements related to biographies of applicants and the required minimum number of teaching hours per year in the field of European integration studies.

ODA⁷⁷, resulted in the realignment of equivalence scales for cash benefit payments; it also informed the new law on social welfare and International Monetary Fund and World Bank recommendations that expenditures in social assistance should be increased to reduce the risk of poverty in the wake of the financial crisis. Other key sector result was the deinstitutionalisation and development of alternative forms of care. In this respect, ODA has been instrumental in helping the country set up a foster care network, improve the cash benefits system for poor families with children and pilot community-based social services for vulnerable children. Another sector objective was to ensure a better coordination of social provision among various services. Since 2006, ODA have supported the LSGs to develop social policy strategies to address social, educational, employment, health and housing needs and to prepare for the use of earmarked state funding, which was regulated later on in 2011. Investment has been also made in developing the LSGs' capacity to conduct participatory strategic planning processes in partnership with key local stakeholders. Another significant result is the development of local plans of action for children in a number of municipalities which became a forum for promotion of inclusive policies. Local action plans for Roma inclusion were also developed in a number of municipalities, however they are rarely used as guiding documents at local level.

Some other evidence and data depict the sector results supported by ODA: national minimum quality standards approved for priority CBSS; 413 CBSS, provided in 138 local communities, out of which 52 CBSS for children with disabilities, employing 373 people (of which 255 women) and serving 873 children; social welfare inspection to monitor compliance with national quality standards in place; case management and supervision introduced in the centres for social welfare, with 1,453 case managers and 253 supervisors trained; new rule books of social welfare centres (SWCs) in use⁷⁸; over 70 accredited training programmes for social professions; over 122 local social policy plans and 150 Roma inclusion plans; pedagogical assistant position (former Roma assistant) mainstreamed into the education system.

At the same time, ODA has not been sufficiently effective in ensuring country-wide, quality CBSS; fiscal decentralization within the social welfare sector has not progressed in an optimal rhythm; capacity and budgets of LSGs vary considerably, while the financial and regulatory mechanisms to enable integrated, cross-sector social services are still to be built. Another shortcoming is in the area of targeting child allowances, where inclusion and exclusion errors are particularly high. Support to biological family to avoid unnecessary separation of children is still weak. Social inclusion of Roma remains a challenge. Active inclusion is in an early stage of development.

EQ: Have suitable and appropriate indicators been established, allowing for reasonable and efficient measuring of results and outcomes?

The ODA assistance in the HRD sector is often reflected in ambitious results frameworks, whereby indicators, particularly at outcome level, are overly ambitious. Many projects tend to have inconsistencies in the vertical logic; project implementation shows frequently good results in terms of outputs achieved but it is not always clear how are they linked to outcomes and how are they contributing to estimated impact of the respective intervention.

The monitoring of different EU funded projects in employment, via Results-Oriented Monitoring (ROM) reports, indicates weaknesses and often inconsistency of indicators relating to project purpose, as well as weak quality of results frameworks of ODA projects; there is not sufficiently good description of how

⁷⁷ Oxford Policy Management, 'Options for Delivering Social Assistance: A Feasibility Study', April 2007 – a study carried out within the DFID/Norway-financed project "Supporting the implementation of the Social Welfare Development Strategy"

⁷⁸ The new Rule Book on Organisation, Norms, and Standards of the Centres for Social Welfare (CSWs) developed with ODA support replaced the legislation which was more than 30 years old, containing few systems for monitoring CSWs performance, thus limiting the Ministry's options for enforcement.

successful implementation of activities will produce the estimated effects at the level of national institutions⁷⁹. The review of ODA supporting labour projects conducted within the scope of this evaluation indicate similar shortcomings as indicators are not sufficiently adequate to measure outcomes and impacts of assistance. In health, the results frameworks are of different quality. The ones of the project focusing on delivery of equipment are clear and consistent. The frameworks related to system support are weaker and ambitious in relation to the level of support and guidance from the Ministry of Health and health institutions, which is reflected in the challenges faced by the projects on palliative care and cancer screening.

The ODA in the education sub-sector reflects quite ambitious results framework, too. Indicators, particularly at outcome level, are overly-ambitious and in some cases are not measurable and time-bound. The situation in the field shows that the results in some of the projects will be difficult to be achieved within the given timeframe due to the length of procedures for certain activities as well as because of dependency of the project objectives on various assumptions (e.g. readiness of actors to cooperate and support the activities) presented in the project logframe. These aspects have been highlighted by various monitoring missions⁸⁰. Still, due to the effort, flexibility and ability of technical assistance teams, progress in implementation has been achieved even in an uncertain institutional decision making environment.

SSI: The modernisation of the VET system remains a central theme of the HRD sector. Particular attention should be paid to measures adopted to address the definition and introduction into the system of pilot profiles and the status of Regional Training Centres. Evaluation tasks: analyse the implementation so far of these measures and likelihood of their implementation in future; identify what needs to be done for their full implementation and by whom

Serbian economy suffers from a shortage of skilled labour. Labour supply has been only gradually adjusted to the increasing demand for highly skilled workers, especially in manufacturing. The mismatch of qualifications and skills continues to act as a drag on for the development of the economy. In order to forge an effective link between the education system and VET programmes, on the one hand, and the labour market on the other hand, the ODA has provided successive investments in the VET reform during the last decade. Reformed VET profiles have been piloted in over 150 VET schools all over Serbia, but still not all of them are systematized.

Procurement of equipment for 100 VET schools in IPA 2012 is subject to fulfilment of a conditionality: "With regard to 2012/2013 academic year for 5 new profiles the procedure was completed and they will be introduced into the system. 8 profiles in the field of medicine and social welfare and 4 profiles in the field of agriculture, electronics and mechanical engineering, have been sent for the approval to the vocational education and national education councils and several of those profiles should be introduced into the system in 2012/2013 as well. In addition, at least 10 new profiles will be introduced for the academic year 2013/2014 before the IPA 2012 contracts are concluded. The supply contract will be procured on condition that there is sufficient progress towards meeting the benchmarks/indicators specified above. Serbian authorities will provide evidence on progress towards meeting the benchmarks/indicators to the Contracting Authority, who will decide on launching the procurement for supplies accordingly." (IPA 2012 Sector Fiche Social Development, pages 26-27)

⁷⁹ For example, the ROM report on the Project "Technical Assistance to enhance data management, forecasting and monitoring and evaluation capacity of the National Employment (NES)" states that "The Objectively Verifiable Indicators (OVIs) related to the Overall Objective (OO), as in the draft IR, were overly ambitious and not measurable within the context of the TA (for example "unemployment in Serbia decrease by 10% in 3 years after the project completion")".

⁸⁰ For instance, the ROM report on IPA 2007 project "Modernization of VET system in Serbia" states the following: "Owing to the sizeable number of expected results, the Project seems over-ambitiousthe expected results are not clearly formulated and are not supported by adequate and measurable indicators. The Logframe present Assumptions such as readiness of MoES, ministries and other actors to support the VET Reform". Another ROM report on IPA 2008 project "Support for Quality Assurance within the national primary and secondary education examination system" concludes that "The implementation timescale and range of interrelated activities seem ambitious, as a result of the project's subjection to high-level political decisions in implementing the education reform".

Based on the information provided to the evaluation team during the field mission by the MoESTD ("Overview of profiles 08032013", internal document of the Ministry) as well as review of reports published by the National Education Council (<http://www.nps.gov.rs>) and of the rule-books concerning the curricula for VET profiles (<http://www.mpn.gov.rs/>) - Regulations (rule-books), the situation is the following:

- 8 profiles in the field of Medicine and Social Welfare (CARDS) introduced as pilot profiles in the school year 2003/2004;
- 3 profiles in the field of Forestry and Wood Processing (IPA 2007) introduced as pilot profiles in the school years 2005/2006 (carpenter) and 2007/2008 (upholsterer-decorator and technician for primary wood processing);
- 3 profiles in the field of Electrical Engineering (IPA 2007) introduced as pilot profiles in the school years 2003/2004 (electro-technician for vehicle electronics), 2006/2007 (mechatronics technician) and 2007/2008 (electrical technician for telecommunication);
- 1 profile in the field of Construction and Geodesy (CARDS) introduced as pilot profile in the school year 2003/2004;
- 1 profile in the field of Trade, Catering and Tourism (IPA 2007) introduced as pilot profile in the school year 2007/2008;
- 1 profile in the field of Economy (GIZ) introduced as pilot profile in the school year 2007/2008.

These pilot profiles have been evaluated by the Council for Vocational and Adult Education and received a positive opinion. They were passed to the National Education Council for further review. Meanwhile, standards of qualifications and curriculum for introduction into the system have been prepared. At a joint meeting of the two councils (March 2013), it was concluded that the profile of Construction of Geodesy needs further harmonisation prior to consideration by the National Education Council, while the profiles in the field of Medicine and Social Welfare require an amendment to the standard procedure for introduction into the system as these are regulated professions. **IPA 2012 conditionality concerning the introduction of new profiles into the system has thus been not met at the time when the evaluation was conducted.**

This leaves the country with a fragmented curriculum structure and unevenly developed schools. One of the reasons stems from unclear and complicated procedures for systematization of pilot programmes into the regular VET system, involving two different Councils (National Education Council and Council for VET and Adult Education) and the MoESTD in the adoption of VET curriculum.⁸¹ Other reasons consist of insufficient involvement of social partners, incomplete analysis of labour market needs, inconsistent methodology for development, monitoring and evaluation of pilot programmes and uneven commitment of the responsible government structures. A step forward to overcome the situation has been made with the conclusion of an agreement between the two Councils to establish clear procedures for review and approval of the pilot curricula. Furthermore it is proposed that both Councils should consider the curriculum as a whole. As showed above, another issue regarding systematization of pilot programmes refers to the regulated professions as defined by specific EU standards (e.g. in health). In this regard, there is a need to include exemptions (amendments) in the existing legal procedures.

A positive start in the development of continuous vocational education and training was the establishment of Regional Training Centres (RTCs) within VET schools⁸². The assistance has supported the enhancement of RTCs' capacities to develop and implement training programmes for adults in a close cooperation with social partners (companies, NES). IPA 2007 "Modernization of VET" has contributed to the development of procedures for accreditation of training programmes and adult training providers. Today, RTCs are leading regional institutions for VET and adult training, managing over 40 training programmes, accredited by the MoESTD and NES. Another positive effect of ODA investments

⁸¹ According to the law, the development and improvement of VET as well as curriculum adoption is under the authority of two institutions: National Education Council and Council for VET and Adult Education. General subjects curriculum is adopted by the first institution, while the vocational subjects curriculum are adopted by the MoESTD following the proposal of the second institution. This complicated procedure led to the piloting of some programmes for the last 9 years, although the legal limit for experimentation is 5 years.

⁸² Under the CARDS 2006, RTCs in five VET pilot schools have been established.

in RTCs is the introduction of a new methodology for recognition and certification of previous learning. The methodology has been successfully piloted in RTC Zrenjanin. In order to preserve the achieved quality level of service provision in RTCs and to enable transformation of their activities from additional into regular ones, they should be accredited as institutions for adult training provision. In this regard, the MoESTD needs to be further supported to develop a comprehensive accreditation methodology and a National Accreditation System.

Provision of training for the unemployed would be more effective if the NES annual planning is indicative rather than too strict, so that fast changes and emerging needs of the labour market are addressed. In this regard, a connection between the RTCs and NES data bases on supplied – demanded training programmes could contribute to dealing with the issue more effectively.

SSI: A new Strategy on Education has recently been adopted. Evaluation tasks: assess links and synergies established with the VET system; identify ways to better explore these links/synergies

The new Strategy on Education should harmonize and coordinate the reform activities in all education sub-systems. Long-term goals that are binding for the education system as a whole and for each of its sub-systems are the following: 1) increasing the quality of processes and outcomes of education to the maximum achievable level; 2) increasing the coverage of the population at all educational levels; 3) achieving and preserving the relevance of education; 4) increasing efficiency in the use of educational resources. In the light of the above, the linkage between the new Strategy and the VET system is reflected through the following specific goals:

- establishment of a National Qualifications Framework (NQF) as key instrument that supports wider national education and training reform;
- fostering social dialogue and involvement of all stakeholders in VET development;
- establishment of a system of certification of prior learning / recognition of non-formal and informal learning in a lifelong learning perspective;
- establishment of a system of accreditation for employers/certification of trainers that conduct practical instruction of students in the companies;
- development of entrepreneurial competences and fostering self-employment.

Indicators in the youth sub-sector refer to the establishment of the legal framework and adoption of strategic documents that set up a ground for systematic approach to youth development.

Outcome indicators of social inclusion projects are often unfeasible for the set timeframe⁸³ and based on unrealistic working hypotheses⁸⁴. In case of some IPA projects, they are not transposed well from project identification fiches to ToR or to contribution agreements with implementing partners, leaving aside indicators which are 'owned' by nobody and for which there is unclear accountability against the set level.

SSI: Social policies should produce real and visible effects on the reduction of poverty and social exclusion. Evaluation tasks: measure these effects; assess whether the national institutional set up to deliver such support appears adequate in terms of effectiveness

The national institutional framework to support reduction of poverty and social exclusion is complex, having the Ministry of Labour, Employment and Social Policy and the social welfare centres at the heart of policy making, respectively implementation. According to the Law on Ministries, the policies of social development are also addressed by Ministry of Education, Science and Technological Development, Office for Human and Minority Rights, the Ministry of Health, the SIPRU within the Office of the Deputy

⁸³ For example, it is unfeasible to imagine that one year and a half would suffice for the deinstitutionalisation of people with mental health disorders based on development of integrated CBSS, given the huge amount of preparatory work (planning, standards, training, etc.) and usual resistance of various stakeholders which takes time to overcome and engage.

⁸⁴ e.g. assumption that employment of unqualified women could be boosted by licensing them as service providers and employing them in CBSS for children with disabilities as these services 'require a low-skilled workforce' is false

Prime Minister for European Integration, the National and Provincial Institutes for Social Protection, the primary health centres and the National Employment Service. Consultation with social partners and civil society is ensured through the Socio-Economic Council (SEC), respectively the SECO mechanism⁸⁵. Most of these institutions benefitted of important capacity building investment from ODA.

The complexity of system brings about significant institutional coordination and cooperation challenges. There are insufficiently developed mechanisms to ensure effective coordination between these bodies in addressing the needs of the sector in a comprehensive and efficient manner. This is reflected in the lack of consolidated data to track the progress of vulnerable and marginalised groups, underdeveloped inter-sectoral services, fragmented approach of the needs of individuals, weak targeting of cash benefits. The law provides for active inclusion of beneficiaries of social welfare, based on strong cooperation between centres for social welfare and branches of NES throughout the country. At the moment, cooperation is *ad hoc*. Other legal requirements, described in the Social Welfare Law, related to deinstitutionalization and development of Combined Community Based Social Care and Healthcare Services, have not so far been met⁸⁶. SECO and the SEC reported that the consultation process is not always optimal. A HRD sector-wide strategy backed by a clear policy coordination and adjustment mechanism as well as by a well-designed M&E framework might be beneficial in ensuring more effective implementation of poverty reduction and social inclusion measures.

4.3 Efficiency

EQ: What is the cost-effectiveness of the support (either on contract or project level)?

In general, cost-effectiveness of ODA is very difficult to assess due to the fact that outcome and impact indicators of projects are often not SMART or of sufficiently good quality to adequately measure and quantify the results of an intervention. Benchmarks⁸⁷ are rarely included in the project documents. Moreover, the various implementation and financial reporting structures in projects involving several partners (which is often the case) make virtually impossible a robust calculation of input-output ratio, per capita costs, cost/unit of achieved results. A project should be designed from start in a way which allows evaluability, including of efficiency and cost-effectiveness, with clear baseline indicators, targets and benchmarks as well as unified financial reporting. As this is not the case, only a general assessment could be done.

Thus, in light of the impediments to appraise how economical a project was, using economic and financial measures of cost-effectiveness, efficiency of ODA interventions could be assessed by identifying processes and actions that illustrate the extent to which the implementing organisations undertook to achieving the estimated results at minimised costs and the least costly resources possible. Box 3 presents an example from the inclusive education area.

BOX 3. Efficiency Assessment of the 'Joint Programme for Roma and Marginalised Groups Inclusion through Education'

Timely delivery of programme activities: The Joint Programme suffered no delays and if implementation has strayed from the initial planning, the reasons have been duly justified and transparently agreed upon. It certainly played in favour of the programme that the partners were able to merely "roll over" the implementation of the

⁸⁵ SECO is a consortium of CSOs of minimum three partners, where one is clearly identified as a lead partner. For the HRD sector, SECO consortium is composed by Belgrade Open School (leader), European Movement in Serbia and Union of Employers of Serbia; it has a network of 35 CSOs.

⁸⁶ Answers to the questionnaire for MoH and MoLESP presented in Annex 10 of the Inception Report of Hifab Consortium, IPA 2011 "Enhancing the position of residents in residential care institutions for persons with mental disability and mental illness and creation of conditions for their social inclusion in the local community", December 2012.

⁸⁷ e.g. in relation to other similar projects in Serbia or other countries with similar contexts, or cost of institutionalisation vs. alternatives to care.

activities when the Joint Programme commenced.

Local experts and network partners provide a significant part in the roll-out of the projects: All partners almost exclusively collaborate with local experts and local partners. Making use of local expertise – rather than international consultants – is an appropriate means to reduce costs. The interviewees assessed the quality of the local experts and the services they rendered commonly as high.

Volunteers and Roma community members are key contributors to the project's efficiency: For instance, the average monthly cost of a PHV⁸⁸ coordinator, amounts to approximately RSD 8'000 (gross), which is equivalent to approximately CHF 100. Youth volunteers, who facilitate the workshops and who are not being compensated for their work, have contributed with more than 850 hours of pro bono work. The deployment of more than 400 volunteers in all activities therefore brings about noteworthy savings compared to the deployment of regular staff.

Cost considerations have often played a role in the project management: Discussions with project staff of the sub-contracted partners reveal that these organisations have been guided by cost considerations in their project management. Routinely they sought to procure best value-for-money services.

Significant resources (human, time and financial) were invested into making the Joint Programme "joint": Interviews with programme stakeholders reveal that the investment of time and effort to facilitate the coordination and cooperation of the project were disproportionate to the actual achievements in terms of joint implementation. The fact that the implementing partners have different project and financial reports adds to associated costs.

Source: BSS Economic Consultants, 'External Review of the Joint Programme for Roma and Marginalised Groups Inclusion through Education', Basel, 2011; the project was co-financed by Swiss Development Cooperation

Several of the efficiency features detailed above are similar to many social inclusion projects i.e. timely delivery in general, use of local experts, volunteers and community resources, cost considerations in project management. The numerous community-based projects supported by ODA before 2007 (e.g. Social Inclusion Fund) prepared the ground for a good absorption capacity of funds in the following period⁸⁹. The excellent sequencing of ODA in supporting the social welfare reform and development of CBSS have brought about structural changes, with funds spent in a generally cost-effective manner, allowing cross-fertilisation and attracting additional funding for the continuation of reforms. On the other side, there is no mechanism in place for evaluating cost-effectiveness in social care services to benchmark the ones developed with ODA support⁹⁰. The cost-effectiveness of awareness raising campaigns which accompany various projects in social inclusion is doubtful. Often there is no clear link between project indicators in programming documents and the ones translated into the ToR of contractors. The estimated results of campaigns are overly ambitious⁹¹. Their timing is not always appropriate, in some cases ending before the project yielded any significant results which are worth being disseminated. Once the campaign is finished and the contractor gone, there is often no monitoring of its impact and no clear accountability for results. At the same time, there are ODA projects which address sensitive issues, such as provision of alternatives to residential care for people with severe mental disability, and which require thorough understanding and support from the professionals, LSGs, media and general public; still, no awareness raising campaign is foreseen.

⁸⁸ The Promotion of Human Values component aims to promote the recognition and respect of diversity and to prevent prejudices and discrimination among pupils through various interactive learning activities

⁸⁹ For instance, the disbursement rate in case of contracts signed with all 10 clusters of municipalities foreseen in the IPA 2008 Social Inclusion project for the development of CBSS is 90%, waiting for the final report for final payment (Source: CRIS data)

⁹⁰ The only initiative in this direction which was brought to the attention of the evaluation team was of UNICEF which commissioned the study "Expenditures of Community-Based Services for Children and Unit Costs" (Centre for Liberal-Democratic Studies, 2012), as part of the IPA 2008 "Social Inclusion" project to serve as an indication to the MoLESPP in planning earmarked transfers for the development of community-based services, but also to local governments in planning their budgets, and especially in implementing the new Law on Social Protection – with regard to commissioning of social services through public tendering.

⁹¹ For instance, an indicator of a campaign was "10% increase in the number of children with disabilities belonging to ethnic minorities (particularly Roma) placed in foster care instead of residential institutions". There were no other supporting actions in the respective project on foster care, but just a few months campaign to address an extremely demanding type of multiple vulnerability: a child placed in an institution, who is at the same time disabled and also belonging to Roma minority.

A general assessment of cost-effectiveness of ODA in the employment sub-sector shows that the projects supporting active labour market measures resulted in a number of jobs; regretfully, systematic follow-up monitoring of job retention has not been done (See Annex 7, Table 7.3). Even though not yet sufficient, the NES budget for active labour market measures in Serbia is increasing (around 17% of the total NES budget in 2011⁹²), which shows the recognition of the need for such activities by the institution (see Annex 7, Table 7.4).

Support to strengthening the policy and institutional framework for the employment of vulnerable groups, such as PwD, is likely to improve their quality of life. The investment in human resources and in capacities to assess labour market trends resulted in better matching the needs of the labour market through active employment measures.

Cost-effectiveness of investments in the area of labour is reflected in the legal and institutional set ups, whereby new institutions and legislation are now in place. The new Agency for Peaceful Resolution of Conflicts, which was established as a result of support by ODA, is now an operational institution for prevention of labour conflicts, which are very costly and bring other negative effects on the economy of a country. The lack of adequate government monitoring system does not allow however for insights in the contribution of the Agency to the decrease of strike cases, work related injuries and other incidents that affect negatively the economic growth.

ODA assistance for the procurement of health equipment, ambulances and other medical supplies as well as rehabilitation of health care facilities has definitely been cost-effective from the perspective of ensuring better services to citizens. Investment in increasing skills and knowledge of health professionals has brought positive effects in the provision of health care at different levels. However, investment in capitation of health care, reforms pushed also by ODA and financed through the EU (CARDS) Project "Support to the Implementation of Capitation Payment in Primary Health Care in Serbia" implemented in the period 2007-2010, did not lead to the expected effects and efficiency. This is due to the lack of readiness of the domestic partners for practical changes in financing and remuneration mechanisms. Other projects for introduction of innovative approaches to health care organisation and management do not have a positive perspective of cost-effectiveness, despite the enormous need for such services in the country. The Palliative Care project is one of these examples. Even though the EU and the Ministry of Health invested in the establishment of the system through rehabilitation of premises and purchase of equipment, the feedback from relevant stakeholders interviewed during the field phase of this evaluation indicates that, for example, beds purchased by the project are standing unused in clinical centres.

Investment in educational equipment and reconstruction/expansion of facilities of institutions at all educational levels (pre-school, primary, secondary and higher education) has been cost-effective as it achieved its objective to improve the teaching and learning environment, to provide better educational services for beneficiaries and to broaden the access to education for all, especially for those from disadvantaged groups. Investment in the human capital of the education system has been also cost-effective from the perspective of the number of teachers trained to implement but also to develop new outcome-oriented curricula, to develop special programmes for pre-school education, to practice active teaching and learning methods, to work with adults and to conduct programmes of inclusive education. The introduction in the education system of professionals, trained to work with children from marginalized groups, with their families and the community, to help vulnerable adults entering the functional elementary education programmes and provide them with the possibility to increase their

⁹² Table of NES Expenditure for 2011

education level and perspectives for employment (pedagogical and andragogical assistants⁹³), has been also an effective use of ODA money with good return on investment in the long run, considering the costs for the society if not investing in their education (unemployment, reliance on social assistance, poverty and exclusion). Furthermore, cost-effectiveness is highlighted by the positive change and new trends in the way educational institutions plan, work and perceive their own role in the closer and wider surrounding as well as their new role and perspectives in a decentralized system. It is also reflected by the establishment of the Council for VET and Adult Education, the National Education Council, several Sectoral Councils with a mandate to enhance the social dialogue, which is of a crucial importance for the development of a skills-demanded VET system. Cost-effectiveness education in the field of higher education is reflected in modernized study programmes, improved infrastructure, established structures for student career guidance and counselling as well as for cooperation between university, business and technology, improved governance and management of the reform in higher education in line with the Bologna process and the Lisbon agenda. Investment in education brought about positive change in the quality of life and new prospects for marginalized people. By providing the possibility to increase their education level (introduction of FEEA), new perspectives and employment opportunities are created for these people. The delays in the VET reform have affected the cost-effectiveness level of ODA investment so far.

In the area of youth, cost-effectiveness is demonstrated by the new social and institutional environment created with the support of ODA that contributed to change the position and role of the young people in society. Youth associations and youth offices have been empowered to form associations and undertake their own initiatives and voluntary activities that increase sensitivity to accept cultural diversity, ability for conducting peer education on violence prevention and promotion of healthy life style as a good investment for the future.

EQ: To what extent have the donors' chosen implementation modalities been relevant and efficient and aligned with each other?

A comprehensive review of delivery modalities of ODA has been done in the recent SEIO "Evaluation of Effectiveness and Efficiency of Development Assistance to the Republic of Serbia per Sector", pointing to the pros and cons of different modalities, and which is in general applicable to the HRD sector as well. The overall conclusion is that the most suitable mechanism depends on the purpose of the intervention and the capacity of the beneficiary. A common feature is the fragmentation of ODA in too small projects, which is inefficient from the viewpoint of transaction costs and ultimate impact. Almost 57.6% of mapped projects in the HRD sector are below 200,000 Euro. In addition, many IPA projects are designed to test innovative approaches and kick-off reforms in the belief that the national counterpart institution will buy-in and embed its good practices within one single project cycle. Implementation of reforms and harmonisation with the *acquis*, on the background of a severe economic crisis, requires a longer-term perspective for assistance than an usual project cycle – also from mitigating the risks to sustainability. The positive examples of sequenced assistance represent an argument for planning future ODA in a way that pays due consideration to this need.

The area of employment has seen many instances when various donors and agencies joined funds to intervene in different areas of relevance. Good examples of such joint actions have been the 'Youth Employment and Migration' (YEM) project implemented by various UN agencies (UNDP, IOM, UNICEF, ILO) with support from the Spanish MDG-F Fund; the SWIFT project funded by Norway,

⁹³ Their role is to help vulnerable adults entering the functional elementary education programmes to overcome social obstacles to learning. As compared to pedagogical assistants whose position has been systematised, the introduction of the andragogical assistant position in the education system as a regular position is still pending.

Sweden⁹⁴ and the EU and implemented by WHO and UNOPS; the Multi-Donor Trust Fund for Labour Markets, Job Creation and Economic Growth managed by the World Bank. While joint projects sometimes make for complex reporting and implementation procedures, they bring the value added of increased synergies between donors and stronger political support that is needed for the reform processes. Bringing together perspectives and expertise of different implementing agencies shows good results in programmes tackling multisectoral or multidimensional problems. The YEM project is a good example of the value that multidimensional initiatives could bring – addressing youth employment and migration challenges of Serbia, by combining employment and social policy objectives and integrating them into long-term national development goals. The final evaluation of this project concluded that it “had a direct and measurable impact on ensuring a more prominent focus on youth employment in national strategic frameworks through the embedding of youth employment targets in the National Employment Strategy; the design and implementation of employment programmes targeting disadvantaged youth; and the development of by-laws for the 2011 Law on Social Protection”. This was mainly achieved through joining expertise of different agencies and hands-on work with national counterparts in charge of employment and migration.

The labour sub-sector has been also the subject of good synergies and coordination among donors. While there is no specific donor working group in this area, the interviews with various stakeholders indicated that there is coordination allowing for better channelling of funds and avoidance of overlaps. It seems that the work within the sub-sector is led by ILO as expert organisation, stirring the work towards adoption of international standards in the field. ILO works closely and has good relations with other development partners, which facilitates the process of development and implementation of projects. It is important to note that foundations, such as Friedrich Ebert Stiftung, invest in this field, particularly to support the strengthening of social dialogue.

Good examples in the health sub-sector of synergies and donor coordination are primarily in connecting supply grants for medical equipment provided by one donor to technical assistance on the use of this equipment by the other. This has been done, for instance, by the Japanese Government and the EU in a project on cancer screening. The breast cancer screening equipment (mammograms) were delivered to 39 health care centres across Serbia with support of Japanese Government in parallel with technical assistance and induction training in the use of equipment. This project was followed by the EU ‘Cancer Screening project’, which built upon the former technical assistance and provided extensive training on the matter as well as extended the cancer screening initiative to cover other types of cancer predominant in the country (colorectal and cervix). This synergy showed excellent results, as the joined funds helped professionalising medical staff to use the equipment in the best manner, but also increased access to screening by citizens, particularly in smaller communities outside of regional centres.

As in the case of employment and health, ODA to the education sub-sector has been channelled through different implementation modalities - technical assistance, supplies, grants, but also works and loans. Technical assistance is a growingly dominant type of support, while the concessional loans are to a large extent used for financing the investments in infrastructure. Combining grants with IFIs’ loans has been also a practice used especially by the EU (e.g. IPA 2007 project “Modernization of VET”). In cases when delivery modalities were combined with works and supplies, the efficiency of the assistance was lower as a result of low quality of technical specifications and/or complicated procurement procedures (e.i. IPA 2009 Improvement of preschool education). The EU assistance for the reform of the VET system in Serbia is an example for sequenced assistance. It has started with a CARDS project in 2003 and, including the last IPA 2007 project, benefitted of donations from the European Union of almost 25 million euro. In addition, policy advice and capacity building for the

⁹⁴ Sweden has closed its support to SWIFT 3.

relevant line ministries, VET and Adult Education Councils as well as the VET Centre have been provided by ETF. The ETF has also delivered guidance and advice on policy level regarding the National Qualifications Framework, on comprehensive methodological framework for the evaluation of pilot profiles as well as expert input to the regular progress reports in close cooperation with the EU Delegation and EC.

In the area of youth policies, donors most often used a combination of grants and technical assistance. The Ministry of Youth and Sports had a crucial role in coordination of donor assistance, ensuring that projects were sequenced and complementary so that to correspond as well as possible to the needs and priorities of the young population in Serbia. This led to efficient utilization of the assistance.

The area of social inclusion has been witnessing several instances when various donors *aligned their procedures* (calls for proposals, selection criteria, monitoring, reporting, etc.) to increase efficiency of resources, synergy and complementarity. A distinguished efficiency feature was the *clustering of municipalities* in an IPA project for economies of scale and budget efficiency, easier access to funding, mutual learning and exchange of experience, a practice which deserves reflection in the coming ODA projects. *Joint projects* were also aimed to bring about more coherence and efficiency in the donors' work. A successful joint project mentioned during our interviews were the one supported by DFID and Norway on social welfare strategy and a technical assistance SDC-Norwegian project addressed to developing the capacity of SIPRU in promoting more effective social inclusion policies. Another modality of ODA delivery took the form of *contribution agreements* whereby a donor entrusts the implementation of a project to an international organisation. This has worked very efficiently so far, an excellent example coming from the field of CBSS for children with disabilities (EC/IPA 2008, Italian Development Cooperation 2008 – donors and UNICEF – implementing partner). *Ad hoc complementarity of funding* occurred during implementation of various projects which has helped the coverage of emerging needs, such as between OSCE, World Bank and Soros Open Society for the promotion of affirmative measures in education of Roma children.

EQ: How well the selected projects/ contracts were linked to other related projects/contracts for more efficient delivery of results?

The projects from the sample selected for the purpose of this evaluation show pretty good linkages with other related projects which have been implemented either before, building upon the experience, lessons learned and tested models, or in parallel for attaining common objectives.

In the employment sub-sector, the EU funded project IPA 2011 "Evidence-based Employment Policy Creation" is built on previous similar interventions funded by IPA, having thus significant positive effects on the capacities of NES to conduct research to gather evidence base for its policies. Other projects, such as the EU IPA project "Treatment of the Healthcare Waste and Implementation of the National Screening programme for colorectal, cervical and breast cancer", were built on previous initiatives, in an attempt to increase the delivery efficiency of results. The National Screening programme was based on the equipment for cancer screening purchased with the support from the Japanese government and technical assistance on the use of equipment for best results in cancer screening. It led to better utilisation of funds and equipment and improved results, given the fact that health care professionals were able to apply the acquired knowledge on new technology.

The same links could be found in education projects. IPA 2009 "Improvement of preschool education" project has made good connection with the UNICEF project "Expanding Early Learning Opportunities for Vulnerable Children". The two projects are implemented through complementary activities in the

area of improving the access to pre-school education and ensuring a better quality of pre-school programmes to respond to the needs of vulnerable children, families and local communities. Another illustrative example is the work of OSCE, supported by EU, for introducing the position of Roma teaching assistant (now called pedagogical assistant – PA), followed by the IPA “Education for All” project for the embedment of this position into the regular education system and SIDA project “Technical Assistance to the OHMR for the Implementation of the National Roma strategy” for the continuation of training of PAs.

GIZ project “Strengthening of the Structures for Youth Empowerment and Participation”, IOM project “Strengthening Serbia’s Human Capital through the Active Involvement of Young People” and OSCE project “Continued Engagement with Youth Offices” are examples of well coordinated projects that resulted in the enhancement of youth offices and strengthening of youth capacities. Other good examples of efficient investment in youth and empowerment of young people are the USAID cross-sector projects⁹⁵ which involved in their implementation key partners such as Ministry of Youth and Sports, Ministry of Regional Development and Local Self-Government, Ministry of Labour, Employment and Social Policy. The projects addressed the youth needs through youth components within various projects. Development activities that have been supported through these projects consisted in the strengthening of youth entrepreneurship and employment, enhancement of youth advocacy and activism, equipping of youth with skill sets required in a global economy.

Almost all projects in the evaluation sample addressing social inclusion were built upon the experience, lessons learnt and tested models of previous projects. Most evident was in the effort to reduce institutionalisation of vulnerable children and develop alternative forms of care. IPA 2008 “Social Inclusion” project (20010-2013) aimed to develop CBSS for children with disabilities is complementary and a continuation of the EU CARDS “Transforming Residential Institutions for Children and Developing Sustainable Alternatives” project, which UNICEF implemented in partnership with the MoLESP (2008-2011). This ensured a realistic design of the IPA project, based on clearly identified needs and a smooth start. Staff continuity in UNICEF and the ministry has also contributed to setting up an efficient working mechanism between both institutions, allowing clear communication and decision-making channels. IPA 2008 is also a continuation of a joint DFID-Norwegian project “Support to the Implementation of the Social Welfare Strategy’ which developed the legal framework and national quality standards for CBSS, followed by their testing at local level, with Norwegian, EU and UNDP funding, within the framework of 122 local social policy plans. The joint project has also triggered other two projects on the accreditation of training programmes for social professions and licensing of social services providers, both funded by Norway.

SSI: The full implementation of the new *Law on Social Welfare* provides for enhanced protection for the poorest citizens by way of efficient financial support, promotion of active inclusion measures and the effective decentralisation of services delivery. Evaluation task: explore synergies between these key elements and the provided assistance

Donors have been aware of the need for synergy between the provision of cash benefits, promotion of active search for a job and delivery of social services at local level. The support provided by ODA for the development of the new Law on Social Welfare was based on a large number of studies, researches, piloting, consultations with key stakeholders. Donors’ recommendations concerning the cash benefits, active inclusion and community-based social services have been well reflected in the law; however, the ones on fiscal decentralisation were not incorporated, as the Government considered that the overall fiscal system and budget appropriations were not sufficiently prepared at the time (2010)⁹⁶. Apart from the new legal

⁹⁵ Economic Security project, Sustainable Local Development Project

⁹⁶ See e.g. the Final Report of OPM on the DFID-funded technical assistance project for supporting the implementation of the social welfare strategy.

possibility for earmarked funding to underdeveloped municipalities, foreseen in the law, to our knowledge no further steps have been taken towards decentralisation.

SSI: Strengthening policy frameworks and institutional mechanisms, as well as building the relevant institutional capacities, are essential to develop effective community-based services supporting children with disabilities. Evaluation tasks: examine how these issues have been addressed by the on-going assistance; examine the general (institutional and informal) framework in which the project activities take place; examine the vertical and horizontal links to different sectors

The Social Welfare Development Strategy (2005) puts an emphasis on deinstitutionalisation, strengthening of foster care and development of community services and support to biological families, in order to avoid family separation where possible.

With the support of ODA, the MoLESP has developed a new Social Welfare Law (adopted in March 2011), which introduced a wide range of social care services for vulnerable groups. The enforcement of the law and implementation of the reforms in social protection have been supported by various donors, most notably EU, Italy, Norway, UK and the UN family.

UNICEF is implementing a large IPA project on “Developing Community-Based Services for Children with Disabilities and their Families” in collaboration with the Republic Institute for Social Protection, Department of Social Work at the University of Belgrade and several NGOs. Its aim is to increase the number of children with disabilities that benefit from community services and thereby contribute to their social inclusion; it also aims to facilitate the transition from the traditional medically oriented approach towards support through a set of CBSS which would allow the children integrate into society. Capacity building takes place at two levels: at national level where the MoLESP is supported to develop its capacity of monitoring, evaluating and supervising CBSS across the country; and at local level where municipal authorities, service providers, centres for social work and civil society activists are equipped to fulfil their respective roles in ensuring that community services for families with children with disability are accessible and meet set standards. Children in social services developed with the support of the project benefit of medical rehabilitation and support in preparing their homework (for those who attend the school).

SSI: International Organisations are important implementing partners of the EC in delivering assistance to Serbia in HRD sector. Evaluation task: assess interaction between different national and international agencies and institutions, including the EU, and effects of this interaction on the efficiency of support and sector results

This Sector Specific Issue has been extensively discussed in the Effectiveness and Efficiency sections above, as well as in the following Impact and Sustainability sections. The main conclusion is that the efficiency of ODA is highly dependent upon good interaction, cooperation and synergy of interventions between the national bodies and international donors and implementing partners. Not only good efficiency level is ensured, but also effectiveness, impact and sustainability. There are good examples and lessons learnt in this respect which have been identified and discussed in various sections of this report.

4.4 Impact

EQ: Have the immediate and intermediate results delivered by the evaluated assistance been translated into the desired/expected impacts, namely in terms of achieving the strategic objectives/ priorities (including with regard to reconstruction and reconciliation, if and where relevant)?

The results delivered by ODA have contributed to positive impacts in the HRD sector in terms of improved legislation and better informed strategies, a more functional institutional framework, strengthened capacities to deliver the strategic priorities in various segments of HRD and better quality of life of vulnerable groups of population.

The assistance to institution building in the employment sub-sector strengthened the government institutions to develop evidence-based policies, demonstrated by good strategies and legislation. Various studies and reports, including EC Progress Reports, acknowledge that the quality of the strategic and legal framework in Serbia is very good, and increasingly in line with EU standards. The current legislation systematises also support to vulnerable groups, such as Roma, PwD, young people, women from vulnerable groups, etc. However, the implementation of strategies and enforcement of legislation have not always been satisfactory; this issue is largely beyond donors' control and depends primarily on the commitment and national ownership transformed into financial and oversight resources of the government.

Introducing innovations in the system usually takes long to be embraced by all parties involved, and the impact of assistance to a large extent depends on the pace in which local counterparts are ready to institutionalise new practices and approaches to work. Plastic examples of these may be found in the challenges faced by the projects introducing palliative care and medical waste management. While there is general agreement that such services are necessary, the national counterparts are slow to take actions in making these services part of their systems, making it difficult for projects to fulfil their purpose. Nevertheless, introduced changes in the palliative care education and purchase of the health care waste processing equipment together with other related activities contributed to the improvement of the health care services and environment protection.

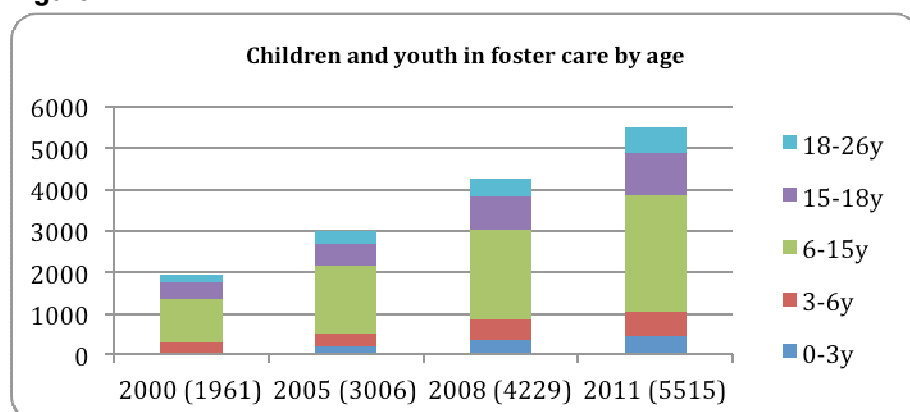
New democratic processes that include social dialogue in decision making are long-term processes. Significant efforts need to be continuously invested in building capacities of social partners and raising awareness of the government of the need to include them in the development of legal and policy measures. The positive impacts on the level of professionalization and ability to voice the needs and concerns of social partners are already visible in the manner in which social partners provide inputs and/or critical opinions on the decisions taken by the government; this is a positive step ahead in this direction.

The impact of ODA in education is relatively good, particularly in the development of a modern strategic and legislative framework, in line with EU standards. Still, an important issue which needs to be addressed is related to the implementation, ownership and coordination of various strategies. Too often, strategies are seen as owned by a particular ministry even though they might have implications for the others as well. As far as legislation is concerned, the legal framework is largely in place, regarding all levels of the education system (pre-school, primary, secondary, vocational, higher and adult education) as well as other segments of the educational process (quality assurance, teaching and learning, assessment, monitoring and evaluation, planning of the teaching process). Further steps are still necessary to fully comply with the EU legislation regarding the education of children of migrant workers and to allow equal access to education to all EU citizens. As mentioned before, implementation of the strategies and legislation is not on a satisfactory level, due to some governance deficiencies within the beneficiary institutions and limited national resources. Also, there is lack of systematic monitoring and measuring of the results in the longer-term and mechanisms that systematically organize cooperation and foster dialogue between interested parties.

ODA impact on the social inclusion of vulnerable groups has been significant in terms of child deinstitutionalisation, development of alternatives to institutionalised care (foster care, CBSS – see

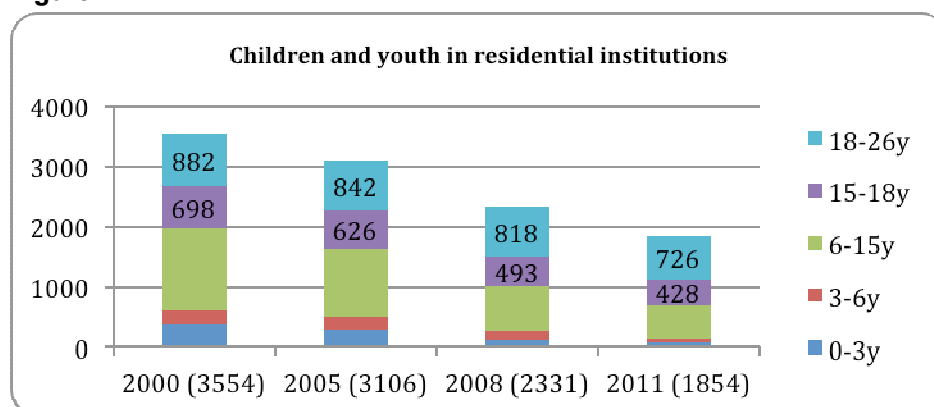
Figures 1 and 2 below)⁹⁷ and inclusive education, and rather modest in improving the position of vulnerable groups (Roma, PwD) on the labour market.

Figure 1



Source: Ministry of Labour, Employment and Social Policy

Figure 2



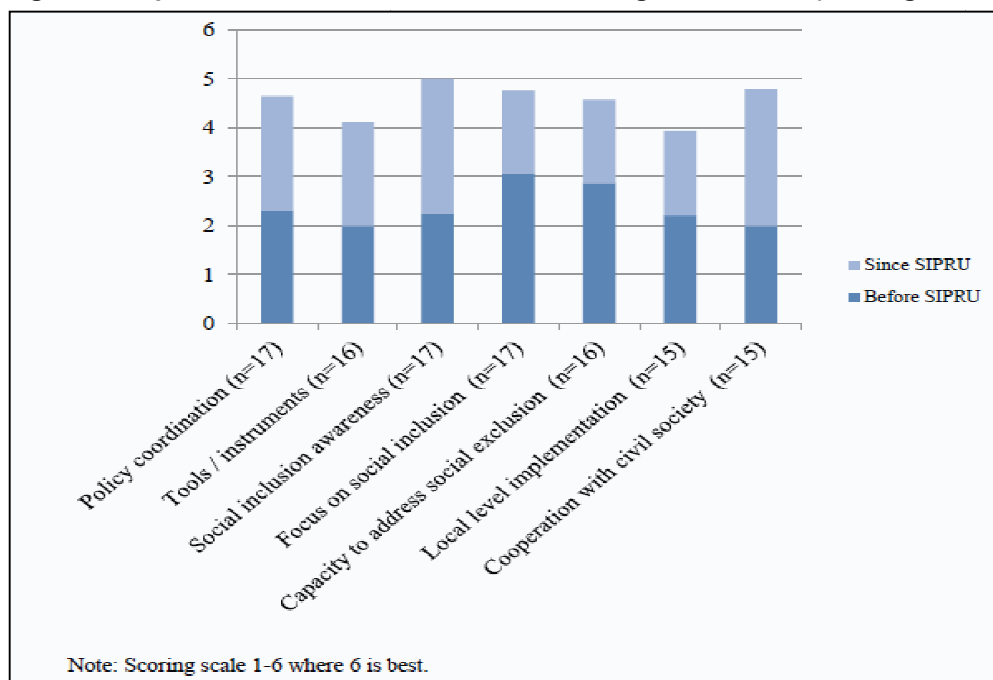
Source: Ministry of Labour, Employment and Social Policy

Indeed, the improved legal and institutional framework as well as the modernisation of standards of work and capacities in social welfare are strong arguments in favour of acknowledging the ODA impact on improved quality of life and social inclusion of marginalised children as well as better protection of their rights. One of the most extraordinary impact of ODA assistance stems from the identification of hidden children with disabilities who were kept hidden by their parents, neither registered in social care nor in the education or health system. It is due to the remarkable effort and dedication of teams that carried out the local mapping of needs within the IPA 2008 Social Inclusion project that 209 such children were identified in the target municipalities and brought into the social support system, which makes the estimated number of cases at country level near to 1,000 cases! Figures also demonstrate an increase in the enrolment of Roma in pre-school and primary education, as well as an improvement of their PISA results⁹⁸. As far as ODA soft impact is concerned, illustrative is the scoring that various stakeholders attributed to SIPRU, the flagship governmental organisation on social inclusion (see Figure 3). It shows significant value added that SIPRU brought about in the public debate, thinking and practice of social inclusion in the country.

⁹⁷ According to UNICEF data, the number of children with disability in institutions is on a continual decrease (2008-1,587, 2011-1,280) while those benefitting from community services is continually increasing (2008-1,247, 2012 – 2,731); the number of municipalities (co)financing community services for children with disabilities is continually increasing (2008-33, 2012 -96).

⁹⁸ Increase of PISA results from 420 in 2006 to 460 in 2009; 8% increase of Roma results compared to previous testing

Figure 3. Impact of SIPRU activities across scoring dimensions (scoring results)



Source: BSS Consultants, 'External Review: Support to Improve Social Inclusion in Serbia. Final Report', Basel, May 2012

EQ: What has been the impact of this assistance? Have there been any additional impacts (negative or positive)?

The period under evaluation has been marked by a global economic crisis which hit hard the country and especially the vulnerable groups⁹⁹. As seen in Table 6, at-risk-of-poverty rate decreased from 2006 to 2009 at the level of the entire population and particular groups. The Gini coefficient, which measures inequality in income distribution, has also decreased from 35.4 in 2006 to 33 in 2010, corresponding to the EU level for the year. However, it started to increase again in 2010, but still below the 2006 levels. The share of the population living below the absolute poverty line¹⁰⁰ increased from 8.8% in 2006 to 9.2% in 2010, while the long-term unemployment reached a level of 14.3% in October 2010 as compared to 9.9% two years ago.

Table 6. Poverty and inequality in Serbia, 2006-2010

Indicator	2006	2009	2010
At-risk-of-poverty rate			
- total population	20.9	17.7	18.3
- population aged 0-17	26.0	22.1	24.0
- households with dependent children	23.3	18.9	21.0
- unemployed people	36.6	30.5	33.9
Gini coefficient	35.4	31.2	33.0
Absolute poverty rate	8.8	6.9	9.2
Long-term unemployment	9.9*	10.9	14.3

* October 2008. Source: SIPRU, 'Monitoring Social Inclusion in Serbia. Overview and Current Status of Social Inclusion in Serbia Based on Monitoring European and National Indicators 2006 – 2012', Belgrade, October 2012

⁹⁹ See e.g. Centre for Liberal Democratic Studies, 'Impact of the Crisis on the Labour Force Market and Living Standards in Serbia', Belgrade 2010

¹⁰⁰ In 2010, approximately 669,000 people, lived below the absolute poverty line, with a monthly consumption of less than RSD 8,544 (€83.5) per consumer unit.

ODA has therefore been very much needed to help the government preserve its achievements over the last ten years in reducing the poverty and improving the living conditions. It is difficult to distinguish the net impact of ODA on the evolution of poverty and inequality indicators, as it requires more sophisticated calculations beyond the scope of this evaluation¹⁰¹. We have therefore assessed the impact more from the perspective of 'contribution', rather than 'attribution' of change. With a contribution of only 2% to GDP, the ODA has tried to channel support based as much as possible on the subsidiarity principle, according to which it intervened in areas where government actions were not that effective. From this perspective, it is fair to say that ODA has contributed to the development of a legal and institutional environment enabling a better protection of living standards and promotion of citizen's economic and social rights; it accelerated the pace of change and gave direction to reforms. Increased professionalism of social service providers and municipalities, supported by various ODA projects, served as basis for a better implementation of the social protection reforms. Provision of better family support through CBSS, another area of ODA vigorous involvement, as an alternative to long-term placement in residential institutions has favoured the inclusion of vulnerable children into society. The work of Roma health mediators and pedagogical assistants impacted in a positive way the health status and education of Roma. ODA support for the development of the new social welfare legal framework has paved the way towards a more efficient and responsive social protection system.

Investments in improvement of employment trends in Serbia through institution building of employment related institutions and direct support to active labour market measures have brought about positive changes in channelling support and assistance to hard-to-employ groups in the country. These efforts resulted in improved employability of vulnerable groups, as presented in the Tables 7.1 and 7.2 in Annex 7. However, concrete and accurate data on the number of people belonging to these groups who gained employment is not precise. NES data show a trend of increasing numbers of persons registered with NES and who benefitted of active employment measures (see Table 7).

Table 7. Overview of Employment Trends in Serbia (2010-2012)

Year	Total employment in Serbia	Employment of persons in NES records	Employment of persons in NES records participating in active measures¹⁰²	Employment with mediation by NES¹⁰³
2010	703,773	140,577	55,000	27,381
2011	945,926	183,452	67,000	35,576
2012	1,106,114	205,295	72,000	32.998*** ¹⁰⁴

Source: NES data

The focus groups conducted for the purpose of this evaluation and analysis of relevant evaluation reports show that the overall impact of these measures was the improvement of quality of life of vulnerable groups and increased social inclusion, particularly of PwD and Roma. Nevertheless, as mentioned above, the impacts of global economic crisis and its effects on economic trends in Serbia do not paint a positive picture on the unemployment trends, especially among vulnerable groups. These stubborn negative trends blur the picture of success and impacts of the investment in this area. It is however fair to say that people who participate in active labour market measures tend to be more employable than those from the same groups who did not benefitted of support. At the same time, the support to building capacities towards evidence based policy-making and policy reforms in the country has led to stronger policies and institutional capacities to influence the trend to the extent possible. Worth mentioning is also the fact that the budgets of NES for active labour market measures have been increasing, the 2011 budget for these measures being double than in 2010.

¹⁰¹ e.g. comparing actual developments (gross effects) with a counterfactual scenario in which Serbia would not have received ODA support

¹⁰² All active labour market measures, including mediation based on recorded needs for employment, implemented by NES

¹⁰³ It relates to jobs obtained by NES beneficiaries as a result of NES mediation services, following employers' request for assistance to find adequate candidates for job placement

¹⁰⁴ Records for 2012 are not final due to time needed to close recorded need of employers.

The development of social dialogue is a long-term process. It requires changes in perceptions and approaches related to the engagement of all social partners in a dialogue and accepting their inputs through a democratic process of decision making. Serbia has a relatively short tradition of social dialogue, geared up after the democratic changes started in 2001. The social dialogue strengthening processes started basically from scratch, with weak capacities of social partners, weak general understanding and recognition of the value and concept of such dialogue for reform processes. The investments of ODA in this area have contributed to incremental changes in the way in which the dialogue is performed now and the level to which social partners may participate and be included in decision-making processes. Empowerment of the SEC through a range of capacity building and support activities has increased its profile within the governance system in Serbia. However, the SEC is yet not fully recognised as an important advisory body of the government and its capacities are not utilised to the extent necessary in decision making. Investments in law enforcement agencies, such as the Labour Directorate, aimed to increase the level of awareness and knowledge of its staff on legislation and approaches to strengthening control over respect of labour-related laws. However, the evidence shows that there are no significant improvements in the effectiveness of this body. In addition, OSH data show a high number of cases of work related injuries¹⁰⁵, which is a direct consequence of insufficient progress in the enforcement of new legislation on OSH. There is no separate law on mandatory insurance in case of work injury that would take into account the reduction of work injuries as a result of risk assessment. Additionally, there is no systematic data collected on work-related injuries, making it more difficult to have evidence base on changes in trends. Recently published data on participation in labour force show that women are still discriminated on the labour market, getting lower salaries and having less employment prospects¹⁰⁶.

The health reforms have been underway throughout the last decade, with significant support of ODA and loans from EIB and World Bank. These efforts have contributed to improvements in the overarching policy framework of the health system in the country and related strategies and legislation, increasingly in line with EU and international standards. Particularly important is the strengthening of legislation on health insurance and health care, which increased the access to public health care services, including that of vulnerable groups; in the particular case of Roma, they can get health insurance coverage once they are registered with the social welfare centres, despite challenges they face with legal residence. However, the implementation of these laws and strategies is very much dependent on the level of commitment and motivation of the relevant health institutions, changes in mind-sets of medical staff on innovations in health care and on ensuring equal access and respect for the rights of all citizens accessing the health care. Positive impacts are also expected in other areas of health care assisted by ODA. Concretely, it is expected that the access to cancer screening and palliative care will improve the quality of life and prevention of cancer in overall Serbian population. The investment in health care waste disposal will significantly improve the systems of waste disposal and contribute to environment protection in line with EU standards in this area. However, all these impact prospects are heavily dependent on the commitment and recognition of the relevant government institutions of the need and value of sustaining such new interventions.

As far as education is concerned, ODA had an important impact in various spheres of this sub-sector. The legal framework for all levels of the education system (pre-school, primary, secondary, vocational, higher and adult education) as well as for different segments of educational process (quality

¹⁰⁵ The total number of recorded occupational accidents in 2005 was 21,900, of which 966 were serious accidents and 38 were fatal. In 2007 the situation was worse: 1,302 people suffered from serious and lethal work related injuries. Large number of deaths and injuries took place in hazardous industries such as metal industry and mining (644), construction (279), agriculture (38) (Source: International Labour Organization, 'Independent Evaluation: Integrated approach to move Serbia forward towards implementation of the decent work country programme', 2010, Belgrade Serbia)

¹⁰⁶ The recent study commissioned by UN Women "Gender pay gap in the Western Balkan countries: Evidence from Serbia, Montenegro and Macedonia" indicates that a woman with the same labour characteristics as a man earns 11% less.

assurance, assessment, monitoring and evaluation, textbooks and other teaching aids) is largely in place and strategies are developed. For instance, in the quality assurance area, an integrated national quality assurance system is in place in higher education, complying with the Standards and Guidelines for Quality Assurance in the European Higher Education Area (EHEA). Higher education institutions have a legal obligation to develop internal quality assurance systems that are an important element on the basis of which programmes are assessed for accreditation.

Capacity development within the operating structure and the beneficiary organisations is seen as one of the main impacts of assistance. Investment in human resources led to new practices in the way educational institutions plan, work and assume their own role in relation to their beneficiaries and in the community.

ODA has impacted in a positive manner the end beneficiaries and their quality of life, by: increased quality of their teaching and learning process; more children with developmental disabilities and other vulnerable children (Roma, IDPs, etc.) included in the mainstream education¹⁰⁷; increased enrolment in pre-school education; reduced levels of dropping out; easier transition from school to work due to career guidance and implementation of students' practice as part of new curricula in partnership with employers on the local market or through placements of university students abroad, which increased their practical skills and facilitated faster employment¹⁰⁸; better opportunities for adults from disadvantaged backgrounds to re-enter the education system, get a qualification and be more employable on the labour market.

At the same time, there have been some obstacles which prevented ODA to have a more consistent and sustainable impact. For instance, modernized profiles in VET have proved to be successful and attractive for the students, yet their systematization started almost a decade ago is still not finished. On the other hand, poor internal programming processes at the decision-making level, limited administrative capacities, insufficient coordination and transparency among responsible institutions and a gap in social dialogue have resulted in weak governance of the VET sector which reduced the estimated impact of successive ODA investments in the VET reform. Another example is related to the Functional Elementary Education for Adults (FEEA), also supported by ODA. The FEEA pilot programme, along with the work of andragogical assistants, has led to better inclusion of vulnerable groups of all ages in the educational process. However, it could have had a better impact in case some issues were sorted out, notably the manner and scope of its financing from the state budget, connection of general education and VET to FEEA, cooperation mechanisms between line ministries, the NES and VET schools within the FEEA, quality check of the adult education programmes provided by elementary schools.

A significant impact of ODA has been identified in the utilization of funds from EU programmes, notably Tempus, Erasmus Mundus and FP7. The Tempus programme has enabled progress in the

¹⁰⁷ By Law, schools are now obliged to develop individual education plans for students with specific needs and enrolment policies are substantially liberalized for children from vulnerable groups: admission in primary schools without identity documents (of particular relevance for internally-displaced children and Roma children who often live in unregistered settlements); cancellation of psychological tests and assessments as a precondition for enrolment in mainstream primary schools; lower admission standards; scholarships based on social criteria for students who enrol in secondary education; additional educational support to students from vulnerable groups and their parents through the introduction of the position of 'pedagogical assistant' in the kindergartens and elementary schools.

¹⁰⁸ Internships, summer jobs and part-time work for employers which organised practical training, as part of the new curricula developed with the support of ODA, proved to be adequate measures to improve students' practical skills and to support faster employment. There have been notable examples of pilot schools arranging summer jobs for their pupils in hotels, restaurants, tourism agencies, workshops, agricultural holdings etc. These activities usually took place on the local labour markets, but also in the form of placements abroad based on international cooperation, supported by ODA, between Serbian and foreign schools or through cooperation between different cities.

higher education reform and in the implementation of the Bologna process¹⁰⁹. The Programme had a direct bearing on the drafting of the new higher education legislation, reform of university governance, management and finance. The Tempus programme has also contributed to harmonisation in higher education system in terms of unified curricula and improved teaching methods; strengthened cooperation, partnerships and joint degree programmes between universities from Serbia and EU member states/partner countries; introduction of study programmes aimed at increasing the entrepreneurial, innovation and research potential of graduates; setting up of alumni associations, strengthened student associations and student services, including career counselling and promotion of close links with local and regional economy through technology and knowledge transfer (see Box 4 below), in line with Lisbon Strategy.¹¹⁰

BOX 4. Tempus projects promoting links between universities and the economy through technology and knowledge transfer

"National Platform for Knowledge Triangle in Serbia"

(applicant: University of Nis in partnership with ministries, chamber of commerce, other universities); start year: 2009; budget: 0.879 million Eur)

The Education Development Strategy (2020) and the Strategy of Scientific and Technological Development (2015) in Serbia address important issues for the development of education and research, but do not complement each other enough and only partially touch the area of innovation. The project activities implemented in close cooperation between partners succeeded to gather all relevant stakeholders in research, education and innovation in Serbia (policy-making bodies, higher education, research institutions and companies) to establish a national platform for knowledge triangle, to raise awareness on knowledge triangle importance as well as to initiate the establishment of an organizational structure for knowledge transfer at some Serbian Universities. Technology Transfer Centres have been set up within the University of Belgrade and University of Nis, aiming to promote cooperation and links between researches and industry.

"Virtual Manufacturing Network. Fostering an Integration of the Knowledge Triangle"

(applicant: University of Kragujevac in partnership with regional development agency and companies); start year: 2008; budget: 0.687 million Eur)

Within the project, Collaborative Training Centres in four Western Balkan Countries have been set up and equipped. The centres aimed at enhancing collaboration between universities and industry by: developing and implementing a new model of university-enterprise cooperation, modernization of VET to address the needs of the labour market, providing students with opportunities to gain practical experience in industry and raising awareness about the importance of knowledge triangle (research, education, innovation) for the future development and prosperity.

(Note: More information in Annex 6, vol.2 of the Evaluation Report)

As mentioned previously, due to certain strict preconditions which were unable to be met by most Serbian potential applicants, only three Jean Monet projects were funded in the period 2004-2012. They aimed to promote European integration studies at three state universities in Serbia¹¹¹ by enriching the curricula of existing undergraduate/specialisation/master/ courses with new modules focused on: business processes in EU and possible modalities of cooperation with EU enterprises, EU constitutional values, rules and mechanisms and European economic Integration. The overall impact of the Jean Monet programme to date has been however minimal, given Serbia's limited participation.

¹⁰⁹ The promotion of the Bologna principles in Serbia is actively supported by the appointment of Bologna promoters. Senior management staff has been trained to disseminate experiences widely and continuously.

¹¹⁰ The central theme of the EU Lisbon Strategy is the integration of education, research and innovation as key drivers of the knowledge economy, in order to achieve sustainable growth and to strengthen the EU's position in the world market

¹¹¹ University of Belgrade, Faculty of Political Sciences; University of Novi Sad, Faculty of Electrical Engineering; University of Nis - Faculty of Economics

The evaluation of impact upon the students who benefited of scholarships within Erasmus Mundus and other EU and bilateral programmes is dependent on the availability of information about the use of grants/scholarships and the qualifications acquired. At the moment, the national authorities do not have access to such information and were thus unable to provide the evaluation team reliable data in this respect. The setting up of the Erasmus Mundus Alumni Network has been a step forward on following the former scholars' career¹¹².

Participation in FP7 contributed to the promotion of research mobility and research cooperation as well as to the strengthening of human capital in research. A successful example is provided in Box 5.

BOX 5. Centre of Excellence in Food Safety and Emerging Risks, Novi Sad University

The establishment of the Centre of Excellence in Food Safety and Emerging Risks at the Faculty of Technology (University of Novi Sad) is an example of successful participation of Serbia in FP7 programme from the perspective of its impact on strengthening the human capital in research.

Through this project, a modern Centre of Excellence has been established and research potential at the Faculty has been reinforced. The project has also contributed to better integration of the Faculty in the European Research Area (ERA), as well as to the strengthening of the regional research capacity in the Western Balkans. In addition, the project enabled the development of a database on main issues in food safety and emerging pollutants and dissemination of scientific information and results of the past and on-going research.

Another important effect of the project was the creation of a framework for specific communication between the Western Balkan region and the EU countries on issues of food safety, which is a global challenge, too large to be addressed by countries acting alone.

The impact of ODA in the area of youth is quite good particularly in terms of achieving strategic objectives. Indeed, strategic documents and legislation are in place. Action plans are accompanying strategies and reports on implementation of the strategies are produced. A system of career guidance and counselling (CGC) is established and operational; it includes and systematize all the activities in the area of CGC performed by Youth offices, NES, NGO sector as well as actions implemented in VET and higher education. Youth offices are established within 132 municipalities and their activities are guided by the action plans which operationalized at local level the National Youth Strategy. Youth coordinator position has been introduced. Youth coordinators are paid by the local government. Local youth clubs are established as a form where young people could realize their needs and interests.

There have been, at the same time, some additional impacts – positive, but also ones that raise concern (Box 6).

BOX 6. Indirect impacts of assistance

Interviewed stakeholders pointed to some unforeseen positive effects of ODA projects, such as the instant networking of municipalities for sharing experience on CBSS, development of self-help initiatives among parents with disabled children, public pressure put on municipality authorities to set up and run social services for vulnerable people as in the neighbour municipality.

At the same time, during interviews and focus groups, concerns have been expressed by several social welfare practitioners and experts concerning some possible adverse effects of assistance, provided both by the

¹¹² This is an initiative of the National Tempus Office which, in cooperation with the EU Delegation, have established the Erasmus Mundus Alumni Network of students in Serbia. The initiative aims at connecting current and former Erasmus Mundus scholars and at improving student mobility. The Network is seen as a first step towards "following" the scholars in terms of their employment or use of the benefit of being an Erasmus Mundus scholar. It is also expected that the Network could support the connection of its members with potential employers and relevant ministries for further collaboration on projects and research.

government and ODA. The evaluation team shares their concerns, as follows:

- too much focus in the reform of the child protection system put on the development of foster care and deinstitutionalization, without prioritising family support services that prevent separation¹¹³;
- belief of some of the employees in education, in health care and in social care sectors, that they should not need to work with Roma any more, as their needs could be handled exclusively by the Roma health mediators, pedagogical assistants and Roma coordinators;
- eligibility for certain social benefits and a more 'relaxed' testing system encourage Roma parents to opt for a special school for their children rather than a regular one;
- preparatory pre-school programmes for Roma and other vulnerable children as well as day care services for children with disabilities, separate from other children, could perpetuate segregation;
- associating Roma with garbage collection with the intention of providing jobs is seen to be stigmatising.

EQ: Were there any elements which could hamper the impact of assistance? If yes, what measures could have been undertaken to prevent negative effects of such elements?

The impact of assistance is uneven, as it depends on the various levels of commitment and ownership of the Serbian government to take on the positive effects of assistance and transform them into long lasting impacts for the overall development of the country. A second important hampering factor is the on-going political instability in the country leading to frequent changes in political and governmental structures, both at national and local levels¹¹⁴, which translates also in the lack of inter-sectoral cooperation – an important hurdle for the transformative value of ODA results. A third equally important factor hampering the impacts of the assistance is the on-going deep economic crisis, which affect all areas of life and which creates challenges to the government to distribute already limited resources among various priority sectors in the country.

These factors are largely beyond the control of ODA; the only mitigating measures consist in realistic planning of projects within given timeframes, with safeguards, flexibility and risks mitigation actions embedded in the planning and implementation frameworks, promotion of inter-sectoral approaches and deployment of top level expertise to serve as model, to inspire and coach the national counterpart colleagues. As already mentioned before, the results frameworks were often overly ambitious for the projects timeframe; logframes were generally kept unchanged although circumstances altered considerably, but many times the technical assistance teams in agreement with donors have identified ways of overcoming legal obstacles¹¹⁵ and institutional inertia; inter-sectoral cooperation has been strongly supported by ODA, still with uneven success (see the case of Roma below). Apart from these general remarks, there have been some particularities across the various areas of the HRD sector.

In education, the impact of assistance could have been higher if beneficiary institutions have made timely decisions in order to eliminate bottlenecks at institutional level e.g. absence of accurate data, lack of appropriate administrative and procurement procedures, poor communication and/or limited working relations between relevant stakeholders. This is of high relevance especially for VET where different authorities, bodies and institutions are interrelated in the process of policy making.

In the particular case of social inclusion, some hampering factors have been also identified in the provision of support to Roma inclusion, as detailed in Box 7 below.

¹¹³ Despite the increase of foster care and reduction of institutionalization, children getting into the social welfare system (including cash assistance) has been constantly increasing since 2000, indicating insufficient support provided to kinship care (Source: UNICEF interview).

¹¹⁴ For example, the Minister of Health changed three times in the course of one year.

¹¹⁵ e.g. need for participants in IPA 'Second Chance Education' project, including Roma, to open bank accounts in order to get reimbursed by NES for the travel expenses – a very important hurdle for Roma who do not have identity papers and are totally unaware of opening and managing bank accounts; hence the need for intensive support from the technical assistance team to overcome this difficulty.

Box 7. Local Mechanisms for the Social Inclusion of Roma

The social inclusion of Roma has been high on the political agenda of government and donors over the last 10 years. Important resources have been allocated to mitigate poverty, deprivation and exclusion of Roma in Serbia. The figures depicting their living standard are however not signalling important achievements. While several health and education indicators have been improved given better access to health services and inclusive education, the position of Roma on the labour market has not. Roma leaders complain about the lack of concrete impact of assistance upon the lives of Roma people. Roma NGOs complain about the channelling of donors' money primarily via non-Roma NGOs. We will not discuss in this evaluation report the merits and justification of these various points of view, as this would be the subject of a thematic evaluation in its own right, but rather point to some factors which could inform better policy-making and implementation of Roma social inclusion mechanisms.

We have already mentioned the insufficient cooperation between ministries, agencies and sectors, affecting the efficiency and effectiveness of social provision for disadvantaged people, including Roma. A recent study¹¹⁶ put additional light on the shed, highlighting the shortcomings of Roma social inclusion mechanisms at local level (Roma coordinators, health mediators, teaching assistants, local branches of NES and local social welfare centres). The main conclusions are the following:

- information asymmetry regarding the registration of beneficiaries and their needs, which impedes Roma coordinators to have access to databases of other institutions, such as NES, social welfare centres and Ministry of Health; profile and needs of Roma are thus partially known by the various mechanisms charged with Roma inclusion;
- programmatic asymmetry between various authority layers which results in different approaches for addressing Roma issues and difficulties in comparing results of various mechanisms;
- inconsistent cooperation between the various social inclusion mechanisms at local level¹¹⁷, leading to overlaps and inefficient use of resources as well as absence of integrated employment-social protection services which compromises the active inclusion desiderata¹¹⁸.

As important ODA resources have been invested in these five different local mechanisms, the programming of future assistance would need to reflect on these shortcomings. In this respect, EU has made a step forward in IPA 2012 by allocating resources for setting up joint mobile units at local level, composed of employment counsellors, pedagogical assistants, health mediators and case managers within social welfare centres, to support Roma inclusion, based on formal inter-institutional agreements.

EQ: Have suitable and appropriate indicators been established, allowing for reasonable and efficient measuring of impacts? Can impacts be sufficiently identified and quantified?

As in the case of outcome indicators, the impact indicators are not sufficiently good; they are either not measurable (no baseline and targets) or too ambitious for the timeframe of the projects. Below some overly ambitious examples from the employment area:

- unemployment rate in Serbia decreased by 10% three years after Project completion;
- GDP per capita in Serbia increased by 5% three years after Project completion;
- increased level of labour force mobility in entire Serbia by 10% by 2014.

The respective project started its implementation in 2010 and has already finished, but none of the indicators mentioned above has been reached.

¹¹⁶ Government of the Republic of Serbia, Social Inclusion and Poverty Reduction Unit and CENTER Public Policy Research Centre, 'Evaluation of Efficiency of the Local Mechanisms of Social Inclusion of Roma', January 2013

¹¹⁷ Health mediators most frequently cooperate with teaching assistants, while cooperation with NES and Roma coordinators is symbolic. The teaching assistants most frequently contact the NGOs since they are recognized as the most reliable provider of financial assistance to Roma; they cooperate with NES and Roma coordinators the least. Roma coordinators cooperate with NES but not continuously, while they have low cooperation with teaching assistants and health mediators. NES most often contacts and cooperates with the centres for social welfare. Centres for social welfare most frequently cooperate with the NES and sometimes with Roma coordinators, but rarely with teaching assistants and health mediators (Source: *ibid*).

¹¹⁸ The absence of mechanisms committing both SWCs and NES to a more active search for solutions for their able-bodied beneficiaries who continuously receive financial assistance leads to situations when an unemployed beneficiary is referred to social benefits and the recipient of social welfare assistance is not motivated to find a job. Therefore, the NES representatives in all municipalities are the only mechanism indicating the low motivation of their beneficiaries and suggesting that Roma register only to obtain financial assistance in centres for social welfare (Source: *ibid*).

In the health area, the impact indicators are usually more realistic, as well as are the ones in the labour theme.

As in the case of employment, the impact indicators of several education projects are too ambitious as they aim to initiate important conceptual changes, which do not adequately reflect beneficiary's capacities and existing policy support; in other cases, the length of administrative procedures and/or time frame for the introduction of envisaged changes has been underestimated. Examples:

- "Existing VET Centre transformed into a fully functioning national VET and AE Agency"- the Agency was one of the initially envisaged key project partners, but transformation has never been accomplished due to failure of adopting the Law;
- "National exams system for general Matura adopted and implemented"; "National exams system for final exam in VET in place"- the estimated timeframe for the introduction of the exams was largely underestimated, given large scope of work, including different actors, as well as the length of the procedure especially for developing standards as basis for examination.

Examples of indicators which are not good enough to measure impact come also from the social inclusion area; herewith some examples:

- 'the number of members of vulnerable populations that are included within the appropriate segments of social life in the local community' – unclear the definition of 'segments of social life', no baseline;
- 'social distance between Roma and other ethnic groups reduced' – is it about affective, normative or interactive social?¹¹⁹; no baseline;
- 'social inclusion of vulnerable groups improved' – no operationalization of this indicator in baselines and targets

EQ: Are the indicators in line with the overarching strategies and policy priorities?

Indicators and the overall results frameworks are all in line with overall HRD sector strategies and policy priorities. Project documents of various donors have evolved to elaborate more deeply the linkages and references to strategic documents. Naturally, the existence of more comprehensive strategic frameworks in each of the HRD sub-sectors helped better elaboration and alignment of the projects.

SSI: The indicators of projects aimed to address specific vulnerable groups (e.g. national minorities groups) may neglect the special values and particular meanings based on different cultural identities. Evaluation task: consider the (positive or negative) impacts of different social and cultural identities on the methods and approaches used for the delivery of assistance

In general, ODA has adjusted its approaches to fit the cultural particularities of various vulnerable groups, including those of national minorities. Except the SWIFT project (Sustainable Waste management Initiative for a healthier Tomorrow) which might have been inflated by the expectation that Roma are fit and willing to run a highly competitive business, there have been no instances brought to the attention of the evaluation team that disconsidered cultural identities.

¹¹⁹ Karakayali, Nedim, 'Social Distance and Affective Orientations', Sociological Forum, vol. 23, 2009

SSI: The provided assistance, in particular when dealing with "market oriented" activities, may produce side impacts on the reference market. Evaluation tasks: integrate the effect of side impacts (for instance in terms of damages made to competition) deriving from the implementation of the provided assistance.

Very few projects evaluated within the HRD sector supported "market oriented" activities, except in terms of developing entrepreneurship skills and spirit or in the case of the SWIFT project, establishment of business cooperative by Roma community. The SWIFT project has been active since 2009. The Norwegian Government funded its first phase, followed by Sweden and EU. The project envisaged a comprehensive set of activities for empowerment of Roma through investment in: 1) health and environment (access to health services, including occupational health, supporting environmental protection beneficial to health); 2) income generation and employment (establishment of recycling centres and formal, safe and sustainable employment), and 3) social mobilisation (establishing working entities – cooperatives, support access to citizenship rights and services i.e. health, social protection, employment, personal documentation, education).

While "soft" measures of the SWIFT project have been implemented without significant deviations, the income generation and social mobilisation components failed to achieve their objectives. The donors helped the establishment of "cooperative" working within the framework of free and open market, without standing under truly competitive conditions (both because of the funds initially received to start-up and of the strong sponsorship from international organisations). The SWIFT project has succeeded in supporting the Roma community establish the cooperative, however the project did not take into account the complexities of running a waste collection and recycling business, on a strongly competitive market, as well as the multiple deprivations of Roma community which ask for longer term confidence and relationship building before embarking on a business enterprise. The cooperative was active for a period of up to 2 years, and went into bankruptcy due to weak management and weak business plan. The most important lesson learnt from the process is that support to establishment of "market oriented" activities needs to be developed based on realistic business plans, analysis of competition and at the time when extensive relationships and confidence have been built among partners as well as considering the other important deprivation factors in the planning phase.

SSI: Evaluation tasks: assess if EU funds have successfully improved employment opportunities for Roma; provide examples from other countries of successful projects in this area that could be replicated to Serbia

As mentioned before, ODA impact on the actual employment of Roma was not significant. Apart from 170 Roma teaching assistants, 75 Roma health mediators, 55 Roma coordinators, 9 employees (of which 5 women) in the SWIFT cooperative and some seasonal jobs for Roma parents in income generating activities around some kindergartens for marginalised children, the rest of job opportunities provided to Roma as a result of ODA support is not known. National statistics is not helpful either. In 2010, there were 13,731 Roma in NES records, representing 1.9 per cent of the total number of unemployed people registered at NES. A total of 3,540 Roma benefitted of active employment measures in 2011 and 2012, but there are no available data concerning the actual employment impact. The National Employment Strategy for the period 2011-2020 recognizes Roma as particularly sensitive and vulnerable groups on the labour market and the National Employment Action Plan for 2012 encourages employment of Roma, refugees and IDPs under the readmission agreement. Still, concrete results of these measures are not yet available, even though NES had improved its system and procedures for tracking impact of all these measures.

Investment in Roma inclusion in the labour market is a challenge throughout Europe. There have been a range of projects in different countries which attempted to facilitate employment opportunities for Roma population. One of such initiatives, identified by this evaluation as a good practice, is **ACCEDER** Programme in favour of Roma Employment, funded by the European

Social Fund and implemented by the Fundacion Secretariado Gitano (Spain). The ACCEDER Programme focuses on promoting employability, social inclusion and equality between men and women, as well as encouraging, in particular, social and economic integration of Roma at risk of exclusion from the labour market. This is done through actions towards: 1) creating integrated personal itineraries for social and labour market integration of Roma immigrants, through individual action plans tailored to meet their needs and characteristics, and according to their personal, family, social and labour market situation, through guidance, language training, literacy teaching, vocational training, including support measures and, where appropriate, social care measures; and 2) facilitating social and labour market integration of Roma coming from the EU countries, as well as fostering coordination between the public and private organisations interacting with this population, through seminars, conferences, workshops, etc. Throughout the seven years of implementation (2000-2007), the programme reached out 58,060 beneficiaries, out of which 39,797 found employment as a result of inclusive measures. The Programme reported the change of mentality of some Roma families, companies and the public, the creation of networks of cooperation between public administration and companies, and the start up of active employment policies aimed to facilitate access to the labour market.

Key factors which contributed to the success of ACCEDER were the following:

- good knowledge of the needs of the labour market
- strong involvement and commitment of Roma community
- long – term planning of support
- flexibility and adaptability of services; individual employment itineraries
- intercultural working groups
- strong partnership between companies and public organizations.
- coordination between local and national approaches
- mainstreaming and dissemination of the programme's activities and outputs.

The Programme has been mainstreamed and continued during 2007-2013. It has become a reference for the Roma inclusive policies in Europe and validated as good practice by the European Commission and the Council of Europe¹²⁰.

4.5 Sustainability

EQ: Have the identified impacts been sustainable?

Sustainability of ODA impacts has been analysed from a policy, institutional and financial perspective. The level of sustainability is good in employment, labour and social inclusion sub-sectors, and variable within the health and education sub-sectors.

Support to employment and labour sub-sectors yielded positive changes at personal, institutional and also societal level. Years of investment in capacity building of staff within the Ministry of Labour, Employment and Social Policy and NES through support to hands on policy development, training, engagement in the programming cycle and other relevant activities have created a critical mass of people within these institutions who are capable to lead the programming and implementation in the next phase of assistance. The investment in strengthening methodologies and capacities for collection of evidence and transforming it into comprehensive policies creates a nucleus of institutions, which will continue with applying such approach – this process is rather irreversible.

There is evidence that institutional set up and the policy framework has been improving within the period of 2007-2011, and lessons learnt have been taken into account in programming and/or developing new cycles of policies. A good example is the on-going commitment to improving

¹²⁰ See more on Council of Europe's website <http://goodpracticeroma.ppa.coe.int/en/good-practice/acceder-programme-favour-roma-employment>, accessed on May 9, 2013

methodology of labour market surveys and improved quality of employment policies for the country. The fact that new knowledge is applied and that evidence collected by the NES and Department of Employment is stronger year by year are important arguments that impacts are sustainable. These changes also have their sustainable impact on societal level, as the society, and particularly those who are vulnerable, benefit from active labour market measures, improved policies and legislation.

The legislation adopted throughout the period 2007-2011 is more in line with EU standards and provides for better protection of citizens in various roles and contexts. New institutions, such as the Agency for Peaceful Resolution of Conflicts and to some extent the Social and Economic Council (even though established before the period in focus of this evaluation) are sustainable, too, and have an increasingly strong profile in their areas of work.

Impacts in the area of health, in terms of modernisation of medical care and thus improved health care services are also sustainable, at least in medium term, as much of the assistance came in the form of supplies of medical equipment which has its lifespan. It is expected that the establishment of the procedure of cancer screening and palliative care (if it succeeds) would also bring sustainable impacts in terms of improved quality of life of patients and citizens as a whole. The introduction of Roma health mediator position as a regular profession into the health system has still to be done¹²¹.

Improved policy framework and legislation¹²² as well as with appropriate institutional set up demonstrate a sustainable impact of ODA in education. These have laid the path for broadening the access to education, modernization and quality assurance at all levels of education (pre-school, secondary general, VET adult and higher education) and inclusion of children from vulnerable and marginalized groups in mainstream education. Furthermore, an important sustainable impact of ODA support to education has been the capacity building within the operational structures of the system. The improvement of capacities of educational institutions and the modernization of curricula have enabled a better quality of the teaching and learning process. However, in some cases¹²³, a stronger commitment at the policy level was required to support the institutionalization of the reform and its transformation into sustainable practices.

Sufficient duration of projects, good strategic and operational planning, good donor coordination and of the most importance, high level of commitment and ownership shown by the MoYS led to good sustainability of the reform activities in the area of youth. By establishing the System for Career Guidance and Counselling (SCGC), for instance, the MoYS has demonstrated commitment to building strategic links among stakeholders in order to provide better professional and life perspective for young people. With active involvement of Youth offices, educational institutions on secondary and tertiary level, the world of work and local government authorities, the MoYS has secured a sustainable perspective to the process of stimulating young people to manage their own career when facing challenges of the modern and dynamic labour market.

Amidst an unprecedented economic crisis with high levels of unemployment and increased poverty, it is reasonable to assume that progress in social inclusion policies embedded in strategies, laws and practices have a good sustainability prospect. It is unlikely in current economic circumstances that policies keeping high the vulnerable groups on the priority list are going to be pushed back. Achievements in adoption of a modern legal framework in social welfare and regulatory system for licensing and inspection, encouragement of further pluralism of services, standards of care, new work

¹²¹ At present, Roma health mediators are employed on the basis of service contracts.

¹²² Strategy for Development of Education 2020, strategies for specific levels of education, 'umbrella' Law on Fundamentals of Education System and laws for different levels of education and aspects of the educational process.

¹²³ Development of comprehensive NQF, adoption of the concept for final exam in secondary general education and in VET, piloting and systematisation of new VET profiles.

practices, overhauled cash benefit system and pilot CBSS ready to be mainstreamed into the system and rolled out to other communities across Serbia¹²⁴ are sustainable pillars for reforms in the future. There is certainly a lot to be done in terms of strengthening the financial and regulatory mechanisms for the development of integrated social services.

EQ: Has sustainable capacity been created in the beneficiary institutions to manage policy challenges and future assistance? Were the results achieved sustainable, especially in terms of retaining improved administrative capacity and maintenance of provided investment? Was the institutional framework adequate to deliver programmes in a sustainable manner?

ODA has invested important resources in developing the national capacities to lead the reforms, implement new laws and strategies and use new practices, methodologies and tools. This resulted in positive impacts in the HRD sector, as detailed above. Staff turnover, frequent institutional changes and sometimes low commitment for using the newly-acquired competence, skills and knowledge reduce the benefits of capacity building investment.

As discussed in the response to the previous question, the capacities of beneficiary institutions have been developed and are sustainable as practically the entire staff of employment institutions have been exposed to the assistance and had a chance, to one extent or the other, to participate in or lead the projects in their areas of expertise. This is an important sustainability factor as built-in capacities in institutions ensure that new practices introduced will remain and be ingrained in the institutional structures. Also, strong institutional memory exists as this support has been long-term.

Within the labour theme, the sustainable capacity has been created in beneficiary institutions, the SEC and the Agency for Peaceful Resolution of Conflicts. The SEC has strong capacities to provide meaningful input into decision-making processes and to mobilise its members quickly when important issues are urgently to be discussed. However, it is the question for the government to use these capacities to the extent possible. The Agency is also sustainable and has a strong network of expert lawyers and mediators who work on disputes whenever such cases arise. The capacities of other social partners, such as trade unions, are also increasing, while these bodies are recognised by the other stakeholders. Further support will be beneficial for their further strengthening.

The picture is somewhat different in the health sub-sector. While investment in capacity building of medical staff is sustainable by very virtue of their profession, the frequent changes in staff and leaders of the sector paint a bleak picture of capacity for policy changes. The turnover of staff in the Ministry of Health and associated institutions is high, while some institutions (such as the Health Insurance Fund) are pretty much closed to external influences and isolated, making it hard to promote and share innovative approaches which would benefit the population. Frequent changes of ministers of health also affect the pace of reforms, especially when each new minister brings new people while “old” people leave, halting or slowing down the already started reform processes.

Within the education sub-sector, the beneficiary institutions have been exposed to ODA assistance and supported to get involved in the reform activities. However, changes of the organizational structure as well as frequent staff turnover, especially in institutions at the decision-making level, have led to constrained institutional memory and affected their commitment for timely implementation of the reform activities and/or the institutionalization of their results. Still, the activities at operational level have been implemented relatively well, mainly due to the competence and knowledge, professionalism and/or personal relationships between employees.

¹²⁴ IPA 2008 Social Inclusion project, for instance, created a solid basis for developing similar initiatives targeting other disadvantaged groups and municipalities in IPA 2012.

Strong capacities have been built in the Institute for Education Quality and Evaluation that resulted in the development of diverse standards, rulebooks, textbooks, concepts for final exams at the end of primary and secondary education. There are big expectations for qualitative input from the VET Council, established within the evaluation period.

Introduction of pedagogical assistants in primary education, supported by the EU and other donors, has contributed to the increase of inclusion in education of children from marginalized groups. Similarly, the introduction of andragogical assistants proved to be a strong support for the social inclusion of vulnerable adults as their main role is to help adults entering FEEA to overcome social obstacles in the learning process.

Sustainable capacity to manage future assistance in regard to EU programmes in education has been created at the National Tempus Office. The expertise of its staff and the internal system created for the delivery of information and support to relevant target groups in the process of application and implementation have positioned Serbia among the most successful partner countries in regard to participation in EU education programmes.

The capacities of beneficiary institutions in the youth sub-sector, developed with the support of ODA, seems to be sustainable. There is a strong institutional memory within the MoYS. The Sector for Youth within the ministry has been leading the whole process of management of the assistance. Through organization and implementation of different activities, Youth offices established throughout the country have strengthened the capacities of young people and contributed to improving their position in all areas of youth development identified in the National Strategy for Youth¹²⁵. The EU Programme "Youth in Action" facilitated, at its turn, the capacity development of Serbian youth activists and organisations to further encourage active participation of young people in society.

In the social inclusion area, capacity building initiatives supported by ODA have resulted in increased capacity for evidence-based policy-making and better delivery of social services; accredited training programmes for social professions; quality standards and new working procedures, practicums and rule-books (e.g. for CBSS, case management); improved capacity of social inspection to monitor compliance with national quality standards applicable to social services delivery. Since 2007, ODA has strengthened the MoLESP's capacity to lead the social welfare reform process and that of other partners at national and local level to support the Ministry in this role, most notably SIPRU - widely acknowledged as a successful institutional development investment of ODA.

Box 8. SIPRU: An outstanding example of institutional excellence supported by ODA

The **Social Inclusion and Poverty Reduction Unit (SIPRU)** has been set up in July 2009 within the Office of the Deputy Prime Minister for European Integration. SIPRU's main mandate is to strengthen Government capacities to develop and implement social inclusion policies based on good practices in Europe. ODA has been a constant partner of SIPRU in the effort of increasing the national capacity of dealing with the complex social inclusion policy area, directly through targeted capacity building projects as well as indirectly, by providing opportunities to experiment innovative approaches and engage in ODA programming and implementation. Most support to SIPRU has been provided by the EU, Switzerland (SDC) and Norway. UN agencies have also frequently partnered with SIPRU in common policy development and implementation initiatives.

Notable SIPRU achievements to date include:

¹²⁵ Active participation in society, youth cooperation, participation in decision-making, youth information, encouragement of extraordinary results and achievements of young people, quality leisure time, formal and non-formal education, employment, self-employment and youth entrepreneurship, health, sustainable development.

- Engagement in policy-making and in drafting of laws on social welfare, education, cooperatives, social economy, public procurement;
- Ex-ante Policy Impact Analysis in the Field of Social Inclusion which informed a better design and implementation of social inclusion and poverty reduction policies; for instance, the study 'Building a Framework Conducive to Social Economy and Entrepreneurship Development' was used in the development of a new legal framework;
- Assessment of implementation of policies addressing poverty reduction and social exclusion, which supported the adjustment of the legal framework and a better delivery of social services to the most vulnerable; feasibility studies on various policy options, such as the one on the establishment of a Social Inclusion Fund aimed to increase the efficiency of available funds;
- Social inclusion integrated into relevant EU funding-related documents: Strategic Coherence Framework/HRD Operational Programme for IPA IV component, MIPDs, NAD;
- Benchmarking Serbia with EU best practices and promotion of social innovation in current national thinking of policies and practices; as one interviewee put it: "People in SIPRU are so European, so modern, sometimes too much ahead of us!"
- The First National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia, adopted by the Government in March 2011, which provides an overview of trends and the current situation as well as key guidelines for resolution of social inclusion and poverty issues in the country;
- Social inclusion and poverty reduction monitoring, based on a set of indicators aligned with EU indicators; the monitoring reports, published in 2010 and 2012, provide an overview of the social inclusion situation since 2006 and represent an excellent preparation for reporting against EU comparable indicators through SILC once Serbia will become a Member State;
- Support to the programming of IPA funds in education, social inclusion, Roma, social dialogue, youth;
- Public information and education, in the form of a website on social inclusion (www.inkluzija.gov.rs) and via social media (Facebook, twitter, blog); regular newsletters (http://www.inkluzija.gov.rs/?page_id=2339&lang=en); social inclusion and poverty reduction online course.

Source: Final reports and external evaluation reports of projects implemented by SIPRU, interviews with stakeholders, SIPRU self-evaluation (April 2013)

EQ: To what extent the support provided by the EC instruments has been coherent and complementary to the national budget and other donors?

The support provided by the EC instruments has been coherent within the sub-sectors of employment and health. There is evidence that the ODA was sequenced, which resulted in valuable longer term support of beneficiaries. The support for employment area was complementary to the national budgets and other donors, as discussed in previous sections. For example, the support to NES in terms of development and implementation of labour market surveys was complementary to NES' efforts to establish evidence base on labour market trends towards the employment policies. Also, the NES budget for active labour market measures shows slight increase in the recent years, as direct outcome of the support to capacity building and investments in the evidence base and active measures. In case of health, the Palliative care project funds were matched with 600,000 € fund for refurbishment of the Palliative Care Unit within the Ministry of Health. The EC assistance to the area of labour was minimal.

The education area has been provided sequenced support by the EC instruments. This long-term support resulted in the development of national capacities and new established institutions. By providing necessary technical support and transfer of knowledge through expert support and different targeted trainings, the EC assistance has enabled development of Serbian human capital as one of the most valuable outcomes. The assistance was complementary with the national budget and other donors as well.

The EU supported the youth area through EU Programme "Youth in Action". The support has been complementary with the national resources as well as with the other donor assistance. Joint expertise

and resources resulted in significant changes and accomplishments. The extraordinary success of Serbia in the "Youth in Action" programme indicates the sustainability of mechanisms for quality assurance of youth work and development of youth capacities in the country. Youth Offices established in the LSGs across Serbia are the promoters of active participation of youth in building and maintaining a democratic society and are contributing to the successful implementation of the national strategy in the field.

The social inclusion area has benefitted of sequenced and complementary assistance from donors, which pooled together resources and expertise for pushing forward the social welfare reforms. ODA has been also complementary with national and local resources. All projects selected based on calls for proposals required own contribution from Serbian promoters, as precondition for sustainability. In case of CBSS, local legislative acts have been adopted by local authorities, including budgetary appropriations for covering service costs. According to MoLESP officials interviewed for the purpose of this evaluation, the allocation of funds for social welfare in municipal budgets has increased from 0.5-1.5% in 2001 to 2.5-4.2% nowadays. As a result of IPA 2008 "Social inclusion" project, for instance, the local budgets of 41 municipalities do no longer include 'project budget lines' but (regular) 'social services' line; there is also a by-law awaiting adoption for earmarked national funding to underdeveloped municipalities for setting up and running CBSS, which is hoped to sustain and expand these services, in particular in the current economic climate. Nevertheless, due to limited financial capacity of poor municipalities, continued support from ODA will be still needed in the years to come.

EQ: Were there any elements which could hamper the sustainability of assistance? If yes, what measures could have been undertaken to prevent negative effects of such elements?

The main factor which could hamper the sustainability of assistance is the political instability and uneven government commitment to continue sustaining and upgrading the achieved results and impacts. This is most visible in the area of health, whereby the projects, particularly those supported by EU are affected by the lack of ownership and commitment over interventions that have been initiated by previous government cabinets. Building confidence and buy-in for the project with each new government takes energy and time from projects, which at times close with unfinished business. Also, ensuring that maintenance of the equipment is financially covered is another critical issue for sustainability of assistance. A lot of investment has been directed towards ensuring modernisation of equipment, like in the case of the health. Two main issues happen with equipment – either it becomes out-dated with advance of technology or the need for its maintenance increase with the years of use. It is of utmost importance for ODA projects to make sure that the government counterparts take over the maintenance and/or upgrade of equipment. In many cases of projects included in the sample, such national funds have not been ensured until the moment of this evaluation.

In the theme of education, there are also issues whose sustainability depend on beneficiary's will and commitment. Thus, the longstanding issue for accreditation and/or recognition of extended activities in Regional Training Centres is not resolved yet. There is a concern about the delay in identification of institutions that will take over the responsibility for operationalization of FEEA in primary and VET education and the responsibility for future organization of training of FEEA trainers, school teams and partners. There is no commitment to introduce andragogical assistant position as a regular position in the education system. In the evaluation period, with the decision of MoESTD, a significant number of well trained VET teachers (CATSs-Change Agents/Trainers), carriers of VET reforms in the pilot schools, are not recognized as such any more. Systematization of the pilot profiles is implemented far too slow and adoption of the Concept for NQF for this level of education is still pending. Another element that could hamper the sustainability of assistance is the maintenance of the equipment provided for the purpose of the education reform. The maintenance cost of equipment is not to be

underestimated and the beneficiary should take it into consideration; otherwise, if maintenance is not timely provided, the equipment might become unusable very soon.

Another element is the on-going financial crisis, which affects significantly government budgets and which could easily switch the funding priorities to areas considered to be more 'priority' than others. The financial commitment of the Government for long-term investment in education, particularly in VET and adult education, is a precondition for sustainability of the process of its modernization. Additionally, the positive results achieved to date could be preserved by reconsidering the cost-effectiveness of school staff versus the effect of investment in HRD in education on long run.

In addition, a significant factor which decreased sustainability of ODA projects was the lack of an exit strategy. Good practice to learn from in this respect is the DFID-financed project on supporting social welfare strategy: "As the Project came to an end before this consultation process was completed, the Project Team initiated discussions between the Social Inclusion and Poverty Reduction Teams to assist the Ministry with the consultation process, following which a support project has been agreed" (Final project report). Another excellent example is IPA 2011 project on deinstitutionalisation of people with mental health disorders where the technical assistance team has included a chapter in its Inception Report on planning for sustainability!

SSI: The Health sector has already undergone an impact assessment evaluation for all investments until 2007. However, the evaluation of the sector as a whole would benefit from questions relative to the sustainability of projects with particular interest in the financing of results achieved during further implementation. Evaluation tasks: assess sustainability of the following projects: 1) IPA 2008 TA for the Treatment of Healthcare Waste (08SER01/31/12); 2) IPA 2009 Technical Assistance for the implementation of the National screening programme for colorectal, cervical and breast cancer (09SER01/05/11/01; and 3) IPA 2010 Development of Palliative Care Services in Serbia (10SER01/10/11); check if project efforts and Ministry of Health actions are coherent and address the policy issues listed in the 2012 Progress report for Serbia, Chapter 28: Consumer and health protection

The three IPA projects mentioned above are still on-going. However, the analysis of these interventions to date shows that they have mixed sustainability prospects.

The IPA 2008 "Treatment of Health Care Waste" project's theme is backed by a Law on Waste Management¹²⁶ and the National Waste Management Strategy adopted in 2003, as well as the Veterinary Law. The project works with health care centres and veterinary institutes to establish health care waste facilities as integral parts of these centres. The majority of facilities are ready and awaiting for the licence by the Ministry of Environment. Once the licence is ensured, the institutions will continue with the work started during the project lifetime, based on the knowledge acquired through the project. The sustainability of this project highly depends on the political will of the government to issue the licence for the work of the health care waste facilities.

The IPA 2009 "Technical Assistance for the implementation of the National screening programme for colorectal, cervical and breast cancer" is also at the moment awaiting government response to establishment and staffing of the Office for cancer screening, which will be based under the auspices of the Institute for Public Health Batut. The Office will have 11 employees and the budget for the Office was approved. At the moment, vacancies are open for staff and in the first round, 9 staff will be employed, which is a strong sustainability move by the government. However, the issue of stable financing of the cancer screening system will need to be resolved in the upcoming period in order to ensure that the system is fully sustainable.

¹²⁶ Republic of Serbia; Law on Waste Management; Official Gazette of Serbia, 36/09

The IPA 2010 “Development of Palliative Care Services in Serbia” project faces the grimmest situation in terms of sustainability but also achievement of the stated results. While many components of the projects, such as development of course on palliative care including the course books and their institutionalisation in medical schools have been a success, the project faces lack of response from the hospitals when it comes to the establishment of palliative care units within their auspices. This is due to the fact that hospitals are not legally obliged (yet) to establish palliative care units, which diminishes their interest in doing so. The Project initiated changes to the legislation to include a regulations within the Internal organisation of health care institutions, but approval of these proposals is still pending. These issues are strong threat to sustainability of the project results, and highly depend, as do other projects, on political will and commitment of government counterparts.

SSI: The sustainability of the provided assistance is closely linked with the commitment shown by the key institutional stakeholders to maintain the results of the projects . Evaluation task: assess level of commitment of key institutional stakeholders in ensuring the sustainability of results by securing the necessary resources (in terms of staff and running operational costs, including equipment maintenance) beyond the project duration.

This Sector Specific Issue has been extensively discussed in the Impact and Sustainability sections above.

4.6 Visibility

EQ: Has the EU assistance achieved maximum visibility?

To the best knowledge of the evaluation team, all projects funded by EU respect the requirements for visual identity. Equipment and materials (manuals, training curricula, practicums, guidelines, etc.) procured, respectively produced with the support of EU, as well as the events organised within various EU-financed projects and programmes comply with the visibility requirements. Relations with media took the form of press releases and press portfolia disseminated on the occasion of various conferences and events during the lifetime of various EU-funded projects.

As far as project websites are concerned, they could be divided in two types i.e. those opened specifically for the purpose of the project and the contractors’ websites containing detailed information on the project implemented. Usually, websites that have been established are user-friendly and transparent in presenting project deliverables and data, following the dynamics of their implementation. There are however cases when websites were set up only for the purpose of a one-off information campaign, as a separate component in a project. As a result, once the campaign ended, there were no regular updates about the overall project activities and results, apart from sporadic news in media¹²⁷.

4.7 Conclusions and Lessons Learnt

EQ: How was the relevance, effectiveness, efficiency, impact and sustainability of the overall assistance to the HRD sector in 2007-2011? (general conclusion)

¹²⁷ e.g. see <http://www.svadeca.rs/news.199.html> , last update 12 May 2012.

Relevance. The relevance level of ODA for the HRD sector during the period 2007-2011 was particularly high. ODA supported projects and programmes in line with national sector strategies and actions plans, as well as with Serbia's aspirations for EU membership. The accession agenda steered by the NPI and regular EC progress reports, has been the driving force in the programming of assistance provided by both EU and other donors. The increasing involvement of target groups and civil society organisations in the programming of ODA has imprinted the grass-roots dimension to international support.

Effectiveness. Since 2007, ODA has delivered useful results in the HRD sector, which supported the reform goals across the sector through informed strategies, improved legislation, enhanced institutional capacity, modernisation of practices in services delivery and improved medical and educational infrastructure. The extent to which these results have boosted the continuation of reforms varies however from one HRD sub-sector to the other and within sub-sectors. In general, the effectiveness level seems to have been higher in the youth, education, employment and social inclusion areas and less in labour and health.

Efficiency. With few exceptions from education and health areas¹²⁸, projects have been delivered in a timely and efficient manner. There has been a good sequencing of ODA in supporting reforms and structural changes, with funds spent in a generally cost-effective manner, allowing cross-fertilisation and attracting additional funding for the continuation of reforms. Many projects were built upon the experience, lessons learned and tested models, or implemented jointly by several donors for common objectives. Implementation modalities were usually selected depending on the purpose of the intervention and capacity of beneficiary. Clearer baseline indicators, targets and benchmarks and unitary financial reporting would have allowed a more accurate assessment of cost-effectiveness. Efficiency has been affected by fragmentation of ODA in too small projects and sometimes too rigid implementation frameworks.

Impact. The period under evaluation has been marked by a global economic crisis which hit hard the country and especially the vulnerable groups. ODA has contributed to the development of a legal and institutional environment enabling a better protection of living standards and promotion of citizen's economic and social rights; it accelerated the pace of change and gave direction to reforms. Increased professionalism of staff and service providers served as basis for a better implementation of the reforms. The impact of assistance has been however uneven, as it depended on the various levels of commitment and interest of the government to take on the positive effects of assistance and transform them into long lasting impacts for the overall development of the country.

Sustainability. The level of sustainability is good in employment, labour, youth and social inclusion sub-sectors, and variable within the health and education sub-sectors. ODA has invested important resources in developing the national capacities to lead the reforms, implement new laws and strategies and use new practices, methodologies and tools. This resulted in positive impacts in the HRD sector. Staff turnover, frequent institutional changes and sometimes low commitment for using the newly-acquired competence, skills and knowledge reduced the benefits of capacity building investment. The HRD sector benefitted of sequential and broadly complementary assistance from donors, which pooled together resources and expertise for pushing forward the social welfare reforms. ODA has been also complementary with national and local resources. Sustainability has been hampered by the political instability and in some instances by insufficient commitment of beneficiary institution to take over and develop further the achieved ODA results and impacts.

¹²⁸ E.g. projects on palliative care, health care waste and cancer screening, which registered delays usually caused by the lack of responsiveness of the government counterparts.

EQ: Which lessons can be learned from the implementation of assistance?

Five key lessons have been learnt from the analysis of the ODA to the HRD sector during the period 2007-2011, as follows:

- 1) **Investment in HRD, compared to other sectors, should be long-term.** A long term investment in HRD, based on participative planning and sequential projects that build upon previous results, tested practices and models may bring substantial positive results and impacts. It is also critical for achievement of sustainability and visibility of a donor (or a group of donors). Good examples in this respect are the on-going EU support to NES, ILO work in the country and long-term investment in the implementation of social welfare reforms. On the contrary, poor planning, reliance on too many assumptions and overambitious projects do not guarantee positive results even if investment is long term and projects are sequenced. This is the case of the VET reforms, supported by three CARDS phases and one IPA project.
- 2) **Commitment of beneficiary institutions for reforms, ownership of results and leadership is key to success of any ODA support.** These 'success ingredients' need to be nurtured from the very first moment of ODA planning and monitored against specific milestones during projects implementation. In case of deviation, donors need to make use of their political influence to make sure that support is used as planned, according to set strategic objectives and best accountability practices. The situation in VET is self-explanatory for the need of extensive political support by the donor: systematization of pilot profiles waiting for almost a decade, CATs in whom was invested for years are not any more in the system, second chance/ andragogical assistants position is not introduced in the system as a regular position, accreditation of institutions for CVET is not accomplished/recognition of extended activities in the newly RTCs is not completed, a comprehensive integrated NQF is still not in place.
- 3) **Cost-effectiveness and impact cannot be assessed with sufficient level of accuracy in case evaluability of projects is not established from their design phase and if reporting against set indicators is not done properly.** Too often large ODA investments, such as the one in Roma inclusion, cannot be given credit for its positive results because of lack of proper evaluation frameworks based on adequate indicators i.e. relevant, feasible, with baselines, targets and benchmarks, easy to collect and report.
- 4) **Sustainable impact is enabled when assistance is integrating various angles of reform and addresses the needs of the most vulnerable in a comprehensive manner.** In the first case, the synergy for instance between the support provided for better targeting of social cash benefits in parallel with promotion the active search for a job and delivery of social services at local level has been an excellent ODA approach to sector issues. In the second case, complementary social and medical support, for example, provided to children from disadvantaged backgrounds enrolled in preschool education as well as engagement of parents in the overall effort of enhancing the education level of their kids have led to increased opportunities for a better living of these children. Inconsistent cooperation between the various stakeholders lead to overlaps and inefficient use of resources.
- 5) **Investment in measures to enhance employability and improve living standards through income generating activities needs to be carefully designed in order to achieve its goals,** especially in terms of comparative advantages on the market and exit strategy after the end of donors' support. An illustrative example is the SWIFT project, which supported the

setting up of an income generating operation in waste recycling without a well thought and realistic business plan and without proper consideration of the particular vulnerable situation of Roma.

EQ: What have the weaknesses and strengths of delivered assistance been?

The **strengths** of ODA delivered to the HRD sector during 2007-2011 have been the following:

- **Relevance** – ODA addressed the most ardent needs of the country as a whole, in its aspirations towards EU membership, and of its very vulnerable groups of population;
- **Expertise** – there is evidence of positive impact brought about by ODA through the deployment of top technical expertise and dissemination of good practices as benchmarks for Serbian reforms in various areas of the HRD sector;
- **Mobilisation** – the projects supported by ODA have coagulated networks and communities of interests towards common development goals (professionals, donors, government officials, municipalities, CSOs) and pooled together best national intelligentsia in the planning, programming and implementation of support;
- **Shaker and mover** – ODA has been one of the strongest drivers of reforms and ally of disadvantaged groups, enabling development of frameworks conducive the structural adjustments and realisation of human rights in times of harsh financial crisis;
- **Synergy** – ODA has strived to promote planning and funding practices to foster best financing options for the country, based on cooperation with national counterparts and donors and guided by the principles of complementarity and subsidiarity.

The **weaknesses** of ODA delivered to the HRD sector during 2007-2011 have been the following:

- **Fragmentation of support** – fragmentation of ODA in too small projects is inefficient from the viewpoint of transaction costs and ultimate impact;
- **Unfeasible planning** – there is evidence of overly ambitious projects without carefully designed concept and approach to implementation, clear safeguards, milestones and risk management strategy to mitigate unexpected circumstances;
- **Inadequate M&E frameworks** – outcome and impact indicators are not good enough; they are often not SMART, difficult to be collected, without clear ownership and accountability for their attainment;
- **Poor room for flexibility** – there is frequently insufficient flexibility embedded in the design of projects, which impedes adaptation to emerging needs and unforeseen developments; logframes are usually not adjusted and reporting is done against out-dated indicators and assumptions; projects often stick to a 3-year duration, still with overly ambitious reform goals which would require a much longer term investment;
- **Low institutional memory** – an ex-post evaluation after 2-3 years since the end of a programme or project is difficult to be carried out, since frequently there is staff turnover within the donor organisations and no proper institutional memory and accountability for past investment.

EQ: Which are key success factors (max 3 to 4) for effective and efficient implementation of assistance?

- **Participatory approach to programming and implementation**, engaging all relevant key stakeholders in the design, implementation and monitoring of assistance, including the end beneficiaries, on the basis of a rights-based approach; it informs adequately the programming, creates ownership and commitment over the process;
- **Readiness of donor(s) to provide long term assistance** to a selected theme within the HRD sector, particularly in cases when systemic reforms and changing attitudes and mind-sets of staff are targeted;
- **Flexible implementation frameworks**, allowing for quick adjustment of implementation arrangements and alternative paths in case of changing environment, occurrence of new needs or unmet assumptions.

EQ: Through which institutional mechanisms (e.g. technical assistance, twinning, supply, etc.) could financial assistance be best channelled?

Each type of assistance is efficient and effective as long as the most appropriate implementing agency and best experts are selected. The interviews with all stakeholders have strongly confirmed that any ODA support, be it in the form of technical assistance, twinning or alike is as good as the people who lead and work in them. Moreover, the most suitable mechanism depends on the purpose of the intervention and the capacity of the beneficiary. Where there are several donors, it is important that workplans are carefully synchronised with the beneficiaries and realistic demands on time are made for participation in various projects activities (conferences, training, study visits, fieldwork, etc.).

The experience from the projects visited during the field phase of the evaluation indicates that the most preferred modality for channelling assistance are grants. Supplies and works could be affected by complicated procurement procedures and/or unprofessional company selected following the tendering process.

EQ: Which type of assistance and reforms achieved the most sustainable results under the provided assistance and the reasons behind that?

The most sustainable results have been achieved in the employment, youth and social inclusion sub-sectors. The reasons which led to a good sustainability level in employment and social inclusion consist of a mix of excellent technical assistance, commitment and ownership of the government counterparts, effective donor coordination, early planning for sustainability and readiness of donors to sequence the assistance to these areas for a number of years.

In case of youth, sustainability has been the result of high level of commitment and ownership shown from the beneficiary institution, strong leadership and cooperation with all interested parties as well as good donor coordination.

How could financial assistance been better coordinated and aligned with on-going reforms to improve effectiveness, impact and sustainability?

Donor coordination is critical for ensuring the alignment with on-going reforms and cost-effectiveness of assistance without overlaps and conflicting priorities. The aid coordination groups which functioned as informal structures until recently provided an opportunity for discussing reforms and ways of

supporting them by international donors. It is expected that the HRD Sector Working Group¹²⁹, which has the mandate to ensure aid effectiveness in the sector, will provide a better forum for discussion and alignment of donors' aid agenda not only among themselves, but mainly with the priorities of the Government; indeed, according to SEIO, donors will become soon formal members of this group which is currently made up of only government representatives.

EQ: To what extent the assistance to the sector has mainstreamed cross-cutting issues, most notably gender and human rights (particularly for Roma and other minorities), environment protection, anticorruption and good governance?

ODA assistance to the HRD sector has either targeted or mainstreamed gender and human rights (particularly for Roma and other vulnerable groups) in the supported projects, at the level of objectives, estimated results and activities. As far as indicators are concerned, embedment, collection and reporting in a gender disaggregated manner has not always been systematic. It is therefore difficult to estimate the percentage of women and the percentage of men that benefitted of ODA during the evaluation period. Good governance and anti-corruption have been explicitly mainstreamed in the health, labour, employment, youth and social inclusion projects. The environment protection was mainstreamed in the project of Medical Health Waste in the health theme as well as in the labour initiatives.

¹²⁹ The task of the sector working groups is to ensure inter-ministerial coordination of the relevant institution(s) with regards to planning, programming, monitoring and reporting on development assistance at operational level and improve programming of IPA Funds. They meet regularly at least four times a year.

5. RECOMMENDATIONS

What are the needs of the HRD sector not covered so far by the assistance? What are the needs that should be addressed by the new financial perspective 2014-2020?

Table 8 below provides a number of key recommendations based on the findings and conclusions of the evaluation. They are divided into three categories, as follows:

	S - Strategic recommendations (5)	
	T - Thematic recommendations (14)	
	P - Programming, delivery and coordination recommendations (5)	

Recommendations highlight the needs of the HRD sector which have not been covered sufficiently well by ODA since 2007, and as a consequence, the action required to be taken in the coming programming period 2014-2020.

Each recommendation has an addressee and a proposed timing.

Table 8: List of recommendations

No	Recommendation	Addressee	Timing
Strategic (S)			
S1	<p>Ensure a more coherent strategic and policy direction in the HRD sector in line with the needs of the population and Serbia's EU and international commitments</p> <p>For the moment, policy-making and coordination of the HRD sector in Serbia are confined to various areas (education, employment, health, social welfare, ageing, housing, Roma inclusion, youth, gender, etc.). Each of these has its own strategic document; they are rarely harmonised among themselves and have overlapping timelines, results, indicators and beneficiaries. There is no coherence of response to the needs of the beneficiaries, which are often been addressed in a fragmented way and with little inter-sectoral cross-fertilisation and coordination. There is a need for an integrated approach to the HRD sector that would coagulate needs, actions, resources and accountability for results in a more coherent and efficient way. It is suggested that a Task Force is formed at the level of the Sector Working Group, to screen existing strategies and cross-check their linkages along the lines mentioned above and against Serbia's EU and international commitments. The results of the screening process and its recommendations (e.g. adjustment and harmonisation of existing strategies, possibly a new integrated strategy for the HRD sector, etc.) will be presented to the Sector Working Group and key decision-makers in the Government for action taking. It is suggested to the donors to provide technical assistance to the Task Force for the screening exercise and to the Government for putting in place the agreed recommendations.</p>	HRD Sector Working Group within the Government, with the assistance of donors	First quarter 2014
S2	<p>Support the development of more evidence-based national policies in the HRD sector to inform efficient planning of resources and adjustment of policies to emerging needs</p> <p>Systematic monitoring and evaluation of implementation of national policies is conducted only in a few cases. Mid-term and ex-post evaluations and reviews of national policies are needed for informed planning of resources and measures to be funded by the EU and other donors. These evaluations and reviews should provide a clear answer to key questions for the quality of life in Serbia contributed by the respective national policy; for instance, the number and quality of jobs obtained by the students who graduated VET schools based on new curriculum/profiles or by the beneficiaries of active labour market</p>	Government (MoESTD, MoLESP, CVET&AE, NEC, NCHE, MoH, MoYS, NES, IEQ&E, IIE and other relevant government agencies, SIPRU, Office of	Permanent

No	Recommendation	Addressee	Timing
	measures would be more useful to know than the number of schools with modernised curricula, respectively the number of beneficiaries of active employment measures. Data would need to be disaggregated as much as possible per gender, residence, ethnicity, disability to depict the contribution of the reviewed national policy to the mitigation of poverty, deprivation, marginalisation. It is recommended that donors assist Serbia to improve the timeliness of data available and track vulnerability and support provided to people by the means of an efficient information system which connects and cross-checks data from various databases (that need to 'communicate' with each other). Ex-ante assessments of the potential impact of policies on children, PwD, Roma, young people, other marginalised groups, to be possibly done through the Government Office of Regulatory Reform and Regulatory Impact Assessment are also strongly recommended. These assessments would also help a better ODA programming.	Regulatory Reform and Regulatory Impact Assessment) Donors	
S3	Ensure Government (relevant beneficiary Ministry) commitment and ownership for effective implementation and sustainability of ODA results Evidence from this evaluation shows that many projects struggle to achieve planned results and ensure sustainability of efforts due to lack of commitment by certain government institutions. Illustrative examples may be found particularly in health and education areas. Systematically devoting enough time and efforts in securing not only the consent but also the firm commitment of all key stakeholders for any planned intervention and in formalizing this commitment before the project start is an imperative in the complex political and administrative environment of Serbia. Each project document should include clear milestones and conditionalities for the deployment of ODA, as well as clear accountability for results. Release of each tranche of ODA assistance should be done only after specific political and policy benchmarks with measurable criteria have been fulfilled, to ensure a more rigorous allocation or reduction of funding, as also recently suggested by European think tanks (Notre Europe - Jacques Delors Institute, 'Think Global – Act European IV. Thinking Strategically about the EU's External Action', Studies and Reports, Paris, April 2013). EU negotiations-related benchmarks should be given utmost importance.	Donors SEIO	Planning phase (with strict monitoring during implementation)
S4	Give priority to supporting policies and measures which have a clearly defined cross-sector objective and estimated effect, addressing the various areas of the HRD sector on the basis of an sector-wide, integrated approach The HRD is by its nature a sector which requires integrated approaches of people's needs and service	Donors	Planning phase

No	Recommendation	Addressee	Timing
	<p>delivery across institutional boundaries (social, education, health care, housing), especially in case of multiple-deprived categories of population. A fragmented and incoherent intervention would never succeed in meeting the needs in a sustainable and efficient way. Synergy of inputs and reforms is therefore a must. Better targeting of cash benefit programmes should go hand in hand with the development and modernisation of social services. Health, social welfare and employment services should complement each other in the form of integrated/cross-sector services for which joint national standards and financing mechanisms are needed. Addressing the problems faced by Roma could not succeed without using a rights-based, holistic approach and intersectoral coordination. The setting up of joint mobile units at local level, composed of employment counsellors, pedagogical assistants, health mediators and case managers within SWCs, to support Roma inclusion seems to be an excellent model of integrated approach that is going to be used in a component of IPA 2012.</p>		
S5	<p>Develop a culture of lifelong learning at various governance and operational levels to ensure that managers and staff keep pace with reforms and are empowered to address the needs of beneficiaries at high professional standards</p> <p>Managers and staff of ministries as well as educational, health, employment and social welfare services at central and local levels should be provided access to up-to-date learning opportunities for personal and professional development. Monitoring of learning outcomes and continuous improvement of knowledge and skills should be a priority. Regular skills profiling to check gaps between the existing expertise and demand deriving from reforms implementation and from beneficiaries should be carried out to inform the staff development policy of the respective institutions. At national level, a leadership and management development programme would be highly needed, as well as training in multi-annual planning, as pointed out by many officials interviewed during this evaluation. In addition, given its outstanding expertise and professional reputation, it is recommended that SIPRU provides coaching to various ministries and public services on strategic social inclusion issues, ideally by placing its advisors in these institutions for 1-3 months to work with top and middle management on a daily basis. At more operational level, investment in professional development needs to be done e.g. for teachers in inclusive education (individualised and culturally-sensitive approach to children with disabilities, Roma students, migrant children); NES and social welfare centres (SWCs) in dealing with Roma beneficiaries (as in IPA 2012); SWCs in case management and in the regulatory and supervisory function of the social welfare system; LSGs in planning, forecasting and budgeting for the sustainable development of services for the</p>	<p>Human resources departments of MoESTD, MoLESP, MoH, MoYS, NES and other relevant central and local public administration bodies SIPRU Institute for Social Protection (with the assistance of donors)</p>	Permanent

No	Recommendation	Addressee	Timing
	most disadvantaged groups as well as in the effective absorption and use of ear-marked transfers from national budgets, etc.		
Thematic (T)			
T1	<p>Ensure that support to active inclusion of vulnerable groups continues in the next programming period as the best means to promote sustainable solutions for poverty alleviation and social inclusion</p> <p>The current financial and economic crisis is having a serious impact on children and families, PwD, Roma, youth, low skilled workers, with a rise in the proportion of those living in poverty and social exclusion. At the same time, budget constraints pose tremendous challenges to the government to ensure effective social protection policies in the short and medium run. The best means to promote social inclusion without putting extra burden on public finances is to give priority and support labour market integration based on the concept of 'active inclusion', according to which access to active employment measures should be combined with adequate income support and access to quality services. The Government commitment to develop employment measures for vulnerable groups, supported by ODA, has improved the quality of life of those who gained a job as a result. This positive trend needs to continue, particularly through generating durable synergies with education, child care, health, housing and social assistance services. It is important to ensure that the work 'pays' by identifying and tackling the specific disincentives the vulnerable groups face when entering, remaining or progressing in the labour market, including those related to the design and interaction of tax and benefits systems. ODA support is badly needed to assist the government in implementing systematic and coherent active inclusion policies and measures.</p>	Donors	Planning and implementation of ODA
T2	<p>Ensure that support to employment within the HRD sector has strong linkages with other themes within the sector (education, labour, social inclusion) and to other relevant sectors (competitiveness, agriculture, etc.)</p> <p>The ODA support to employment has significantly contributed to the improvement of employability of the target groups and to the strengthening of the NES. Linkages between the projects that support institution building in the area of employment and active labour market measures on one hand and projects focusing on education, labour and social inclusion need however to be further strengthened to be able to contribute to a better positioning on the labour market of disadvantaged groups as well as to a more</p>	Donors	In the planning phase of ODA

No	Recommendation	Addressee	Timing
	cost-effective use of resources. At the same time, strong linkages with other sectors, such as agriculture or competitiveness, might have a positive contribution to employment. Creating synergies between projects in these different sectors would contribute to the achievement of better and longer term results. In this respect, sharing of labour market analysis with all relevant stakeholders and its integration into a wider analysis of the socio-economic environment and trends would be beneficial. Horizontal co-funding mechanisms and experimental integrated projects could be also explored.		
T3	<p>Invest in the continuation of reforms in VET to improve its efficiency, quality and relevance for the labour market</p> <p>Over the last decade, donors have supported reform and modernization of the VET system in Serbia. Key strategic documents have been adopted, new institutions established and new curricula piloted. Good results were achieved in enhancement of teachers' capacities and improvement of schools infrastructure. At the same time, important steps forward were made in the area of quality assurance and development of NQF. Yet, further ODA support is needed in order to finalize the development of an integrated, comprehensive NQF and the establishment of an effective Quality Assurance system. Also, donor support is needed to develop the methodology for recognition, assessment and revision of pilot profiles/programmes in order to embed them into the regular education system and to specify exceptions for regulated professions as defined by special EU standards; to establish VET and CVET monitoring and evaluation system in order to enable development and implementation of evidence based policies and to contribute to rationalization of VET school network; to establish mechanisms to regularly evaluate and monitor the outcomes of the education system from an employability point of view. These needs have been acknowledged by the Serbian authorities and donors, and some of them reflected most recently in IPA 2012 which includes a new project for increasing the capacity of Serbian VET system in improving the quality, coverage and relevance of the vocational training.</p>	Donors Government (MoESTD, CVET&AE, MoLESP) Social partners	2013-2015
T4	<p>Further develop adult education and its potential for increasing competitiveness, employability and social inclusion</p> <p>The economic crisis, the need for new skills and the population ageing have highlighted the key role of adult education in lifelong learning strategies and as part of the policies for competitiveness and employability, social inclusion and active citizenship. Development of adult education in Serbia has been addressed by ODA in several projects, which supported Serbia to provide education opportunities for vulnerable groups who needed learning most. Still, there is a whole range of measures that need to be</p>	Donors Government (MoESTD, CVET&AE, MoLESP) Social partners (NGOs, Local Government Units,	2013-2014

No	Recommendation	Addressee	Timing
	implemented in order to overcome the identified weaknesses. Such measures would aim to strengthen the links between formal and non-formal education, support the validation of prior learning, develop co-financing mechanisms between the state and businesses, introduce incentives for adult education and training aimed at businesses and individuals (for up-skilling and re-skilling for employment as well as for developing entrepreneurial competences and fostering self-employment), promote company training and in particular "on-the-job" training/learning, raise awareness and better involve social partners in the development and management of CVET policies. Donors' support is crucial for further development of adult education in Serbia in order to realise its full potential for the economic and social development of the country.	Companies)	
T5	<p>Develop an enabling environment for efficient social dialogue and partnership in education. Reinforce the role of social partners.</p> <p>Social dialogue is vital for achieving high quality education and sustainable social and economic development of the country. The role of social partners in education is crucial for policy development and decision-making processes as well as for the development of a demand-driven education system. ODA support has included objectives that facilitated the involvement of social partners and this resulted in development of adequate legal framework and institutional settings - Council for VET and AE and a few Sectoral Councils have been established and are currently in operation. Still, there is a need to strengthen existing mechanisms and structures in order to ensure policy responses that reflect accurately the needs of the sectors concerned and are based on consensus. It is also important to further build social partners' capacities to enable their effective participation in the future development of education system (especially VET, CVET and higher education) in line with labour market needs as well as to foster cross-fertilisation between education and economy. Donors are strongly recommended to invest more in strengthening the social dialogue and social partnership in the process of development and implementation of occupational and training standards, work-based learning (e.g. accreditation for practical work posts and trainers), continuing training and recognition of prior (non-formal and informal) learning from a lifelong learning perspective, career guidance and counselling, specialized in-service teacher training, curriculum development and quality assurance mechanisms.</p>	Donors Government (MoESTD, CVET&AE, MoLESP) SEC	2013-2014
T6	Support the strengthening of oversight and support bodies in the area of labour, notably the Labour Inspectorate, the Social and Economic Council and the Agency for Peaceful Resolution of Conflicts	Donors and Government (MoLESP)	2013 (particularly when

No	Recommendation	Addressee	Timing
	Some donors (ILO, Norway, etc.) have supported development of capacities of the oversight and support bodies in the area of labour, which resulted in establishment of the Agency for Peaceful Resolution of Conflicts and the improvement of capacities of Social and Economic Council and to some extent of the Labour Inspectorate. However, it is clear that these bodies need further technical, organisational and most importantly, political support in order to fulfil their functions. Particularly, the Labour Inspectorate needs support for institutional restructuring and capacity building (activity planning, carrying out site visits at workplaces, access to information technology, etc.) to address the new needs arisen from the labour legislation in line with European standards (particularly the labour law, health and safety at work law, law on professional rehabilitation of PwD). Support of ODA to this area is critical in order to ensure that Serbian compliance with EU acquis is achieved.		programming IPA II)
T7	<p>Provide further support for the development of social dialogue in Serbia</p> <p>ODA support to the labour theme has been very modest in the reporting period (2007-2011), even though development of social dialogue is an important precondition for strengthening economic and social governance. Serbia needs to strive for more social dialogue if it wants to develop healthy economic and social structures, and address longer-term challenges, in line with European social model. Sustained economic growth, rising standard of living, high levels of employment, high quality education, comprehensive welfare and social protection, low levels of inequality and high levels of solidarity could be achieved by comprehensive policies whereby an important role has to be played by the representatives of workers and employers, and regular dialogue with them. Building capacities of social partners which have important responsibility in addressing the key structural challenges facing Serbia, and supporting development of social dialogue is a crucial investment in stronger and more democratic policies in the country on its road to EU integration. This is part of the <i>acquis communautaire</i>, hence provision of support is envisaged through IPA 2012. Other donors are recommended to join this effort or continue their support provided so far to social dialogue and social partnership in the country.</p>	Government (MoLESP) Donors	2013-2014
T8	<p>Give top priority to families when supporting children's welfare</p> <p>Each policy, measure, action of government or international community should always take the child's best interests as a primary consideration and recognise children as independent rights-holders, whilst fully acknowledging the importance of supporting families as primary carers. Foster care and deinstitutionalisation have their great merits, and the government and donors should be praised for remarkable achievements over the last ten years. Still, family and child support services should be</p>	Donors	During the programming phase

No	Recommendation	Addressee	Timing
	ensured with priority for preventing unnecessary separation and institutionalization when not in the best interest of the child. This is increasingly being acknowledged by the Serbian authorities and donors, most recently by EU in IPA 2013 sector fiche which includes an indicator on 'number of adopted instructions or directions defining steps in the prevention of inappropriate child separation from the family implemented by centres for social work'.		
T9	<p>Further invest in the development and diversification of country-wide community-based social services to contribute to the social inclusion of the most vulnerable groups</p> <p>The support provided by ODA for the development of community-based social services (CBSS) should continue in order support the Serbian authorities at central and local level cope with a number of challenges during the next programming period, as follows: a) expansion of CBSS to all municipalities across the country; b) diversification of the range of CBSS according to the needs of the vulnerable groups in parallel with increasing their quality; d) development of a cross-sectoral approach among social, health, education and employment in service delivery; e) mainstreaming of the most successful services and adoption of national minimum standards, including the development of joint standards for cross-sectoral services in cooperation with other relevant ministries and national bodies; f) promote inter-municipality partnerships in the development of CBSS to ensure economies of scale and budget efficiency through a multiplier effect; g) enforcement of legal provision for earmarked transfers to underdeveloped municipalities for setting up and running CBSS. In this respect, IPA 2012 envisages the provision of support along these lines. It would be very useful if other donors join forces with the EC for a country-wide implementation of these services and reach of the most vulnerable categories of population.</p>	Donors	As from 2013
T10	<p>Further develop the quality and availability of inclusive education, with particular focus on pre-school education</p> <p>Although expansion of pre-school education is recognised as a strategic priority in education, pre-school units and resources are lacking, especially in the rural and most underdeveloped municipalities, as only the local governments and parents cover the costs (80%, respectively 20%). Increasing access to early learning programmes, particularly for children from vulnerable groups, strengthening institutional capacity of LSGs to plan, forecast and budget for sustainable early childhood development services and diversified pre-school programmes for the most marginalised children and improvement of the quality of early education through standards setting, enhanced capacities of pre-school service providers to meet</p>	Donors Government (MoESTD, Centre for Development of Curriculum and Textbooks, MoLESP) LSGs	2014

No	Recommendation	Addressee	Timing
	<p>set standards, awareness raising of parents about the importance of early childhood development, establishment of oversight and quality assurance mechanisms are of utmost importance.</p> <p>Donors are strongly recommended to continue and enforce their support to pre-school education in this respect and, generally, for inclusive education in order to raise its quality and availability, in particular: a) <i>improvement of resources for the implementation of inclusive practices</i> (teachers' competences for inclusive education, accessibility of education buildings, teaching materials and teaching technology for quality inclusive education); b) <i>better coverage of inclusive education</i> (establishment of an effective data management system comprising information on vulnerable children and adults at local level and monitoring of inclusion/transition of vulnerable children at all levels of education, with a focus on drop-out prevention and reduction); c) <i>cooperation between stakeholders</i> (initiatives and activities of institutions and local communities to raise the awareness and promote the benefits of inclusive education, development of various services to facilitate the inclusion at the local level); d) <i>parental involvement</i> (encourage active participation of parents, provide them with information about the methods and forms of support for their child and empower them to take an active role in the educational process of their child).</p>		
T11	<p>Assist the Government in the development and implementation of further health care system reform</p> <p>Profound and systematic reform of the health sector in Serbia is one of the crucial priorities for the development of the country. Donors' support for reforming the health system should be based on the strong commitment of the Serbian Government to make systematic changes in the operation of the system, particularly in terms of health insurance, transparency in funds allocations, fight against corruption, professionalization of procedures in the health system and more patient-oriented practices of the medical staff. This support can only be achieved through joint efforts of all donors, with strong oversight function of utilisation of funds and achievements. As health is not part of the acquis communautaire and the EU support to health will cease (apart from some soft measures, such as medical higher education and research via EU programmes), it is of utmost importance that other donors take the lead and support investments in health – a key dimension of quality of life and overall growth of the country.</p>	Donors	2014
T12	<p>Incentivize Youth Entrepreneurship</p> <p>Youth is too often treated as a problem to be "fixed" rather than a resource to be engaged and utilized.</p>	Donors and Government (MoYS,	2014

No	Recommendation	Addressee	Timing
	<p>Steps should be taken to develop a set of policy measures that enable transformation of perception on youth from passive recipients of services to factor for future society's development and prosperity. It would entail improved access to good education and development of youth entrepreneurship. Achievement of such goals would require efficient interministerial cooperation, coordination and commitment of various ministries (MoYS, Ministry of Regional Development and Local Self Governments, Ministry of Finance and Economy, MoESTD and MoLESP). Donors' support would be very valuable in supporting this undertaking through technical assistance and grant/micro-finance schemes to boost youth entrepreneurship and cooperation between all key stakeholders.</p>	<p>Ministry of Regional Development and Local Self Governments, Ministry of Finance and Economy, MoESTD, MoLESP)</p>	
T13	<p>Increase access of youth to relevant information according to their needs and interests</p> <p>Providing young people with access to relevant information enables them to make informed choices in life and increase their empowerment. Information might be provided in a wide range of forms, from reader-friendly leaflets with key information (e.g. education, training, employment and career development opportunities, health issues, youth rights, international opportunities for volunteering, professional enrichment, personal development) to a more sophisticated system of advice and counselling. In order to provide a comprehensive and up-to-date response in various areas of interest of young people, collection and organisation of information from a large variety of public services are required. Networking with other youth-related services and relevant sources of information is also needed. In order to establish such a comprehensive youth information and networking system, donors support is needed to create the architecture of the system, the needed infrastructure, the inputting mechanism from various stakeholders and the empowerment of youth offices in the country to play an active role in dissemination of information to their target audiences.</p>	<p>Donors Government (MoYS, other relevant ministries and governmental agencies)</p>	2014
T14	<p>Improve the position of young people in society and promote their role as active citizens</p> <p>Young people in the 21 century should be active and equal participants in all areas of social life, with equal rights and opportunities for full development of their potential. Ensuring full participation of youth in society requires increased active presence in the civic life of local communities and in representative democracy, strong youth organisations and involvement in social dialogue. This could be achieved by establishing supporting mechanisms that enable youth participation in important decision-making processes that impact upon their quality of life. In this regard ODA support is very much needed in establishing adequate operational forms and/or structures at regional and national level, aimed to boost young people participation in decision-making processes.</p>	<p>Donors</p>	2014

No	Recommendation	Addressee	Timing
Programming, delivery and co-ordination of the assistance (P)			
P1	<p>Ensure a more inclusive membership of the HRD Sector Working Group and better consultation processes for aid programming, to take benefit of all available expertise and to improve the ownership of proposed measures</p> <p>At the moment, the Sector Working Group is composed of representatives of ministries and governmental offices with key mandate in the HRD sector: education, health, social welfare, employment, labour, youth, human and minority rights, equality and gender. Since the nature of debate on aid programming is essentially of about human capital and social issues, it is recommended that the Group includes the Social and Economic Council as full member. It would also be advisable to invite the Statistical Office representatives to meetings when issues about indicators development and aid monitoring are discussed, to make use of their expertise and sources of data, especially with the introduction of SILC in the regular data collection system. Another important aspect is to ensure that SECO (the CSOs network) takes a more effective part in the programming process by sending discussion papers, sector fiches or project proposals with reasonable response deadlines for allowing proper consultation with the CSOs network members (35 members at the moment). Direct involvement of local level actors in ODA programming must be also ensured, especially when support targets municipalities, through systematic, inclusive and participatory consultation processes.</p>	SEIO	2013
P2	<p>Continue good practice of sequencing project-based assistance to the HRD sector</p> <p>During the evaluation it was noted the benefit of sequential assistance over a longer time perspective, such as the one provided to NES or to the MoLESP and its partners for the implementation of the social welfare strategy. For areas where support is needed for a longer period to achieve the estimated impact (employment, social inclusion, education) and which would exceed a usual project cycle, it is suggested to set in the initial sector identification fiche (EU) or project description document (other donors) the overall needs for support in order to provide a holistic view of what is required to achieve the envisaged impact. Ideally, this would be followed by the preparation of a pipeline of well-sequenced projects. In order to build upon previous assistance, it is recommended that each donor ensures a good institutional memory system of its assistance over the years, by keeping a clear and easy traceable database of its past projects and a log on good practices and lessons learnt. Donors should also make sure that key documents (project description documents, progress reports, final evaluation reports and financial data)</p>	Donors, SEIO	<p>Planning and programming phase of ODA.</p> <p>After the end of projects implementation (for institutional</p>

No	Recommendation	Addressee	Timing
P3	<p>are provided to SEIO for inclusion into ISDACON.</p> <p>Adapt ODA delivery modalities to the capacity of beneficiary institution and particularities of need</p> <p>Direct grants, based on direct award procedures, could be used in case the body managing them is a reliable, experienced and mature institution (such as NES in IPA 2012) and also when the aim is to prepare them for a possible role in the implementation of the ESF; anyhow, the direct grant should be accompanied by technical assistance. Budget support might be used for certain social infrastructure operations (e.g. social housing), in case national public procurement rules are sufficiently transparent and provides equal access to all bidders. Programmatic budget support could be explored in employment and social welfare areas, too, based on the World Bank model. To ensure cross-sector linkages and cost-effective use of resources, horizontal co-funding mechanisms and experimental integrated projects (e.g. employment - agriculture, employment - competitiveness, etc.) could be also explored. Twinning could be used mainly for acquis-related areas (such as institutionalisation of social dialogue – SEC, health and safety at work, gender, labour law). Joint funding from various donors could be also used based on alignment of procedures and common management structure, but separate accountability for use of funds. Grant schemes are useful for testing ideas, promoting innovation and developing grass-roots capacities at local level. The approach used in IPA 2008 of municipalities clustering, to be further strengthen in IPA 2012 is a great way of ensuring efficiency of delivery; inter-municipal mentoring for the development of CBSS in other municipalities could be also used. In the particular case of EU assistance, the DIS will be used as from 2014, whereby a Contracting and Financing Unit within the Ministry of Finance will manage the procurement, contracting and payments, while technical responsibility will be entrusted to various ministries and public services. The idea to set up a Social Inclusion Fund, by pooling together different available national funds and EU funds for financing social inclusion projects, strongly promoted by SIPRU, deserves due consideration in the coming future. The idea is well known by various key stakeholders; still the views are not inclining to a clear yes or no position. Indeed, further analysis is needed, apart from the existing study, to highlight more clearly the necessity and opportunity of setting such a Fund, instead, for instance, strengthening the institutional capacity of current ministries' departments to better manage the available national funds as part of their core mandate.</p>	Donors	memory) During the programming phase of ODA
P4	Design more realistic Results Frameworks for assistance, supported by a Risk Mitigation	SEIO	During the

No	Recommendation	Addressee	Timing
	<p>Strategy and a Sustainability Plan</p> <p>As already discussed in the previous chapters, the ODA assistance in the HRD sector is often reflected in rather ambitious results framework, whereby indicators, particularly at outcome and impact level are overly ambitious. The lack of full achievement of these indicators is very frustrating, as much of the assistance to the sector depends on external factors such as macro-stability, overall economic growth and political context, which are beyond ODA's influence and control. Therefore, development of more SMART Results frameworks and particularly feasible indicators will assist in getting a realistic picture of achievements and effects of assistance. A risk mitigation strategy should be also designed during the programming and regularly reviewed and updated, to inform the project management and donors about risks that could affect the estimated results and guide the remedial action needed. Finally, a Sustainability Plan should be worked out from day 1 of the programming to make sure that results and impacts of ODA are taken over and enhanced by the relevant Serbian stakeholders and mainstreamed in policies and practices.</p>	HRD Sector Working Group Donors	programming phase of ODA
P5	<p>Increase awareness raising concerning the EU programmes which are opened to Serbia's participation and support the monitoring function of national contact points</p> <p>The evaluation noted that there is insufficient information, especially at local level, concerning the available funding through EU programmes, such as PROGRESS or Lifelong Learning. The national contact points are trying hard to disseminate information, but do not have enough capacity to do it in a more systematic and regular way. SIPRU is also disseminating information through its newsletters and website. Still, many NGOs, training centres, social welfare centres, municipalities interviewed during the evaluation site visits are not aware of these opportunities. The new programming period opens the door for new or revised EU programmes, such as the "Programme for Social Change and Innovation" to support employment and social policies, "Education Europe" for education and training or "Horizon 2020" for research and development. It is therefore of importance that possibly interested Serbian organisations are aware and ideally guided in finding the right stream of support to ensure a successful participation of the country. In this respect, responsible institutions within the Serbian Government (most notably SEIO, MoESTD and MoLESP) need to play a more pro-active role. An electronic platform with all available funding opportunities (hosted by ISDACON or EU Information Centre website) could be put in place, updated on a daily basis and with subscription possibilities to regular updates. Development of a network of European information multipliers among municipalities, NGO and interested professionals</p>	EU Delegation SEIO	Whenever calls for proposals are launched and immediately after the selection results are available.

No	Recommendation	Addressee	Timing
	<p>could be also explored. For improving the monitoring of Serbia's participation in EU Programmes, promoters of projects should notify the relevant national contact points, as an obligatory requirement. At the same time, information of successful applicants posted by EC on its websites should be as comprehensive as possible, e.g.by specifying not only the name of the leading applicants, but its partner organisations as well. National authorities should be also given access to details about scholarship holders and the qualifications acquired within various EU programmes to be able to evaluate their impact upon end beneficiaries, better plan the development of human resources and make good use of qualifications acquired by the scholars. To increase the rate of success, Serbian applicants would appreciate if feedback from the selection committee on the quality of their application is more detailed, specifying the reasons for unsuccessful applications.</p>		

What measurable policy objectives for further assistance could be included in NAD at sector and policy objective level (apart from those already mentioned)?

As mentioned in the analysis chapter, the evaluation considers that ODA has been highly relevant to the needs of the HRD sector and key policy documents driving the country towards EU accession. Given the overarching needs of the sector and limited impact in some areas due to the economic crisis and insufficient commitment of beneficiary institution, all the priorities contained in NAD 2011-2013 should continue to be addressed in the next financial perspective.

The evaluation team has reformulated some of the priorities (policy objectives) and measures in NAD and also suggested new measures to reflect better the needs of the HRD sector and actions required to be undertaken, in line with the findings of this evaluation. Objectives and measures have to be considered in tandem with the Recommendations provided in the previous chapter so as to set a more comprehensive and strategic framework for future action in HRD. Each policy objective and measure has been assigned a number of indicators, as presented in Table 9 in the next chapter.

The list of suggested policy objectives and measures is presented below:

Policy objective 1: Raise employment in formal economy through more flexible, inclusive and territorially cohesive labour markets

Measures:

- 1.1 Support the development of employment-friendly strategies at local and regional level, engaging social partners
- 1.2 Increase the effectiveness of employment policies addressed to hardly employable people
- 1.3 Bring people employed in informal economy to mainstream employment
- 1.4 Ensure better and more flexible working conditions based on strengthened social dialogue at national, sectoral and company levels

Policy objective 2: Improve the quality of and access to education and lifelong learning to enable the full and equal participation of every citizen in the economic, political and social life in the context of a knowledge-based society

Measures:

- 2.1 Improve the quality and relevance of VET within the National Qualifications Framework of Serbia
- 2.2 Improve the quality and relevance of adult education within the National Qualifications Framework
- 2.3 Strengthen the role of social dialogue in the planning of education and training provision
- 2.4 Ensure access to higher levels of education for children at risk
- 2.5 Apply competence-based and result-oriented learning and teaching
- 2.6 Support the modernization of the higher education system within the National Qualifications Framework of Serbia and better links with labour market needs
- 2.7 Apply evidence-based educational policies

Policy objective 3: Prevent and reduce poverty and social exclusion through more effective, efficient and cohesive social policies

Measures:

- 3.1 Support social inclusion of vulnerable groups by investing in family support and in the development of diversified and integrated community-based social services (CBSS) across the country

- 3.2 Support transition from reliance on social welfare to work through active inclusion measures (adequate income support, inclusive labour markets, access to quality services)
- 3.3 Develop social welfare regulatory mechanisms to raise quality and enable further efficient decentralisation of social services provision
- 3.4 Improve the position of young people in society and promote their role as active citizens

Policy objective 4: Improve the quality and access to health care for all citizens, by strengthening preventive care and operational capacity of the health care system in line with best European practices

Measures:

- 4.1 Decrease the rate of chronic non-communicable, preventable diseases
- 4.2 Develop capacity of health care providers for better patient safety and quality of health services
- 4.3 Adjust the health care financing to ensure sustainability of the health care system and access to health care services for all citizens
- 4.4 Improve access to quality health care for vulnerable groups of population
- 4.5 Reduce morbidity and mortality from communicable diseases by enhancing prevention and control of existing and impending communicable diseases

7. PROPOSAL OF INDICATORS

What measurable indicators related to policy objectives for further assistance could be included in NAD at sector and policy objective level (apart from those already mentioned)?

This chapter is an attempt to contribute to the discussion and development of the new NAD 2014-2017, with projections for 2020.

For consistency reasons and in order to avoid duplication of work, the suggested indicators build upon the list of draft indicators prepared by the HRD Sector Working Group that was provided by SEIO at the commencement of the evaluation. They also take into consideration relevant SILC indicators (which will start to be regularly collected by the Statistical Office in the second part of 2013 and against which Serbia will have to report once member of the EU), the work done by SIPRU in monitoring social inclusion over the period 2006-2012, key policy documents such as Strategy Europe 2020 and several EC Communications and Recommendations, such as the ones on new skills for new jobs (2008)¹³⁰, respectively active inclusion (2008)¹³¹ and investing in children (2013)¹³².

Most indicators are disaggregated by gender, age, education level, ethnic affiliation, status of PwD, residence, etc. to support an accurate monitoring and evaluation of policies impact and results. It should be remembered that for most indicators, baselines should be established as well as milestones and targets in order to measure and evaluate the changes achieved.

Table 9 presents the proposal of the evaluation team of indicators at policy objectives level, respectively of measures level.

¹³⁰ European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, "New Skills for New Jobs. Anticipating and matching labour market and skills needs", Brussels, 16.12.2008, COM(2008) 868 final

¹³¹ European Commission, Commission Recommendation of 3 October 2008 on the active inclusion of people excluded from the labour market, Brussels, C(2008) 5737

¹³² European Commission, Commission Recommendation of 20.2.2013 "Investing in children: breaking the cycle of disadvantage", Brussels, 20.2.2013, C(2013) 778 final

Table 9. Policy objectives and Indicators

NAD Priority/Measure	Suggested Policy Objective/Measure ¹³³	Suggested indicators ¹³⁴
1. Raise employment in the formal economy by more flexible and inclusive labour markets through improvement of employment, labour policies and social dialogue in line with EU standards	1. Raise employment in formal economy through more flexible, inclusive and territorially cohesive labour markets	<ul style="list-style-type: none"> • % of increase of employment rate (total and disaggregated by gender, age, residence, education, ethnic affiliation, status of PwD, refugee/IDP status) • Long-term unemployment rate (total and disaggregated) • % of increase of employment rate following flexibilisation of working conditions • Increased regional cohesion coefficient (variation in employment rates across regions)
NAD measures	Suggested measures	Suggested measure-related indicators
1.1 <i>Supporting the development of regional and local employment policies</i>	1.1 <i>Support the development of employment-friendly strategies at local and regional level, engaging social partners</i>	<ul style="list-style-type: none"> • Number of regions, respectively municipalities whose development strategies contain explicit employment objectives, translated in evidence-based action plans • Number of regional/local employment action plans developed with input from local social partners, as part of broader development strategies • % of working age population who benefitted of employment measures financed through local employment action plans
1.2 <i>Increasing the effectiveness of employment policies towards disadvantaged groups</i>	1.2 <i>Increase the effectiveness of employment policies addressed to hardly employable people</i>	<ul style="list-style-type: none"> • Number / % of hardly employable people who benefitted of active labour market measures (total and disaggregated by gender, age, residence, education, ethnic affiliation, status of PwD, refugee/IDP status) • Number / % of hardly employable people who got a job as a result of active labour market measures (total and disaggregated by gender, age, residence, ethnic affiliation, status of PwD, refugee/IDP status) • % of GDP allocated for active labour market measures
1.3 <i>Bringing the informal economy into the mainstream</i>	1.3 <i>Bring people employed in informal economy to mainstream employment</i>	<ul style="list-style-type: none"> • % of employees in informal economy in total employment (total and disaggregated by gender, age, education, ethnic affiliation) • % of increase of the number of formal labour contracts as a result of labour inspection • Number of flexible forms of work on the labour market • Number of collective labour contracts including flexible forms of work
1.4 <i>Strengthening occupational safety and health in line with EU standards</i>	1.4 <i>Ensure better and more flexible working conditions based on strengthened social dialogue at national, sectoral and company levels</i>	<ul style="list-style-type: none"> • % of decrease of the number of injuries at work and occupational diseases • Number of regulations in the area of health and safety at work, aligned with the EU acquis • Number of companies which received state

¹³³ New or reformulated NAD priorities and measures

¹³⁴ Indicators are built upon the work of the HRD Sector Working Group, with adjustments and additions based on the results of the evaluation and suggested policy objectives and measures. Additional indicators that are measured by international organisations, available for each country, and which could be monitored for Serbia by relevant stakeholders are the following: gender pay index, human development index, multidimensional poverty index.

		<p>support to adapt the working environment to the needs of PwD in line with the Law on Professional Rehabilitation and Employment of Persons with Disabilities</p> <ul style="list-style-type: none"> • Flexicurity provisions introduced in labour legislation and collective labour contracts as a result of consultation with social partners
2. Improve the quality of and access to the education system to enable the full and equal participation of every citizen in the economic, political and social life in the context of a knowledge-based society	2. Improve the quality of and access to education and lifelong learning to enable the full and equal participation of every citizen in the economic, political and social life in the context of a knowledge-based society	<ul style="list-style-type: none"> • Reduction of the number of persons with low level of education (adults aged 25+ whose highest level of completed education or training ISCED -97 is 0.1 or 2) • Reduction of early school leaving (as % of students dropping out of the system) • Functional literacy of pupils (results in PISA test) • Improved educational outcomes addressing each segment (pre-school, primary, secondary, vocational and tertiary) • Flexible learning pathways between different education and training sectors as a result of implementation of lifelong learning principles
NAD measures	Suggested measures	Suggested measure-related indicators
<i>2.1 Improving the quality and relevance of VET and adult education within the National Qualifications Framework of Serbia</i>	<i>2.1 Improve the quality and relevance of VET within the National Qualifications Framework of Serbia</i>	<ul style="list-style-type: none"> • Number of educational profiles in compliance with the labour market needs included in the system • % of VET students who are employed within "x" years after graduation • % of teachers in VET that have attended specialized professional development programmes • % of VET schools with upgraded equipment and/or improved school facilities • Key competences for lifelong learning are integrated in the curricula
-	<i>2.2 Improve the quality and relevance of adult education within the National Qualifications Framework of Serbia</i>	<ul style="list-style-type: none"> • Functional literacy of adults, disaggregated by age, gender, status of PwD and ethnic affiliation • Early school leavers not in training • Number of institutions accredited for adult education provision • Number of accredited courses for adults • Number of models and mechanisms for financing adult education • Mechanisms in place for systematic collection of disaggregated data on adult education (by gender, age, education level, ethnic affiliation, etc.) • % of unemployed people who gained a qualification through adult education system • % of employed people who obtained a job through adult education system)
-	<i>2.3 Strengthen the role of social dialogue in the planning of education and training provision</i>	<ul style="list-style-type: none"> • Sectoral Councils established in all economic areas • Regional/Local capacities (Councils) for HRD are established in at least 'x' regions / at least x% of the municipalities in each region • Number of partnerships between the worlds of education/training and work established by involving social partners • Number of funding alternatives/mechanisms and incentives for continuous VET and adult learning

2.2 Ensuring access and reaching higher levels of education for children at risk	2.4 Ensure access to higher levels of education for children at risk	<ul style="list-style-type: none"> • Annual % of children from risk groups that attend pre-school education • Coverage of children 7-14 by primary education, total and disaggregated by gender, ethnic affiliation, status of PwD, level of education of the mother • Coverage of children aged 15-18 by secondary education, total and disaggregated • Primary education drop-out rate, total and disaggregated • Secondary education drop-out rate, total and disaggregated • Range of mechanisms supporting an inclusive approach in education • Number of programmes adjusted to the needs of children/students at risk • Number of supported initiatives to recognize education gained outside the formal education system
2.3 Applying competence-based and outcome-oriented teaching and learning	2.5 Apply competence-based and result-oriented learning and teaching	<ul style="list-style-type: none"> • Number of accredited trainings aimed at development of transversal and functional multi-disciplinary competences of teachers • % of teachers that have attended professional development programmes related to student-centred / innovative teaching and learning methods and classroom management • % of teachers/professional associates that have gained career titles
2.4 Supporting the modernisation of the higher education system in Serbia	2.6 Support the modernization of the higher education system within the National Qualifications Framework of Serbia and better links with labour market needs	<ul style="list-style-type: none"> • Share of population aged 30-34 who have successfully completed college or tertiary level faculty with similar levels of education earned 5-6 according to ISCED-97 • Number of study programmes designed on the basis of economy needs • % of students who got employment 'x' months after graduation • Number of developed Joint study programmes • Number of developed study programmes for international students • Number of colleges for applied science networked with research institutions • Number of higher education institutions recognised for their exceptional results in research
-	2.7 Apply evidence-based educational policies	<ul style="list-style-type: none"> • Tracer studies on the graduates of VET/higher education are produced regularly, according to a predefined calendar • Plan for students enrolment in VET/ higher education is based on relevant assessments of labour market needs
3. Reduce poverty and social exclusion in Serbia by addressing the needs of disadvantaged groups in a multidimensional way based on a stronger coordination of existing policies and services and the development of community-based solutions	3. Prevent and reduce poverty and social exclusion through more effective, efficient and cohesive social policies	<ul style="list-style-type: none"> • At-risk-of-poverty rate (total and disaggregated by gender, age, household type, education, status on the labour market, ethnic affiliation, status of PwD) • Absolute poverty rate (total and disaggregated) • Gini coefficient

NAD measures	Suggested measures	Suggested measure-related indicators
3.1 Supporting social inclusion through more diversified community-based social services	3.1 Support social inclusion of vulnerable groups by investing in family support and in the development of diversified and integrated community-based social services (CBSS) across the country	<ul style="list-style-type: none"> • Typology of family support services • Number of family support beneficiaries, total and disaggregated by household size, number of dependent children, head of household (professional status, age), residence, income deciles • Typology of newly-developed CBSS • Number of integrated/cross-sector services (employment, health, education) • % of municipalities with functioning CBSS • Number of CBSS beneficiaries, total and disaggregated by gender, age, ethnic affiliation, residence, status of PwD, income deciles • % of LSGs which are funding CBSS (earmarked funds in their budget) • Number of underdeveloped municipalities which received earmarked funds from national budget to set up and run CBSS (according to Social Welfare Law, 2011)
3.2 Supporting the transition from welfare to work through active inclusion	3.2 Support transition from reliance on social welfare to work through active inclusion measures (adequate income support, inclusive labour markets, access to quality services)	<ul style="list-style-type: none"> • <i>Pillar 1:</i> Adequate income support - At-risk-of-poverty threshold; At-risk-of-poverty rate before social transfers (total and disaggregated); Share of social transfers (other than pensions) in household income by income deciles; % of social expenditures for social transfers (other than pensions); In-work poverty rate of people living in households with dependent children; Inactivity trap (financial disincentives to work for people on low income) • <i>Pillar 2:</i> Inclusive labour markets - % of people facing multiple barriers to inclusion in the labour market (e.g. Roma, PwD, poor single mothers, unskilled workers) who benefitted of individualised counselling from NES; indicators for measure 1.2 above, with focus on social economy, public works, subsidised employment; average number of training hours/year/employment counsellor in NES • <i>Pillar 3:</i> Access to quality services - % of single mothers/households on low income to services (child care services, affordable housing, health care); participation rate in adult education and training of low educated people; average number of training hours/year/case manager in SWCs; integrated information system on users of social services and cash benefits set up, interconnected to other relevant databases (for cross-checking, better targeting of support, elimination of error and fraud)
3.3 Developing social welfare regulatory mechanisms to enable further efficient decentralisation of social services provision	3.3 Develop social welfare regulatory mechanisms to raise quality and enable further efficient decentralisation of social services provision	<ul style="list-style-type: none"> • Number of national minimum service standards adopted via by-laws • Number of social welfare inspectors • Average number of social services providers per one social inspector (workload) • Average number of licensed providers of social services at community level (national average and average for underdeveloped communities)

		<ul style="list-style-type: none"> • Number and typology of accredited training programmes for social professions
3.4 Improving the position of young people in society and promote their role as active citizens	3.4 Improve the position of young people in society and promote their role as active citizens	<ul style="list-style-type: none"> • Number of youth offices set up and functioning in the country • Number and diversity of training programmes for youth capacity development organized by youth offices • Average number of training days/year for youth activating in youth offices • Number of youth organizations set up and functioning; % of young members • Number of young people who are awarded with scholarships and awards based on exceptional results • Number of young people involved in active employment policy measures at community level
4. Improve the quality and accessibility of health care to promote the health and well-being of all citizens, emphasising preventive care while strengthening the operational capacity of the health care system in line with EU standards	4. Improve the quality and access to health care for all citizens, by strengthening preventive care and operational capacity of the health care system in line with best European practices	<ul style="list-style-type: none"> • Life expectancy at birth • Subjective health status per income level by gender and age for each quintile • Rate of non-coverage by health insurance (total and disaggregated by gender, age, residence, ethnicity, status of PwD, refugee/IDP status) • Health care provision compliance with EU standards
NAD measures	Suggested measures	Suggested measure-related indicators
4.1 Decreasing the rate of chronic non-communicable, preventable diseases and improving the control of these conditions by encouraging timely screenings and promoting healthy lifestyles	4.1 Decrease the rate of chronic non-communicable, preventable diseases	<ul style="list-style-type: none"> • Number of people suffering from chronic non-infectious diseases • Percentage of the budget of the Ministry of Health spent for preventive health care • Number / % of people accessing preventive care through free cancer screening
4.2 Promoting greater patient safety and improving the quality of health care delivery by building the human resources capacity of service providers at various levels	4.2 Develop capacity of health care providers for better patient safety and quality of health services	<ul style="list-style-type: none"> • Number and % of accredited health care institutions of total number of institutions • Number of physicians per 1,000 population • Number of hospital beds per 1,000 population • Number of good clinical practice standards developed • Increased satisfaction of patients concerning health services • % reduction in the number of cases of malpractice
4.3 Modifying health care financing in order to ensure the long-term sustainability of the health care system and to enable continuous access to needed health care services for all citizens	4.3 Adjust the health care financing to ensure sustainability of the health care system and access to health care services for all citizens	<ul style="list-style-type: none"> • Number / % of primary health care institutions applying the capitation method in the total number of primary health care institutions • Breakdown of the National Health Insurance budget, indicating allocation for different areas of health care
4.4 Improving access to quality health care for vulnerable and disadvantaged population groups	4.4 Improve access to quality health care for vulnerable groups of population	<ul style="list-style-type: none"> • Number of targeted health care programmes addressing the needs of specific vulnerable groups • Number / % of people belonging to vulnerable groups who benefitted of health care services (children living in poor families, Roma, PwD, refugees and IDPs, drugs addicts, people living in rural and remote areas, long-term unemployed, the elderly)

4.5 <i>Reducing morbidity and mortality from communicable diseases by enhancing prevention and control of existing and impending communicable diseases</i>	4.5 <i>Reduce morbidity and mortality from communicable diseases by enhancing prevention and control of existing and impending communicable diseases</i>	<ul style="list-style-type: none"> • Rate of mortality due to infectious diseases • % of population immunization (vaccination coverage, total and disaggregated by gender, age, ethnic affiliation, residence, professional status) • Professional staff in key epidemiological institutions as % of the total number required to cover needs
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Framework Contract Lot N° 9 Culture, Education, Employment and Social

Technical Assistance for Evaluation of Sector of Human Resources Development (HRD) Implemented and Financed by IPA Programme, EU Programmes and other Donors in the Republic of Serbia

Letter of Contract N° 2012/309866

Annexes to the Final Evaluation Report

June 2013

Camelia Gheorghe, Team Leader
Sonja Gosevska Ivanovic
Zehra Kacapor-Dzihic



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Annex 1 – Terms of Reference**LOT No : 9 Culture, Education, Employment and Social
FRAMEWORK CONTRACT**

Request 2012/309866/ version 1

SPECIFIC TERMS OF REFERENCE**Technical Assistance for Evaluation of Sector of Human Resources Development(HRD)
implemented and financed by IPA Programme, EU Programmes and other Donors in the
Republic of Serbia****1. BACKGROUND****1.1 Contracting Authority**

The contracting authority is the Delegation of the European Union in the Republic of Serbia (EUD) on behalf of the EU Commission.

1.2 Relevant country background

The European Council granted Serbia the status of candidate country on 1 March 2012, on the basis of the Commission Opinion on Serbia's membership application adopted on 12 October 2011. The Council concluded on 5 December 2011 that the opening of accession negotiations will be considered by the European Council, in line with established practice, once the Commission has assessed that Serbia has achieved the necessary degree of compliance with the membership criteria, in particular the key priority of taking steps towards a visible and sustainable improvement of relations with Kosovo*, in line with the conditions of the Stabilisation and Association Process.

Relations between the EU and Serbia

Serbia is participating in the **Stabilisation and Association Process**.

The **Stabilisation and Association Agreement** was signed, along with the **Interim Agreement** on trade and trade-related matters, in April 2008. It provides a framework of mutual commitments on a wide range of political, trade and economic issues. The Interim Agreement entered into force on 1 February 2010. At the 14 June 2010 Foreign Affairs Council, Ministers agreed to submit the Stabilisation and Association Agreement to their parliaments for ratification. The process is close to completion, with ratification still pending in only one Member State.

Serbia has built a positive track record in implementing the obligations of the Stabilisation and Association Agreement and the Interim Agreement on trade and trade-related matters. An interim committee and a number of sub-committees meet annually, to discuss topics including the internal market, competition, transit traffic, trade, customs, taxation, agriculture and fisheries. In general terms, Serbia is meeting its SAA/IA commitments in these areas and cooperation is progressing well. In January 2012, the Serbian government adopted a revised and updated version of the National Programme for the Integration of Serbia in the European Union for the period 2008–2012, taking account of the Commission's Opinion.

Political dialogue meetings at ministerial level have been held since 2003. Policy dialogue between the European Commission and the Serbian authorities has been taking place as part of **Enhanced Permanent Dialogue** (EPD) since 2003. Inter-parliamentary meetings between members of the European Parliament and of the Serbian parliament have been held annually since 2006. Several EPD meetings covered sectors of the SAA that are not included in the Interim Agreement, such as energy, the environment, social policy, justice, freedom and security.

*This designation is without prejudice to positions on status, and is in line with UNSCR 1244/99 and the ICJ Opinion on the Kosovo declaration of independence.

Serbia participates in the multilateral **economic dialogue** with the Commission and the EU Member States. The aim of this dialogue is to prepare Serbia for participation in multilateral surveillance and economic policy coordination under the EU's Economic and Monetary Union. In this context, was invited for the first time to the Council meeting on pre-accession fiscal surveillance in May 2012.

Visa liberalisation for citizens of Serbia travelling to the Schengen area has been in force since December 2009. The Commission set up a post-visa-liberalisation monitoring mechanism to assess whether the implementation of reforms introduced by the country was consistent with the visa roadmap and sustainable. This was complemented by an alert mechanism to prevent abuses. A **readmission agreement** between the European Union and Serbia has been in force since January 2008.

Financial assistance is provided through the Instrument for Pre-Accession Assistance (IPA). IPA assistance is currently managed centrally by the EU Delegation in Belgrade. Serbia is preparing for decentralised management of IPA funds. The Multiannual Indicative Planning Document for the period 2011–2013 adopts a sector-based approach focusing assistance on the following seven sectors: justice and home affairs; public administration reform; social development; private sector development; transport; the environment, climate change and energy; and agriculture and rural development. In addition, the country continues to benefit from various regional and horizontal programmes. Cross-border cooperation is also used to promote capacity building and dialogue between the local and regional authorities of neighbouring countries, namely Bulgaria, Hungary, Romania, Bosnia and Herzegovina, Croatia and Montenegro.

Overall, between 2001 and 2012, the EU committed over € 2.2 billion to Serbia in the form of grants and € 5.8 billion in the form of soft loans. For the period 2007–2012, the Commission has earmarked € 1,176 million for IPA projects to be implemented in the country.

The economic situation

Serbia is facing serious economic difficulties. The effects of the global economic crisis are widely felt. The year 2012 is characterised by negative economic growth (-1.5%), high inflation (11%), rising unemployment (up to 26%) and a double digit current account deficit. The difficult economic situation is also reflected in worsening fiscal indicators. The budget deficit for 2012 is estimated at 6.7% of GDP, the public debt at 60% (both substantially higher than the Government's own fiscal rule prescribes; 4.5% and 45% resp.). To address the situation, the Government has adopted a 3 year fiscal consolidation strategy and is considering structural reforms in the business environment, labour market, pension system, competition and public enterprises.

The political situation

Serbia held parliamentary and local elections at their normal term in May 2012. Early presidential elections were also held in May 2012, after the incumbent, President Boris Tadic, decided to resign. The leader of the Serbian Progressive Party (SNS), Tomislav Nikolic, won in the presidential election. Following the parliamentary elections, a new coalition government took office in July, on the basis of an agreement between SNS, SPS, URS and two smaller parties, with the leader of SPS assuming the position of Prime Minister. The new Prime Minister has pledged to accelerate the EU agenda of reforms with the aim of opening accession negotiations.

1.3 Current state of affairs in the relevant sector

The sector of Human Resources Development (HRD) comprises policies which are concerned with the development of human potential through education and training, better working and living conditions of the citizens and a fairer access to quality services, in the perspective of achieving a more equitable, cohesive and healthy society while responding to the challenges of a globalised and knowledge-based economy. The HRD sector encompasses employment, labour, education, social inclusion, and health and youth policies.

The 2012 Progress Report paints a mixed picture in terms of the developments in the key fields related to HRD in Serbia. In some areas, the Report clearly states that there is no progress, such as in the field of development of labour rights related legislation. The Report criticises Serbia for not adopting a new Labour law, and finds that the only positive steps in this field have been the efforts in the area of health and safety at work, where there are straightforward steps in terms of the alignment of the national legislation with the acquis. Related to this, the Labour Inspectorate carried out a

considerable number of inspections, and training and awareness-raising activities targeting workers and social partners continued. Linked to the field of labour rights, the progress in the area of social dialogue has in recent years also been feeble in Serbia. The dialogue in Serbia is tripartite, and led by the Social and Economic Council at national level. The Progress Report noticed improvements in the employment policy, in particular in view of the existence of adequate administrative capacities in the respective line Ministry, including the improved institutional set up in the new Government which links employment with social policy and labour again, the capacities and staffing of the National Employment Service and the adoption of the National Employment Action Plan for 2012. Likewise, there have been improvements in the financing of the local employment measures for 134 local employment plans the private employment agencies have been issued licences for work.

The negative aspects mentioned in the report relate to the inadequate financing of the active labour market measures and the general inadequacy of the allocations and coverage of employment policies. These shortcomings affect the issue of social inclusion. In this field, in terms of welfare, the Law on Social Welfare has introduced increased accessibility to social services, and improved transfer policies. However, despite the existence of clear policy orientation, actual social inclusion of marginalised groups has not improved significantly, partially in view of the poor economic situation. The application of strategic measures for the vulnerable groups, listed in a number of strategy and policy papers, has not been followed up through clear reporting mechanisms, and indeed it is difficult to say that the situation for these groups has in any manner improved. The level of opportunities in view of the complex economic reality, has diminished, but the lack of adequate indicators and parameters do not allow for a clear picture of the types of marginalisation which occur. The Progress report also takes note of the deficits in the pension and health funds, which likewise affect most severely the most vulnerable groups in society.

The priority mid-term objectives in this sector are summarised in the HRD chapter of the inter-sectoral document entitled Needs of the Republic of Serbia for International Assistance 2011-2013 (NAD), which represents the starting point and base for the programming of international development assistance. The coordination and harmonisation of such activities in Serbia, and the following of the NAD is the mandate of the Serbian European Integration Office (SEIO) – Sector for Planning, Programming, Monitoring and Reporting on EU funds and Development Assistance.

For time being sector monitoring for the HRD sector is based on two key mechanisms: through the system of performance indicators which have been developed to accompany the NAD document and through the periodical review of the implementation of strategies and action plans relevant for the sector.

A unique strategic and policy direction in the area of HRD in Serbia is currently lacking. Until recently, some coordination existed across the different Government institutions and authorities through the implementation and monitoring of the Poverty Reduction Strategy, adopted in 2002. A part of the monitoring has been performed through the elaboration the first National Report on Social Inclusion and Poverty Reduction in the Republic of Serbia. However, the time validity of the Strategy has lapsed, and a new document has not been prepared. In view of this, policy coordination has been confined to selected areas, each of which has its own strategic document. The documents are not harmonised among themselves, and have overlapping timelines, results, indicators and beneficiaries. Limited monitoring exists of the achievement of the results as per these strategies, and very few reports are produced at regular basis indicating the achievements in respective areas. A common feature is also the lack of adequate budgeting for the implementation of the respective action plans.

In the field of **employment**, the situation is perhaps the best, in view of the adoption and the consistent monitoring of the implementation of the National Employment Strategy for the period 2011-2020. The Strategy defines programmes, measures and activities articulated around four priorities: employment promotion in less developed regions and development of regional and local employment policy; human capital promotion and greater social inclusion; improvement of institutions and labour market development; and reduction of labour market dualities. The Strategy is implemented through annual National Action Plans for Employment.

In the field of **education**, the Government is preparing for the adoption of the general education Strategy. The Strategic document has been drafted by the Ministry of education, and finalised in October 2012, but has been received by sharp criticism from a part of the expert audience, in view of

the unrealistic expectation regarding education indicators for the period until 2020 in Serbia, and lack of adequate plan and resources for the achievement of these indicators.

In **education sub-areas**, three strategic documents have been adopted: 1) the Strategy for the Development of Vocational Education and Training has been adopted, that aims to provide youth and adults with the opportunities to gain knowledge, skills and competencies needed for work and employment. The Strategy advocates the creation of a National Qualifications Framework and a quality assurance system, the development of career guidance and counselling, and the promotion of entrepreneurship in vocational education; 2) the Strategy for the Development of Adult Education promotes adult education in the context of lifelong learning, and 3) the Strategy and Action Plan for Careers Guidance and Counselling, which aims to better use human resources through links between the worlds of work and education.

A Social Welfare Development Strategy has been guiding since 2011 (previous one since 2005) the area of **social policy** in Serbia, with the aim of improving social welfare for the poorest citizens through more efficient financial support and the development of a network of integrated community-based services and quality assurance. However, in terms of specific vulnerable groups, a proliferation of strategic documents have been adopted and are in various stages of implementation. This includes strategies targeting groups including children, women, people with disabilities, elderly citizens, Roma, returnees and migrants (National Strategy for Improving the Position of Women and Promoting Gender Equality and its Action Plan; Strategy for Improvement of the Position of Persons with Disabilities; National Action Plan for Children; National Strategy for the Protection and Prevention of Violence against Children; National Strategy on Ageing; National Youth Strategy).

A key group targeted by EU support has been the **Roma population**. The Strategy for Improvement of the Status of Roma in the Republic of Serbia was adopted in 2009 and followed by National Action Plans for its implementation in 13 areas. Follow-up of the Action plans has not been consistent, however. Specifically related to this, the **National Social Housing Strategy** was adopted in February 2012, with the aim of providing a more flexible approach to social housing development for vulnerable groups, including IDPs, refugees, Roma living in settlements etc.

The strategic framework for improving the area of **health** in Serbia is complex. The main document at this stage is the 'Health Care Development Plan' for 2010-2015. The strategic framework includes the following documents: the National Public Health Strategy, the National Mental Health Strategy, the Strategy for Development and Health of Youth, the Strategy for Continuous Improvement of the Quality of Health Care and Patients' Safety, the Strategy for Prevention and Control of Non-communicable Diseases, the Strategy for Palliative Care, the Strategy for the Fight against Drugs and the Strategy for the Fight against HIV/AIDS.

In terms of the **institutional set-up**, the new 2012 Law on Ministries determines that the policies of Human resources Development in the Republic of Serbia are predominantly addressed by the following institutions: the Ministry of Labour, Employment and Social Policy; the Ministry of Regional Development and Local Self-Government; the Ministry of Finance and Economy; Ministry of Education, Science and Technological Development; the Ministry of Health, Ministry of Sports and Youth and the Office for Human and Minority Rights. Public authorities in the social welfare system are also the National and Province Institutes for Social Protection and the Centres for Social Work. In the employment and labour market system, this is the National Employment Service, while in the education system, the Institute for Improvement of Education and Institute for Education and Quality Evaluation. Representative Trade Unions and Union of Employers through the Secretariat of Socio-Economic Council are involved in the consultation mechanism of Social Development sector.

The Government of Serbia's main objectives in the HRD sector, as defined in the NAD 2011-2013, are:

- Raise employment in the formal economy by more flexible and inclusive labour markets through improvement of employment, labour policies and social dialogue in line with EU standards;
- Improve the quality of and access to the education system to enable the full and equal participation of every citizen in the economic, political and social life in the context of a knowledge-based society;

- Reduce poverty and social exclusion in Serbia by addressing the needs of disadvantaged groups in a multidimensional way based on a stronger coordination of existing policies and services and the development of community-based solutions;
- Improve the quality and accessibility of health care to promote the health and well-being of all citizens, emphasising preventive care while strengthening the operational capacity of the health care system in line with EU standards.

The Government of Serbia's main objectives in the HRD sector, as defined in the Budget Memorandum¹³⁵, are:

- To increase and improve employment, through active employment policy measures;
- To harmonise national labour legislation with that of the EU, including occupational safety and health, and modernise the enforcement mechanisms towards reform of labour inspection;
- To implement education system reforms at all levels, based on principles of life-long learning, improving quality and equal access to education;
- To strengthen systematic solutions to improve the position of youth in various areas of life;
- To reform social welfare focused on improving the quality of life of the most vulnerable groups of citizens through strengthening quality assurance and regulatory systems, based on the principles of enabling the dignity and the best interest of user, ensuring accessibility and provision of the least restrictive environment;
- To implement health care system reforms to ensure efficient management of health institutions at all levels, better quality assurance of health care services and better planning of health resources.

SEIO has reported that, according to Serbia's Inter Sectoral Development and Aid Coordination Network (ISDACon) database, it is estimated that in the four annual programmes 2007-2011, IPA component I is financing projects in the HRD sector worth over €125 million (including national co-financing).

Projects in the specific sector funded by IPA programs include several projects as:

IPA 2008 TA to enhance the data management, forecasting and monitoring and evaluation capacity of the NES (EUNES)- Technical Assistance Project -1 MEUR. Project completed in October, 2011 and final report approved in December, 2011.

IPA 2008 Supply of IT equipment and document management system to the national employment service – Supply – 0.25 MEUR. Project completed in September, 2010 and final acceptance signed in September, 2011.

IPA 2011 Preparation of Serbian Labour Market Institutions for European Employment Strategy – Twinning project – 2 MEUR. Project started in May, 2012 and currently ongoing.

IPA 2011 - Further integration of forecasting, monitoring and evaluation in the design and implementation of active labour market policies and adjustment of National Classification of Occupations to ISCO 08 standards – Technical assistance project – 1.2 MEUR. Project started in September, 2012 and currently ongoing.

IPA 2008 - Developing Community-based Services for Children with Disabilities and their Families (232-643) with budget of 2 MEUR is direct grant implemented by UNICEF until 22/12/2013.

IPA 2008 - SWIFT II – Sustainable Waste management Initiative For a healthier Tomorrow, a 1.5MEUR project implemented by UNOPS and World Health Organisation. The implementation of the 24 months project started in February 2012.

In terms of the HRD sector, a sector fiche from the **IPA 2012** funding is currently in the process of contracting. The fiche covers the following areas, considered sector priorities:

- increased effectiveness of Serbian employment policy in line with labour market needs;

¹³⁵ Memorandum on the Budget and Economic and Fiscal Policy for 2011 with Projections for 2012 and 2013 (August 2010)

- enabling social dialogue to be utilised as an instrument for reaching consensus on labour market issues and a forum for discussion on the programming, formulation and implementation of social and economic reforms.
- Increased capacity of Serbian VET system in improving the quality, coverage and relevance of the vocational education and training delivered; evaluation of implementation state of reforms in schools and responsible bodies for VET
- support social inclusion policies and development of the range and quality of community-based social services for vulnerable and disadvantaged groups, including Roma, through cross-sectoral approaches and local partnership-based initiatives.
- support the implementation of the Strategy for Improvement of the Status of Roma in the Republic of Serbia in the areas of access to basic rights and civic participation, labour market, education, health, social welfare, adequate housing and job creation, following the recommendations of the on-going pilot actions of the City of Belgrade and EU Framework for National Roma Integration Strategies up to 2020.

The **2013 IPA** funding programming cycle is ongoing, and in the HRD sector, a Sector Identification Fiche has been developed, following similar priority areas, mainly:

- Improving balance between skills supply and labour market needs through strengthened capacity for efficient and effective design and delivery of trainings to unemployed.
- Increasing effectiveness of Serbian employment policy for unemployed PWDs.
- -Support to NES employment programme supported through direct award.
- Support to social inclusion of the most vulnerable groups through high quality social welfare and innovative community-based services.
- Strengthening social welfare system strengthened to a) provide a timely support to families at risk to prevent inappropriate child separation from the family and b) ensure quality of protection for children in social care, i.e. in a foster family or residential institution.
- Design and implementation of intersectoral measures for decreasing early school leaving and drop-out prevention
- Living and housing conditions for Roma families in selected settlements improved, through identification, assessment and implementation of durable housing solutions, improvement of physical infrastructure and accompanying improvement of the access to education system, labour market, social and health services

2. DESCRIPTION OF THE ASSIGNMENT

This framework contract is intended to assist the Government of Serbia to perform an assessment/evaluation of the ODA (Official Development Assistance) as defined by the OECD/ DAC within the Sector of **Human Resources Development** (HRD) for period 2007-2011, meaning projects implemented and financed by IPA Programme, EU Programmes, bilateral donors in Serbia and concessional loans with grant element of at least 25%. The specific **sector** comprises policies which are concerned with the development of human potential through education and training, better working and living conditions of the citizens and a fairer access to quality services, in the perspective of achieving a more equitable, cohesive and healthy society while responding to the challenges of a globalised and knowledge-based economy. The HRD sector encompasses employment, labour, education, social inclusion, and health and youth policies.

The main stakeholders of the evaluation are:

- EU Delegation in Belgrade
- The Government of Serbia represented by Serbian European Integration Office (SEIO), and the line ministries and authorities included in the description of the sector institutional set up.
- Other Donors and IFIs.

The role of the Evaluation Expert(s) will be to design and carry out the entire process of evaluation, ensuring that the stakeholders benefit fully from the learning and experience of the evaluation process. The Evaluation Expert(s) will be responsible for smooth and effective functioning of the process and for completing the Final Evaluation Report in accordance with guidelines and general format agreed during the Inception Phase.

Scope of the Evaluation, Methodology and Plan of Work

The evaluation experts will review, analyze and provide conclusions/recommendations on the following:

- The extent to which the design and the activities of select projects in the HRD sector implemented to date are contributing to the stated sector objectives;
- The likely effectiveness of selected projects in the HRD sector in achieving stated objectives;
- Assessment of external factors affecting the select projects, and the extent to which the projects have been able to adapt and/or mitigate the effects of such factors;
- The approach to project management, including the role of stakeholders in the steering committee and coordination among the different donors and projects in the HRD sector.

Given the time constraints and large amount of work as well as geographical area that need to be covered the evaluation will be based upon review of documentation and discussion with staff and other key stakeholders, complemented with field visits to a selected number of projects sites. It is proposed that the work plan should be as follows although at this stage, dates are indicative subject of confirmation during the Inception Phase :

Indicative start of the project	21 January 2013
Submission of the Draft Evaluation Report	25 March 2013
Submission of the Final Evaluation Report	15 April 2013

2.1 Global objective

To maximise impact of financial assistance in the sector of **Human Resources Development** in Serbia from the EU and other donors.

2.2 Specific objectives

The specific objectives of this evaluation are to:

1. Map and assess the impact, effectiveness, efficiency, relevance and sustainability of projects in the sector **Human Resources Development**
2. Map and assess the impact, effectiveness, efficiency, relevance and sustainability of the participation of Serbia in relevant to the specific sector European Union programmes, as Seventh Framework Programme, Progress programme, Safer Internet, Life Long Learning and other education programmes (i.e. Tempus, Erasmus Mundus, Jean Monnet) as well as support to VET from ETF.
3. Provide lessons learned and recommendations for decision-making on improvements of future financial assistance where relevant.
4. Propose measurable policy objectives not included in the NAD and related measurable indicators for further assistance in particular provide recommendations for programming in this sector for the next financial perspective 2014-2020.

2.3 Requested services including proposed methodology

With regard to specific objective 1, the evaluation will cover EU financial assistance provided to Serbia under IPA and other development assistance provided by other partners. The evaluators will focus particularly on effectiveness, impact and sustainability of financial assistance implemented during the period 2007-2011. Evaluation will take into account document that has been initiated by the SEIO "Evaluation of effectiveness and efficiency of development assistance to the Republic of Serbia per sector" which will include all eight (8) sectors according to the relevant Needs Assessment issued by the Serbian authorities.

With regard to specific objectives 3, the evaluators will focus on support provided by the EU in order to gain a full understanding of EU and other donors' interventions, and particularly where and why they have worked well, and where and why they have worked less well. On that basis, the evaluation will provide relevant recommendations to improve the design, programming and implementation of EU interventions, with the view to improving their relevance, efficiency, effectiveness, impact, visibility and sustainability. In addition the evaluators will provide with an assessment for future needs in this sector for the next programming period 2014-2020. The evaluation will focus at the contract and project level.

A two pages methodology must be included in the offer.

2.3.1 Evaluation questions

The evaluation will include a focus on the following questions categorised on the basis of objectives Impact, effectiveness, efficiency, relevance and sustainability of IPA and other donors funded interventions:

- What is the full mapping of EU and other donors' support in the sector
- How effectively have priorities and needs of Serbia been translated into programming of assistance based on the priorities identified in the NPI and programming documents?
- To what extent has financial assistance been effective in achieving the sector results?
- Were the immediate and intermediate results delivered by the evaluated assistance translated into the desired and expected impacts? To what extent did they contribute to achieve the strategic objectives and priorities linked to reconstruction and reconciliation? Can impacts be sufficiently identified and quantified?
- Were the achieved results sustainable, especially in terms of retaining improved administrative capacity and maintenance of provided investment?
- What was the impact of this assistance? Were there additional (negative or positive) impacts?
- Were the identified impacts sustainable?
- Were there elements which could hamper the impact and/or sustainability of assistance? If yes, what measures could be undertaken to prevent negative effects of such elements.
- To what extent were the donors' chosen implementation modalities relevant, efficient and aligned with each other?
- How well were the selected contracts linked to other related contracts and whether other contracts could deliver better?
- To what extent was the support provided by the EC financial instruments coherent and complementary to the national budget and other donors?
- Have suitable and appropriate indicators been established, allowing for reasonable and efficient measuring of results, outcomes and, when applicable, impacts? If yes are they SMART? Which better indicators can be proposed (including baselines and targets) at sector and policy objective level?
- Are the indicators in line with the overarching sector strategies and policy priorities?
- Has sustainable capacity been created in the beneficiary institutions to manage policy challenges and future assistance?
- Was the institutional framework adequate to deliver programmes in a sustainable manner?
- Has the EU assistance achieved maximum visibility? Did the implemented visibility activities succeed in convey the key strategic messages justifying the delivered assistance?
- Cost/benefit analysis of the type of support either on contract or project level (e.g. table listing costs on one hand in terms of time and money, and sustainable outcomes and impact achieved on the other.

Lessons learnt and recommendations to an extent relevant and applicable:

- Which lessons can be learned from the implementation of assistance?
- What have the weaknesses and strengths of delivered assistance been?
- How could financial assistance been better coordinated and aligned with ongoing reforms to improve effectiveness, impact and sustainability?
- Which are key success factors (max 3 to 4) for effective and efficient implementation of assistance?

- Through which institutional mechanisms (meaning, Technical assistance, twinning, supply etc) could financial assistance be best channelled?
- Which type of assistance and reforms achieved the most sustainable results under the provided assistance and the reasons behind that?
- What are the needs of the sectors not covered so far by the assistance?
- What are the potential future needs that need to be addressed by the new financial perspective 2014-2020?

Sector Specific issues that needs to be taken into consideration during the evaluation (list non exhaustive):

- The *Law on Employment and Unemployment Insurance* provides for active labour market measures. The evaluation should determine whether a regular assessment of efficiency of the employment policy (orientation toward more evidence-based employment policy) is in place, and how it is linked to the existing education policies. The evaluation shall consider the degree and extent to which these contributed shaping the objectives and priorities for assistance.
- Social policies should produce real and visible effects on the reduction of poverty and social exclusion. The evaluation should identify existing mechanisms to measure such effects, and determine the extent to which they contributed to shaping the assistance (during programming) and measure results, outcomes and impacts. The evaluation should also assess whether the national institutional set up to deliver such support appears adequate in terms of effectiveness.
- The full implementation of the new Law on Social Welfare provides for enhanced protection for the poorest citizens by way of efficient financial support, promotion of active inclusion measures and the effective decentralisation of services delivery. The synergies between these key elements and the provided assistance should be explored.
- The sustainability of the provided assistance is closely linked with the commitment shown by the key institutional stakeholders in securing the necessary resources (in terms of staff and running operational costs, including equipment maintenance) beyond the project duration.
- The modernisation of the VET system remains a central theme of the HRD sector. Particular attention should be paid to measures adopted to address the definition and introduction into the system of pilot profiles and the status of Regional Training Centres. Analysis of the implementation so far of said measures and likelihood of their implementation in future. What needs to be done for full implementation and by whom?
- A new Strategy on Education has recently been adopted: What links and synergies are established with the VET system? How can they be best explored and assessed?
- Strengthening policy frameworks and institutional mechanisms, as well as building the relevant institutional capacities, are essential to develop effective community-based services supporting children with disabilities. While these issues will be addressed directly by the ongoing assistance (subject to this evaluation) the general (institutional and informal) framework in which the project activities take place, as well as vertical and horizontal links to different sectors, also need to be carefully examined.
- International Organisations are important implementing partners of the EC in delivering assistance to Serbia in HRD sector. The modality and effectiveness of the interaction between different national and international agencies and institutions, including the EU, may be directly related to the production of the expected outcomes and longer-term impacts, and should be assessed for in the evaluation's outcomes.
- The indicators for activities carried out to address specially vulnerable groups (such as population belonging to national minorities groups, e.g. Roma population) may be construed taking start from cultural assumptions neglecting special values and particular meanings based on different cultural identities. The (positive or negative) impacts of different social and cultural identities on the methods and approaches in delivering assistance should be duly considered.
- The provided assistance, in particular when dealing with "market oriented" activities, may produce side impacts on the reference market. It is the case, for instance, of the SWIFT Project, where EU funds (together with funds from other donors) helped the establishment of "business units" working within the framework of free and open market, without standing under truly competitive conditions (both because of the funds initially received to start-up, and of the strong sponsorship from International Organisations). The evaluation should integrate the

effect of indirect impacts (for instance in terms of damages made to competitive business cooperatives) deriving from the implementation of the provided assistance.

- Have EU funds successfully improved employment opportunities for Roma and are there examples from other countries of successful projects in this area that could be replicated?
- While IPA Component I funds do indeed play a fundamental role in the EU assistance, synergies and interaction with other EU-funded programmes (such as MB IPA, CSF, EIDHR, IPA Component II - CBC, etc.) should duly be taken into account.
- The Health sector had already undergone an impact assessment evaluation for all investments until 2007 (the awarded consultant shall be provided this report upon contract signature). However, the evaluation of the sector as a whole would benefit from questions relative to the sustainability of projects with particular interest in the financing of results achieved by these projects during further implementation. The project particularly concerned with this issue are the following: 1) IPA 2008 TA for the Treatment of Healthcare Waste (08SER01/31/12); 2) IPA 2009 Technical Assistance for the implementation of the National screening programme for colorectal, cervical and breast cancer 09SER01/05/11/01; and 3) IPA 2010 Development of Palliative Care Services in Serbia (10SER01/10/11). In view of specific requirements to be addressed following the 2012 Progress report for Serbia, Chapter 28: Consumer and health protection. The assignment shall verify if the project efforts and the Ministry actions are coherent and address the policy issues also listed in the Progress report.

The final version of the Evaluation questions will be agreed with the EUD and SEIO at the end of the inception phase.

For each evaluation question there should be at least one appropriate judgement criterion, and for each such criterion the appropriate quantitative and qualitative indicators should be identified and specified. This, in turn, will determine the appropriate scope and methods of data collection. Besides specific answers, the evaluation questions should also lead the evaluators to produce an overall assessment of the Donors support in Serbia in the specific sector.

2.3.2 Suggested Methodology

DG ELARG's Evaluation guide (to be provided during inception phase) and DG Budget's guide "Evaluating EU activities – a practical guide for the Commission Services" provide guidance on good practices concerning conducting an evaluation (to be provided during inception phase).

In general, the evaluation should follow the steps described below:

1) Desk Phase

- Collection and analysis of relevant documentation;
- Completion of the evaluation approach and methodology;
- Establish a list of contacts and sources of data for the field phase;
- Conduct preliminary interviews with the EU Delegation and SEIO;
- Prepare and submit a draft inception report, which:
 - summarises the objectives, scope and outputs of the evaluation;
 - provides the final draft of the evaluation questions;
 - describes the methodological approach, including the judgement criteria;
 - presents a work plan for the field and reporting phases.

The draft inception report will be sent to the SEIO and EUD for comments and final endorsement. The Field Phase will not start until the proposed approach has been approved by the SEIO and EUD.

2) Field Phase

In this phase, the team will work in the region, and (non-exhaustive list of actions):

- Conduct interviews with selected stakeholders (EU Delegation, SEIO, governmental and non-governmental beneficiary institutions) according to the work plan.
- Collect and/or generate data, as agreed in the assessment methodology.
- At the end of the field work, a de-briefing meeting will be organized to present preliminary findings, conclusions and recommendations stemming from the field and desk phase.

3) Synthesis Phase

This phase is mainly devoted to the preparation of the evaluation report based on the work done during the desk and field phases, and the outcomes of the briefing meetings held at the end of the field work.

The evaluator will make sure that his/her assessment is objective and balanced. The findings should be verifiable and substantiated, and should be presented with the recommendations following a logical cause-effect linkage. When formulating conclusions, the evaluator should describe the facts assessed, the judgement criteria applied, and how this led to the findings and recommendations.

Recommendations should address the weaknesses and strengths identified and reported. Recommendations should be operational and realistic, in the sense of providing clear, feasible and relevant input for decision making. They should not be general but should address the specific strengths and weaknesses identified, clearly indicating the measures to be undertaken and the addressee.

2.3.3 Quality Control

Internal quality control

The evaluator should ensure an internal quality control during the implementing and reporting phase of the evaluation. The quality control should ensure that the draft report complies with the requirements in the methodology section above before its submission to the SEIO and EUD.

Quality control by delegation and SEIO

The purpose of this assignment existing Sector Working Group, which includes representatives of EUD, SEIO, line Ministries and donors active in this sector, will be used.

The reports shall undergo two external reviews: the first drafts shall be reviewed by the Donors Sector Working Group, which will assess whether the draft report meets the quality requirements as explained in the methodology section above. If these requirements are not met, the Working Group will ask the consultant to improve the draft report. Once the draft report is endorsed by the SEIO and EUD, SEIO and EUD will decide on further distribution of the report for comments.

The final (second) drafts shall be reviewed by the SEIO and EUD, taking account of the comments made by the different stakeholders and how the evaluators have handled these comments. Once this process is completed, the SEIO and EUD will endorse the final version of the report for distribution to stakeholders and later presentation by the evaluator to the members of the Working Group and other interested parties. For this purpose an event will be organized by the consultants to present the findings to the members of the working group and any other interested parties.

2.4. Expected results

The outputs of the evaluation are:

(1) An Inception Report.

(2) An evaluation report. The evaluation report should specifically answer each of the evaluation questions agreed in the Inception phase, and meet all the specific objectives and requested services. The report will include: an executive summary, main section, conclusions and recommendations and annexes. The final outline of the report will be agreed during the inception phase. The draft and final report will be presented and discussed with the SEIO and EUD and after with the members of the sector working group.

(3) A Final Report providing information on the activities performed.

The outputs of this evaluation will be presented in the English language.

2.5. Cross-cutting issues

The documents to be developed are to appropriately mainstream the cross-cutting issues (regional and local development, anticorruption, gender, environment, minorities (with specific focus on Roma) and good governance).

3. EXPERTS PROFILE

3.1 Number of requested experts as per category and number of working-days per expert

The evaluation will be carried out by three (3) independent consultants. Neither consultant should have participated substantively during ToR preparation and/or implementation and should have no conflict of interest with any proposed follow-up phases:

- One Senior Expert Team Leader/ Evaluator: 60 working days;
- One Junior Expert/ Evaluator: 40 working days.
- One Junior Expert/ Evaluator: 40 working days.

No	Experts	Category	Number of Working Days
1	Expert 1 – Team leader/ Evaluator	Senior	60
2	Expert 2 – Sector Expert	Junior	40
2	Expert 2 – Sector Expert	Junior	40
		TOTAL	140

The Contractor shall ensure that all services will be provided and where necessary supplementary support/expertise will be provided through back-stopping and will be included in the fees of the experts.

Note: Evaluation grid for the evaluation of experts is annexed

Language Skills

- Fluency in English, both written and spoken

Senior Expert 1 Team Leader/ Social sector Evaluator :60 working days

Qualifications and skills

- A university degree in economics, social sciences, business administration/management, public administration or any relevant field

General professional experience

- At least 10 years of professional experience in the public sector or management of projects

Specific professional experience

- At least 5 years experience in performing evaluations and/or monitoring and drafting of evaluation reports for EU pre-accession funds
- Experience in social sector / HRD policy analysis and evaluation gained in minimum two but preferably three projects in IPA countries and/or Member states;

Junior Expert 2 – Junior Expert / Employment Evaluation Expert:40 working days

Qualifications and skills

- A university degree in economics, social sciences, business administration/management, public administration or any relevant field)

General professional experience

- At least 3 years of professional experience in the public sector or management of projects

Specific professional experience

- At least 3 years experience in monitoring, implementation and/ or evaluation of EU projects
- Experience in employment policy and /or health gained in minimum one but preferably three projects in IPA countries and /or in Member states;

Junior Expert 3 – Junior Education Expert: 40 working days

Qualifications and skills

- A university degree in economics, social sciences, business administration/management, public administration or any relevant field);

General professional experience

- At least 3 years of professional experience in the public sector or management of projects

Specific professional experience

- At least 3 years experience in implementation and /or monitoring and/ or evaluation of EU projects
- Experience in education policy analysis and especially in VET (Vocational Education and training) gained in minimum one but preferably three projects in IPA countries and /or in Member states;

4. LOCATION AND DURATION

4.1 Starting period

The assignment will start after the signature of the Framework Contract. Tentative date: 21 January 2013.

4.2 Foreseen finishing period or duration

The estimated duration of the project is 3.5 calendar months after the signature of the Framework Contract.

4.3 Planning

The assignment will be organized over a total of 140 expert working days within maximum 3 missions per expert (to be confirmed during inception phase) indicatively distributed as follows:

ACTIVITY	EXPERT/DAYS
Inception Phase/ briefing with ECD /Inception report	10
<u>Implementation phase:</u>	
Full mapping of the assistance	15
Data collection, analysis and interviews, etc.	45
Development of Draft report, recommendations, indicators	45
Discussion with EUD, Line Ministries, SEIO, other donors etc.	10
Total:	115
Final Reporting	10
Travel days (home – Belgrade– home)	5
TOTAL	140

The inception phase foresees the inputs of 5 working days for the experts. During this period, in principle, only the Team Leader will be mobilized, he/she shall meet with the SEIO and EUD prepare the project plan of activities, the logical framework methodology, resources allocation and report accordingly in the project Inception Report, which is due 3 days after the inception phase is over (see section 5).

The Implementation Phase will indicatively comprise 85 working days. The Team leader will have the responsibility of the assignment and managing the project as well as the drafting of the Reports both Evaluation and Project Reports.

In the course of the accomplishment of the required services, the Consultant shall maintain regular communication with the SEIO sector person and EUD Programme manager. The experts have to work in close cooperation with SEIO and EUD staff, which will be nominated as counterpart of this project.

4.4 Location of assignment

Experts should make their own arrangements for office space.

5. REPORTING

5.1 Content

It is essential that the expert maintains close dialogue with the SEIO and EUD. The SEIO sector person and EUD Programme Manager must be kept informed of the project progress, through weekly meetings. Experts will prepare short minutes for each meeting.

The Consultant is to produce concise and clear Inception Report and other reports as foreseen under paragraph 2.4. *Expected results* and a Final Report. The Evaluation reports shall be drafted according the instructions from the SEIO and EUD. Team Leader retains responsibility for the quality and timely submission of the Reports. Apart from the Evaluation report (draft and final), experts will also draft Inception and Final Report.

5.2 Language and copies

All reports shall be in written in English, and issued in two hard copies plus one electronic version (MS Word format).

All reports shall be submitted in the first instance to the SEIO and EUD, i.e. SEIO sector person who will be in charge of distributing it and proceed with the formal approval.

5.3 Timing

Time table for delivery of reports (indicative)

Report	Timing	Cleared by
Inception Report	15 days from start of the assignment (following section 4)	SEIO Sector Person EUD Programme Manager
Draft Evaluation Report	3 months after the start of the project	
Final Evaluation Report	3 weeks after the submission of the draft Evaluation report	SEIO Sector Person EUD Programme Manager
Final Project Report	Within 10 days upon completion of the assignment	SEIO Sector Person EUD Programme Manager

The SEIO and Contracting Authority may ask for additional reports/briefing notes during the time of the assignment.

6. ADMINISTRATIVE INFORMATION

The Contractor shall ensure that the experts are adequately supported and equipped with PCs and/or other office automation equipments and in particular it shall ensure that there is sufficient administrative and secretarial provision to enable experts to concentrate on their Projects responsibilities. The Contractor must also transfer funds as necessary to support its activities under the contract and to ensure that its employees are paid regularly and in a timely fashion

Office-running related costs which may include office rent, communications (fax, telecommunications, mail, courier etc.), report production, secretariat assistance, backstopping from the HQ etc. are considered to be included within the fee rates of the experts. No costs of this nature may be charged in addition.

The Contractor will be responsible for the daily management of the Project, distribution of tasks and performance of activities. The Team Leader will act on behalf of the Contractor in front of the Contracting Authority and the Projects' beneficiaries.

The Programme Manager representing the Contracting Authority will deal with any issue that will arise on the daily management level, if the Contractor considers being necessary for the Contracting Authority to intervene.

7. Other authorized items foreseen under 'Reimbursable'

The Provision for reimbursable costs covers the eligible expenses incurred under this contract. It cannot be used for costs which should be covered by the Consultant as part of its fee rates, as defined above.

The amount to be budgeted under reimbursable expenses is approx. € 60.000. Eligible expenditures are: (i) per diems for the nights spent in the beneficiary country (ii) international travel (iii) local travel to visit projects (iv) organization of an event where final report will be presented (max € 1.500) etc. No rent of offices is to be covered by the reimbursable.

8. Tax and VAT arrangements

All the EU-funded Projects are VAT exempted. Under no circumstances can VAT be paid by a EU programme.

EVALUATION GRID

	Maximum	Assessment
Proposed methodology (Max 20 points)	20	
Senior expert 1- Team Leader (Max 40 points)		
<i>Qualifications and skills</i>	5	
<i>General professional experience</i>	10	
<i>Specific professional experience</i>	25	
Junior expert 1 (Max 20 points)		
<i>Qualifications and skills</i>	2	
<i>General professional experience</i>	5	
<i>Specific professional experience</i>	13	
Junior expert 2 (Max 20 points)		
<i>Qualifications and skills</i>	2	
<i>General professional experience</i>	5	
<i>Specific professional experience</i>	13	
Total score for experts	80	
Total Score	100	

Annex 2 – Evaluation Matrix

Evaluation Questions (EQ) as per ToR	Judgement Criteria	Indicators	Sources and Methods for Data Collection
Evaluation objectives: 1, 2 Questions grouping: MAPPING OF SUPPORT TO THE SECTOR			
EQ 1	What is full mapping of EU and other donors' support in the sector?	<p>Comprehensiveness of collected information and data</p> <p>Evidence of having covered all relevant donors and having received maximum available information and data.</p> <p>Typology and appraisal of the mapped support</p> <p>Adequate qualitative structure of collected information, enabling the identification of the typology of the mapped support and its appraisal</p>	<p>ISDACON database</p> <p>E-mail consultation of relevant donors</p> <p>Websites of relevant donors</p> <p>Data provided by EUD, SEIO, key ministries and governmental agencies</p>
Evaluation objectives: 1, 2 Questions grouping: RELEVANCE			
EQ 2	How effectively have priorities and needs of Serbia been translated into programming of assistance based on the priorities identified in country and sector strategies, the NPI and programming documents?	<p>Typology and alignment of needs and priorities of Serbia with strategies, NPI and programming documents</p> <p>Objectives of funded programmes/projects aligned with priorities/needs of Serbia</p> <p>No/proportion of funding/projects per sector/priority</p>	<p>Country / sector needs assessments, strategies, NPI and programming documents</p> <p>Donor assistance policy and programming documents and donor assistance progress reports</p> <p>Available evaluation reports</p> <p>Interviews and feedback from focus groups</p>
SSI 1	<p>The <i>Law on Employment and Unemployment Insurance</i> provides for active labour market measures.</p> <p>Evaluation tasks:</p> <ul style="list-style-type: none"> - determine whether an evidence-based employment policy is in place (regular assessment of its efficiency) and is it linked to the existing education policies - assess the degree and extent to which these contributed to shaping objectives and priorities for assistance (relevance of donor support to identified needs) 		
SSI 2	Social policies should produce real and visible effects on the reduction of poverty and social exclusion.		

<p>Evaluation tasks:</p> <ul style="list-style-type: none"> - identify existing mechanisms to measure such effects - determine the extent to which these effects have contributed to shaping assistance during programming (relevance of donor support to identified needs) 	
<p>Evaluation objectives: 1, 2</p> <p>Questions grouping: EFFECTIVENESS</p>	
EQ 3	<p>To what extent has the financial assistance been effective in achieving the sector results?</p> <p>The evaluated financial assistance produced the planned outputs</p> <p>The outputs produced the intended results</p> <p>Intended results of evaluated financial assistance (i) have been achieved, (ii) have been partially achieved (in which areas) or (iii) have not been achieved</p> <p>Scope, relevance and outreach of their benefits</p>
EQ 4	<p>Have suitable and appropriate indicators been established, allowing for reasonable and efficient measuring of results and outcomes?</p> <p>Evaluability of programmes/ projects</p> <p>Nature and formulation of indicators</p> <p>Functioning monitoring systems for the implementation of donor programmes</p> <p>Indicators are set at programme/project level and are able to measure results and outcomes</p>
	<p>% outputs and results achieved (indicators)</p> <p>Quality of outputs and results</p> <p>Each project has a well defined intervention logic demonstrating how the outputs will produce the intended results</p> <p>Evidence and examples of programmes and/or projects with high/poor effectiveness</p> <p>Factors which contributed or hampered the effective achievement of sector results</p> <p>Examples of projects where intended direct beneficiaries have taken up/used the outputs made available</p> <p>Type and Quality of indicators in programming documents</p> <p>Existence of baselines, benchmarking, targets</p> <p>Monitoring of outputs</p> <p>Incidence of SMART indicators in the programming documents of donors</p>
	<p>Donor assistance progress reports and available evaluation/review reports</p> <p>ROM reports for EU support</p> <p>EUD data</p> <p>Interviews with stakeholders and focus groups</p> <p>Site visits to a selected number of projects, including interviews with end beneficiaries to the extent possible</p> <p>Donor assistance programming documents, progress reports and evaluation/review reports</p> <p>ROM reports for EU support</p> <p>Interviews with stakeholders and focus groups</p> <p>Consultation/cooperation with sector working group on Indicators in SEIO and in EUD</p>

EQ 5	What is the cost-effectiveness of the support (either on contract or project level)? (EQ linked also to Efficiency) ¹³⁶	Financial and human resources costs of the evaluated projects spent for the achievement of outcomes Results could have been achieved at a lower cost (or not) Same / better results could have been achieved (or not) at same cost using other means	Examples of projects/contracts with a good/poor cost-effectiveness level Cost/unit of achieved results Examples of alternative ways of minimising costs of achieving the same or better outcomes	Donor assistance programming documents, progress reports and evaluation/ review reports ROM reports for EU support Interviews with stakeholders and focus groups
SSI 3	Social policies should produce real and visible effects on the reduction of poverty and social exclusion. Evaluation tasks: - measure these effects (results, outcomes) - assess whether the national institutional set up to deliver such support appears adequate in terms of effectiveness			
SSI 4	The modernisation of the VET system remains a central theme of the HRD sector. Particular attention should be paid to measures adopted to address the definition and introduction into the system of pilot profiles and the status of Regional Training Centres. Evaluation tasks: - analyse the implementation so far of these measures and likelihood of their implementation in future - identify what needs to be done for their full implementation and by whom			
SSI 5	A new Strategy on Education has recently been adopted. Evaluation tasks: - assess links and synergies established with the VET system - identify ways to better explore these links/synergies			
Evaluation objectives: 1, 2 Questions grouping: EFFICIENCY				
EQ 6	To what extent have the donors' chosen implementation modalities been relevant and efficient and aligned with each other?	Donor chosen implementation modalities in each HRD field (education, health, employment, labour, social inclusion, youth) are relevant, efficient, consistent Chosen implementation modalities are in line with best practices of other EU interventions and donors	Evidence of different implementation modalities which provide for needed diversity and adaptation/flexibility in programming and implementation of assistance	Donor financial agreements, progress/evaluation/reports ROM reports for EU support Interviews with stakeholders and beneficiaries Focus groups Site visits to selected projects

¹³⁶ assessed in the evaluation report under the efficiency criterion

EQ 7	How well the selected projects/ contracts were linked to other related projects/contracts for more efficient delivery of results?	<p>Judgement will be based on the examination of</p> <ul style="list-style-type: none"> ▪ Objectives of selected projects / contracts ▪ Complementarity ▪ Sequencing of assistance <p>Functioning donor coordination and consultation processes with beneficiaries</p> <p>Alignment of donor support with beneficiaries needs</p>	Coherence of selected projects/contracts' objectives and co-ordinated implementation schedules	<p>Financial agreements</p> <p>Projects documentation</p> <p>Contracts</p> <p>Interviews with stakeholders, feedback from focus groups</p> <p>Interviews with EUD Programme Managers</p>
SSI 6	The full implementation of the new <i>Law on Social Welfare</i> provides for enhanced protection for the poorest citizens by way of efficient financial support, promotion of active inclusion measures and the effective decentralisation of services delivery. Evaluation tasks: - explore synergies between these key elements and the provided assistance			
SSI 7	Strengthening policy frameworks and institutional mechanisms, as well as building the relevant institutional capacities, are essential to develop effective community-based services supporting children with disabilities. Evaluation tasks: - examine how these issues have been addressed by the ongoing assistance - examine the general (institutional and informal) framework in which the project activities take place - examine the vertical and horizontal links to different sectors			
SSI 8	International Organisations are important implementing partners of the EC in delivering assistance to Serbia in HRD sector. Evaluation tasks: - assess interaction between different national and international agencies and institutions, including the EU, and effects of this interaction on the efficiency of support and sector results			
Evaluation objectives: 1, 2 Questions grouping: IMPACT				
EQ 8	Have the immediate and intermediate results delivered by the evaluated assistance been translated into the desired/expected impacts, namely in terms of achieving the strategic objectives/ priorities (including with regard to reconstruction and reconciliation, if and where relevant)?	EU and other donor assistance have had identifiable impacts with regard to national strategic objectives and priorities The assistance provided to the sector is making a visible contribution to the strategic objectives/priorities	Grid and typology of identified impacts with regard to strategic objectives/priorities Projects are aligned with national strategic plans and contribute directly to the attainment of strategic objectives	<p>Projects documentations</p> <p>Donors assistance progress reports and available evaluation reports</p> <p>National policy and strategy documents</p>

		Evaluated assistance fits into the wider objectives of IPA assistance, i.e. progress towards the preparation for EU membership (incl. adoption of <i>acquis</i>)	Extent of progress in meeting strategic priorities	Interviews, consultation with focus groups and main stakeholders, feedback from end beneficiaries (to the extent possible)
EQ 9	What has been the impact of this assistance? Have there been any additional impacts (negative or positive)?	<p>Results are being taken up by the beneficiary organisations and the objectives of the projects are being met</p> <p>Degree of achieved expected impacts</p> <p>Identification and assessment of additional impacts</p> <p>Identification of planned and unplanned effects of assistance</p> <p>The observed impacts are (not) classified into positive or negative</p>	<p>Evidence of beneficiaries' use of projects results at a strategic level</p> <p>Evidence through examples of achieved impacts</p> <p>Evidence through examples of additional impacts and their appraisal</p> <p>Changes to the beneficiary institution</p> <p>Changes to the target group (end beneficiaries)</p> <p>Improvement of organisational capacity</p> <p>Demonstrable positive or negative effects of observed impacts</p>	<p>Project/contracts documents and reports</p> <p>ROM reports</p> <p>Fieldwork investigations, including consultation with focus groups and main stakeholders</p>
EQ 10	Were there any elements which could hamper the impact of assistance? If yes, what measures could have been undertaken to prevent negative effects of such elements?	<p>Identified systemic barriers (administrative, institutional, financial, human resources, etc.) which reduce the identified impact of assistance</p> <p>Risk management strategies developed and implemented</p>	<p>Factors reducing the impact of projects (external and internal to the management of the assistance)</p> <p>Demonstrable effects of hampering factors and their typology</p>	<p>Project/contracts documents and reports</p> <p>ROM reports</p> <p>Synthetic appraisal of donor assistance progress reports and national policy and strategy documents</p>
EQ 11	Have suitable and appropriate indicators been established, allowing for reasonable and efficient measuring of impacts? Can impacts be sufficiently identified and quantified?	<p>Impact evaluability of the programmes/projects (contribution, attribution)</p> <p>Planned impacts are identified and measured in project reports.</p>	<p>Type and quality of impact indicators in programming documents</p> <p>Presence and usefulness of baselines, benchmarks and targets allowing to identify and quantify observed impacts</p>	<p>Interviews and focus groups</p> <p>Donor assistance programming documents, progress reports and evaluation/review reports</p> <p>ROM reports for EU support</p>

				Interviews with stakeholders and focus groups
				Consultation /cooperation with sector working group on Indicators in SEIO and EUD
EQ 12	Are the indicators in line with the overarching strategies and policy priorities?	Indicators are fully or partially in line with the overarching strategies and policy priorities	Evidence of appropriate positioning and formulation of the appraised indicators or of its absence Incidence of SMART indicators in the programming documents at donor and sector / country strategy levels	Donor assistance programming documents, progress reports and evaluation/review reports ROM reports for EU support Interviews with stakeholders and focus groups
SSI 9	The indicators of projects aimed to address specific vulnerable groups (e.g. national minorities groups) may neglect the special values and particular meanings based on different cultural identities. Evaluation tasks: - consider the (positive or negative) impacts of different social and cultural identities on the methods and approaches used for the delivery of assistance			Consultation / cooperation with sector working group on Indicators in SEIO and EUD
SSI 10	The provided assistance, in particular when dealing with "market oriented" activities, may produce side impacts on the reference market ¹³⁷ . Evaluation tasks: - integrate the effect of side impacts (for instance in terms of damages made to competition) deriving from the implementation of the provided assistance.			
SSI 11	Evaluation tasks: - assess if EU funds have successfully improved employment opportunities for Roma - provide examples from other countries of successful projects in this area that could be replicated to Serbia			
Evaluation objectives: 1, 2				
Questions grouping: SUSTAINABILITY				
EQ 13	Have the identified impacts been sustainable?	The observed impacts remain sustainable (or not), as demonstrated in evaluated assistance	Evidence through examples of (project, project activities) sustainable actions, continuation of project activities and goals beyond its duration	Project/contracts documents and reports ROM reports

¹³⁷ It is the case, for instance, of the SWIFT Project, where EU funds (together with funds from other donors) helped the establishment of "business units" working within the framework of free and open market, without standing under truly competitive conditions (both because of the funds initially received to start-up, and of the strong sponsorship from International Organisations).

		Sufficiency of resources (human, financial, assets)	Number of projects where future running costs have been taken over by the national /regional/municipal budgets	Donor assistance progress reports and national policy and strategy documents Feedback from fieldwork, including feedback from focus groups and main stakeholders
EQ 14	Has sustainable capacity been created in the beneficiary institutions to manage policy challenges and future assistance?	<p>Capacity of beneficiary organisations to cope with policy challenges; and role/participation in policy and strategy design</p> <p>Availability of resources to maintain effects in beneficiary organisations</p> <p>Further development planning</p>	<p>Evidence of appropriate capacity on project level with typology of “lessons learnt” and “best practices”</p> <p>Staff turnover Further funding and implementation of activities</p> <p>Development plans of beneficiary organisations</p>	<p>Evaluation and review (final, ex post) reports on donor/country levels</p> <p>Interviews with stakeholders, target beneficiaries, focus groups</p> <p>Site visits to selected projects within the evaluation sample</p>
EQ 15	Were the results achieved sustainable, especially in terms of retaining improved administrative capacity and maintenance of provided investment?	<p>Presence or absence of sustainable results after the end of projects duration</p> <p>Changes / results are embedded in beneficiary structures and procedures</p> <p>Availability of resources (human, financial, assets) to maintain the effects / changes in the beneficiary organisations.</p> <p>Investment is in use and maintained</p>	<p>Available/sufficient administrative/HR/financial capacity and institutional/political support to relevant institution(s)</p> <p>Demonstrable effects of inadequate capacity due to either internal or external factors</p> <p>Plans for maintaining funding and retaining human resources in the beneficiary organisations</p> <p>Evidence of operation/maintenance services</p>	<p>Donor assistance progress and evaluation reports Documents /Plans of beneficiary organisations</p> <p>Interviews with stakeholders Focus groups</p> <p>Site visits to selected projects and discussions with end beneficiaries</p>
EQ 16	Was the institutional framework adequate to deliver programmes in a sustainable manner?	<p>Administrative and organizational structures have been in place and appropriate to ensure sustainability</p> <p>Capacity to manage funds by EUD and national actors</p>	<p>Performance by administrative and organizational structures versus the agreed targets</p> <p>Flexibility of administrative and organizational structures in adapting to changing external conditions</p> <p>Capacity of key national, regional and local</p>	<p>Donor assistance progress reports and available evaluation/review reports</p> <p>ROM reports for EU support</p> <p>Interviews with EUD, SEIO and other main stakeholders</p>

			stakeholders involved in programmes implementation to cope with EU and other donor procedures and related constraints	Focus groups discussion
EQ 17	To what extent the support provided by the EC instruments has been coherent and complementary to the national budget and other donors?	Coherence between different projects and components of the EC country programme, between the support from different donors and Serbia's national development strategy Complementarity (additionality) of EU/donor assistance to national budget	Evidence of functioning aid coordination mechanisms Monitoring system of international aid at the sector level Evidence that donor assistance supplement national resources and not replace them	EU programming documents on programme/project level Documents of donors, evaluations, reports, minutes National state / sector budgets ISDACON database SEIO information Interviews with donors
EQ 18	Were there any elements which could hamper the sustainability of assistance? If yes, what measures could have been undertaken to prevent negative effects of such elements?	Identified systemic barriers (administrative, institutional, financial, human resources, etc.) which reduce the sustainability of assistance Risk management strategies developed and implemented	Factors reducing the sustainability of projects (external and internal to the management of the assistance) Demonstrable effects of hampering factors and their typology	Project/contracts documents and reports ROM reports Donor progress reports and national policy and strategy documents Interviews and focus groups
SSI 12	The sustainability of the provided assistance is closely linked with the commitment shown by the key institutional stakeholders to maintain the results of the projects Evaluation task: - assess level of commitment of key institutional stakeholders in ensuring the sustainability of results by securing the necessary resources (in terms of staff and running operational costs, including equipment maintenance) beyond the project duration			
SSI 13	The Health sector has already undergone an impact assessment evaluation for all investments until 2007. However, the evaluation of the sector as a whole would benefit from questions relative to the sustainability of projects with particular interest in the financing of results achieved during further implementation. Evaluation tasks: - assess sustainability of the following projects: 1) IPA 2008 TA for the Treatment of Healthcare Waste (08SER01/31/12); 2) IPA 2009 Technical Assistance for the implementation of the National screening programme for colorectal, cervical and breast cancer (09SER01/05/11/01; and 3) IPA 2010 Development of Palliative Care Services in Serbia (10SER01/10/11) - check if project efforts and Ministry of Health actions are coherent and address the policy issues listed in the 2012 Progress report for Serbia, Chapter 28: Consumer and health protection			

Evaluation objectives: 1, 2				
Questions grouping: VISIBILITY				
EQ 19	Has the EU assistance achieved maximum visibility?	<p>Presence of appropriate EU assistance visibility in programmes/projects implemented, both in general and by other donors and execution agencies</p> <p>Contribution by administrative and organizational structures to ensuring visibility of EU financial assistance</p> <p>Public awareness activities within the project duration and after</p> <p>Perception by general public/target groups</p>	<p>Evidence of maximum (if not, adequate) EU assistance visibility within the scope of the evaluation</p> <p>Evidence of contribution of beneficiaries and other stakeholders (e.g. line Ministries, intermediate execution bodies) to enable maximum visibility of EU assistance.</p> <p>Information disseminated among the target groups and general public</p> <p>General awareness</p>	<p>Feedback from the fieldwork investigation and from the review of the programmes" and projects' reporting on observed visibility, its intensity and coherence</p> <p>Relevant programme and project web sites</p>
Evaluation objective: 3				
Questions grouping: CONCLUSIONS AND LESSONS LEARNT				
EQ 20	How was the relevance, effectiveness, efficiency, impact and sustainability of the overall assistance to the HRD sector in 2007-2011? (general conclusion)			
EQ 21	Which lessons can be learned from the implementation of assistance?			
EQ 22	What have the weaknesses and strengths of delivered assistance been?			
EQ 23	Which are key success factors (max 3 to 4) for effective and efficient implementation of assistance?			
EQ 24	Through which institutional mechanisms (e.g. technical assistance, twinning, supply, etc.) could financial assistance be best channelled?			
EQ 25	Which type of assistance and reforms achieved the most sustainable results under the provided assistance and the reasons behind that?			
EQ 26	How could financial assistance been better coordinated and aligned with ongoing reforms to improve effectiveness, impact and sustainability?			

Evaluation objectives: 3, 4 Questions grouping: RECOMMENDATIONS	
EQ 27	What are the needs of the HRD sector not covered so far by the assistance?
EQ 28	What are the needs that should be addressed by the new financial perspective 2014-2020?
EQ 29	What measurable policy objectives and related measurable indicators for further assistance could be included in NAD at sector and policy objective level (apart from those already mentioned)?
Evaluation objectives: 1, 2, 3, 4 Questions grouping: CROSS-CUTTING ISSUES	
EQ 30	To what extent the assistance to the sector has mainstreamed cross-cutting issues, most notably gender and human rights (particularly for Roma and other minorities), environment protection, anticorruption and good governance?

Annex 3 – Documents Consulted during Evaluation

- Austrian Development Agency, Czech Embassy, European Investment Bank, GIZ, Japan International Cooperation Agency, ILO, Italian Development Cooperation, KulturKontakt, Norway Embassy, OSCE, Spanish Embassy, SIDA, Swiss Development Cooperation, UNDP, UNFPA, UNICEF, UN Women, USAID, World Health Organization, World Bank - country cooperation strategies, projects database, final reports, evaluation reports and other relevant project documentation for the support provided to the HRD sector 2007-2011
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- Delegation of the European Union in Serbia - IPA financing proposals, IPA project identification fiches, ROM reports, final reports, evaluation reports, ToR for technical assistance, calls for proposals, contracts and other relevant documents related to IPA projects in the HRD sector 2007-2011
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- European Commission, 'Proposal for the Regulation of the European Parliament and of the Council on the Instrument for Pre-accession Assistance (IPA II)' Brussels, 7.12.2011 COM (2011) 838 Fina
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- European Commission, 'Recommendation on the active inclusion of people excluded from the labour market', 2008/867/EC, Brussels, October 2008
- European Commission, 'Serbia 2007 Progress Report', Commission Staff Working Document, Brussels, 6.11.2007, SEC(2007) 1435
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Annex 4 – People Consulted during Evaluation

No.	Name	Position/Function	Institution/Organisation
Government of the Republic of Serbia (ministries, state agencies, public institutes and services)			
1.	Aleksandar Rankovic	Junior Advisor	Department for EU integration, Ministry of Health
2.	Aleksandra Miletic	Senior Advisor	Department for International Cooperation, EU integration and Projects, Head of Group for Preparation of EU funded projects, Ministry of Labour, Employment and Social Policy
3.	Ana Ilić	Assistant Director	Department for Planning, Programming, Monitoring and Reporting on EU Funds and Development Assistance, SEIO
4.	Angelina Skarep	Advisor	Department for school administration, professional and pedagogical supervision and secondary education, School Administration Belgrade, Ministry for Education, Science and Technological Development
5.	Biljana Bukinac	Advisor	Department for school administration, professional and pedagogical supervision and secondary education, Ministry of Education, Science and Technological Development
6.	Biljana Stojanovic	Senior Advisor, Head of Group for Programming	Department for Programming and Implementation of IPA Projects, Ministry of Education, Science and Technological Development
7.	Bojana Potezica		Department of Labour, Ministry of Labour, Employment and Social Policy
8.	Bojana Vujosevic		Department of Employment, Ministry of Labour, Employment and Social Policy
9.	Bojan Ristic	Advisor, Group for General and Art Education	Department for Secondary Education, Ministry of Education, Science and Technological Development
10.	Bozena Milivojevic	Head of the Sector for mediation in employment	National Employment Service – Branch office Belgrade
11.	Bozidar Dakic	Acting Director	Republic Institute for Social Protection
12.	Danijela Rajkovic		Department of Labour, Ministry of Labour, Employment and Social Policy
13.	Danijela Urosevic	Head of Section for EU Integration and international Cooperation	Department for EU integration, Ministry of Health
14.	Dara Gravara-Miletic		Department of Labour, Ministry of Labour, Employment and Social Policy
15.	Dara Gravara Stojanovic	Advisor	Department for International Cooperation, EU integration and Projects, Ministry of Labour, Employment and Social Policy
16.	Dejan Gojkovic	Senior Advisor	Department for Planning, Programming, Monitoring and Reporting on EU Funds and Development Assistance, SEIO
17.	Dejan Nikolic	Advisor for Monitoring and Evaluation;	Center for international cooperation and implementation of projects , National Employment Service
18.	Djuro Blanus	Advisor	Department for youth, Ministry of Youth and Sport
19.	Dragana Radovanovic	Head of Department	Department for International Relations and European Integration, Ministry of Labour, Employment and Social Policy
20.	Dragan Banicevic	Director	Institute for Education Quality and Evaluation
21.	Dragan Marincic	Head of Department for Secondary Education	Ministry of Education, Science and Technological Development

22.	Eleonora Vlahovic	Adviser/coordinator	Centre for Development of Curricula and Textbooks, Institute for Improvement of Education
23.	Gordana Capric	Deputy Director	Institute for Education Quality and Evaluation
24.	Gordana Mitrovic	Head of the Centre	Centre for Vocational and Adult Education, Institute for Improvement of Education
25.	Jasenska Cvorc		Department of Labour, Ministry of Labour, Employment and Social Policy
26.	Jasmina Ivanovic	Senior Adviser, Head of Department	Department for Family Welfare and Social Protection, Ministry of Labour, Employment and Social Policy
27.	Jelena Bogojevic	Leader of Coordination Group for the accession process in the field of education and science	Ministry of Education, Science and Technological Development
28.	Jelena Cimbalevic	Advisor, Coordination Group for the accession process in the field of education and science	Ministry of Education, Science and Technological Development
29.	Jelena Jakovljevic	Adviser/coordinator	Centre for Vocational and Adult Education, Institute for Improvement of Education
30.	Jelena Kilbarda		Department of Employment, Ministry of Labour, Employment and Social Policy
31.	Jelena Kotevic	Head of Department	Department for Legal Affairs, Ministry of Labour, Employment and Social Policy
32.	Jelena Rancic	Assistant Minister	Macroeconomic and Fiscal Analysis and Forecasting Department, Ministry of Finance and Economy
33.	Jelena Vasic	Head of the Section	Department of Employment, Ministry of Labour, Employment and Social Policy
34.	Irena Radinovic	Digital Inclusion and Information Coordinator	Social Inclusion and Poverty Reduction Unit - SIPRU
35.	Ivan Sekulovic	Coordinator EU Financial and Technical Assistance	Social Inclusion and Poverty Reduction Unit - SIPRU
36.	Lilijana Marlot	Adviser, Group for operations in pre-school education	Ministry of Education, Science and Technological Development
37.	Luka Pivljanin	Advisor	Department for Planning, Programming, Monitoring and Reporting on EU Funds and Development Assistance, SEIO
38.	Maja Ilic		Labour Inspectorate, Ministry of Labour, Employment and Social Policy
39.	Marija Krneta	Leader of the group for General and Art Education	Department for Secondary Education, Ministry of Education, Science and Technological Development
40.	Milica Gerasimovic	Adviser/coordinator	Centre for Vocational and Adult Education, Institute for Improvement of Education
41.	Milos Marojevic	Head of Group for Implementation and Monitoring of EU-funded Projects	Office for Human and Minority Rights
42.	Mirjana Bogdanovic	Head of the Centre	Centre for Development of Curricula and Textbooks, Institute for Improvement of Education
43.	Mirjana Bojanic	Senior Adviser	Centre for Vocational and Adult Education, Institute for Improvement of Education
44.	Mirjana Maksimovic	Deputy Manager and Social Policy and Roma Inclusion Coordinator	Social Inclusion and Poverty Reduction Unit - SIPRU
45.	Mirjana Milanovic	Leader of the Group for Adult Education	Department for Secondary Education, Ministry of Education, Science and Technological Development
46.	Mirko Ozeovic	Junior Advisor	Department for Programming and Implementation of IPA Projects, Ministry of Education, Science and Technological Development
47.	Momira Vlajin		National Employment Service – Branch office Belgrade
48.	Nada Markovic	Advisor for programming of IPA funds	Department for EU integration, Ministry of Health
49.	Nada Mirkovic	Head of Budget Division	Budget Department, Ministry of Finance and Economy
50.	Nada Sremcevic		Ministry of Health

51.	Natalija Krstic	Leader of the group for VET	Department for Secondary Education, Ministry of Education, Science and Technological Development
52.	Natalija Micunovic	Director	Gender Equality Directorate, Ministry of Labour, Employment and Social Policy
53.	Natasa Simsic	Assistant Minister	CFCU, Ministry of Finance and Economy
54.	Natasa Kalaba	Advisor for evaluation and reporting on development assistance	SEIO
55.	Nebojsa Ratkovic	Head of the Center	Center for international cooperation and implementation of projects, National Employment Service
56.	Nenad Stosic	Advisor, Coordination Group for the accession process in the field of education and science	Ministry for Education Science and technological development
57.	Nevena Vranes	Head of Department	Department for Programming and Implementation of IPA Projects, Ministry of Education, Science and Technological Development
58.	Olivera Todorovic	Head of the Centre	Centre for Professional Development in Education, Institute for Improvement of Education
59.	Pero Knezević	Director	Branch Office Zrenjanin, National Employment Office
60.	Radomir Zikic	Head of Department for European Integration and research and development programs and projects in education and science	Ministry of Education, Science and Technological Development
61.	Radovan Zivkovic	Advisor, Group for VET Secondary Education	Department for Secondary Education, Ministry of Education, Science and Technological Development
62.	Sandra Skumpija	Social Worker	Centre for Vocational Rehabilitation and Employment of Persons with Disabilities
63.	Snezana Klasnja	Assistant Minister	Ministry of Youth and Sport
64.	Snezana Milajic		Department of Labour, Ministry of Labour, Employment and Social Policy
65.	Stefana Lilic	Independent Advisor, Head of the Group for planning and coordination of international development aid in competitiveness and HRD	SEIO
66.	Svetlana Aksentijevic		Department of Employment, Ministry of Labour, Employment and Social Policy
67.	Tijana Comic	Head of Projects Management Unit and Coordinator for SILC	Statistical Office of the Republic of Serbia
68.	Vesna Fabian		National Employment Service
69.	Vladimir Peric	Deputy Director of the Agency	Agency for Peaceful Resolution of Conflicts
70.	Zarko Sunderic	Team Manager	Social Inclusion and Poverty Reduction Unit - SIPRU
71.	Zora Desic	Adviser, Sector for Education Development and International Cooperation in Education	Ministry of Education, Science and Technological Development
Independent bodies / Parliament of the Republic of Serbia			
72.	Kosana Beker	Assistant	Commissioner for Protection of Equality
73.	Nevena Petrusic	Commissioner	Commissioner for Protection of Equality
Local Self-Governments			
74.	Ankica Dokic	Occupational Therapist	Day Care Centre Ruma
75.	Bijana Jovicic	Director	Social Welfare Centre Pecinci
76.	Bijana Tomic	Special Pedagogue	Social Welfare Centre Ruma
77.	Bojan Kosanovic	Special Pedagogue	Day Care Centre Ruma

78.	Borivoje Janosevic	Director	Regional Centre for Professional Development of Teachers, Smederevo
79.	Branka Andjelkovic	Service Coordinator	Social Welfare Centre Irig
80.	Damir Batista	Physiotherapist	Day Care Centre Ruma
81.	Danica Jeremic	Director	Social Welfare Centre Ruma
82.	Danijela Colic	Project Manager	Kikinda Municipality
83.	Djurica Bijlana	Carer	Social Welfare Centre Zitiste
84.	Dragana Pilipovic	Educator	Day Care Centre Ruma
85.	Filip Markov	Member of the Assembly responsible for Youth office and cooperation with NGO	Municipality Pallula
86.	Gordana Ajdari	Social Worker	Social Welfare Centre Ruma
87.	Jelena Radosavljevic	Special Pedagogue	Day Care Centre Pecinci
88.	Maja Zmukic	Coordinator of the Youth office	Municipality Pallula
89.	Marija Cuckovic	Special Pedagogue	Social Welfare Centre Ruma
90.	Milena Kocinac	Coordinator of the Youth club	Municipality Pallula
91.	Mira Radulovic	Lawyer	Social Welfare Centre Ruma
92.	Mirjana Barosevic	Director	Social Welfare Centre Kikinda
93.	Olivera Simendic	Deputy Director	Social Welfare Centre Belgrade
94.	Silvana Lacarac	Carer	Social Welfare Centre Irig
95.	Sladjana Popov	Carer	Social Welfare Centre Kikinda
96.	Slavica Mlin	Social Service Coordinator	Social Welfare Centre Zitiste
97.	Sonja Stamenovic	Head of Department for Education, Culture and Sport	Municipality of Zvezdara
98.	Spomenka Cirkovic	Municipality Council Member	Municipality of Novi Beograd
99.	Tamara Babic	Project Manager	Stara Pazova Municipality
100.	Vesna Petrovic-Urosevic		Municipality of Zvezdara
International Donors			
101.	Aleksandra Jovic	Social Policy Specialist	UNICEF Serbia
102.	Ana Milenic	EIDHR Project Manager – Operations I	Delegation of the European Union to the Republic of Serbia
103.	Andreja Nedeljkovic	Project Assistant	OSCE, Mission to Serbia
104.	Aya Varbanova	Serbia Programme Manager	UN Women, Project Office in Serbia
105.	Christine Okresek	Austrian educational coordinator	Kultur Kontakt, K-education, Project Office Belgrade
106.	Dejan Zdrle	Development Assistance Coordinator	Czech Embassy in Belgrade
107.	Gerry McWeeney	Team Leader	WHO
108.	Jannicke Bain	Senior Adviser	Ministry of Foreign Affairs, Government of Norway
109.	Jasmina Zoric Petrovic	Programme Officer	Embassy of Sweden in Belgrade
110.	Javier Irazoqui Gonzalez	Counsellor	Embassy of Spain in Belgrade
111.	Jelena Mihajlovic	Development Program (Budget) Assistant	USAID

112.	Jelena Zajeganovic Jakovljevic	Assistant Project Officer, "Young People Health and Development"	UNICEF Serbia
113.	Jelica Colic	Programme Manager	Delegation of the European Union to the Republic of Serbia
114.	Johannes Binder	Responsible for ADA's bilateral cooperation programme	Austrian Development Agency
115.	Jose Fernandez Camacho	IPA Programme Manager	Directorate-General for Employment, Social Affairs and Inclusion, European Commission
116.	Jovan Protic	National Coordinator for Serbia	International Labour Office
117.	Jürg Staudenmann	Deputy Resident Representative	UNDP Country Office Serbia
118.	Irma Lufovac	National Project Officer	UNDP
119.	Ivana Aleksic	Human Resources Development Specialist	World Bank
120.	Ivana Vujic	Office Manager	Regional Office for the Western Balkans, EIB
121.	Katlin Zara Brasic	Programme Specialist Child Protection	UNICEF Serbia
122.	Konstantinos Soupilas	Attache, Programme and Coordination Manager - Operations	Delegation of the European Union to the Republic of Serbia
123.	Lana Grbic	Country Representative	WHO
124.	Lesley Miller	Deputy Representative	UNICEF Serbia
125.	Lidija Markovic	Senior Project Manager, "Strengthening Serbia's Human Capital through the Active Involvement of Young People"	IOM
126.	Lidia Vujicic	National Programme Officer	Swiss Agency for Development and Cooperation
127.	Luca Manunta	Programme Manager – Operations Social Inclusion	Delegation of the European Union to the Republic of Serbia
128.	Maja Vuckovic-Krcmar	Programme and Coordination Manager - Operations	Delegation of the European Union to the Republic of Serbia
129.	Marija Mitic	Programme Manager	Delegation of the European Union to the Republic of Serbia
130.	Marija Rakovic	National Programme Officer	UNFPA Office in Belgrade
131.	Martin Kern	Head of Operations	Delegation of the European Union to the Republic of Serbia
132.	Mathew Newton	Project Manager Roma	OSCE, Mission to Serbia
133.	Milos Stojanovic	Regional Project Officer	UNODC
134.	Natasa Bogojevic	Program Officer	JICA Balkan Office
135.	Nela Jovic	Project Officer	Royal Norwegian Embassy in Belgrade
136.	Olivera Puric	Assistant Resident Representative	UNDP Country Office Serbia
137.	Radmila Todosijevic	National Project Co-ordination Officer	OSCE, Mission to Serbia
138.	Roger Jorgensen	Counsellor	Royal Norwegian Embassy in Belgrade
139.	Sanja Drezgic Ostojic	Project Coordinator	Red Cross of Serbia
140.	Santa Mole	Head of the Regional Office	Cooperation Office in Belgrade, Italian Development Cooperation
141.	Shawn Mendes	Country Manager Serbia	European Training Foundation

142.	Sinisa Cadjio	Area manager North/North West/East	Program Strategy and Coordination Office, USAID
143.	Sonja Barbul	Regional Administrative Assistant, IPA Multibeneficiary "Best Practices for Roma Integration in the Western Balkans"	OSCE, Mission to Serbia
144.	Svetlana Nesovic	Programme Officer	Embassy of Sweden in Belgrade
145.	Tanja Cincar Knezevic	Programme and Coordination Officer - Operations	Delegation of the European Union to the Republic of Serbia
146.	Tomislav Zivanovic	Secretary	Red Cross of Smederevo
147.	Torgny Svenungsson	Counsellor Development Cooperation	Embassy of Sweden in Belgrade
148.	Tristan Le Berigot	IPA Financial assistance Desk	DG Enlargement, European Commission
149.	Tsvetana Stoycheva	Attache, Project Manager - Operations	Delegation of the European Union to the Republic of Serbia
150.	Ulrike Damyvanovic	Head of Western Balkans and Turkey Unit	Geographical Operations Department, European Training Foundation
151.	Vesna Dejanovic	Project Officer for Child Protection	UNICEF Serbia
Trade Unions, Employers' Associations, NGOs			
152.	Cedanka Andric	Secretary	Social and Economic Council
153.	Danijela Pesic	Project Assistant	Autonomous Women's Centre
154.	Dejana Kuzmic	Head of International Cooperation	Serbian Association of Employers
155.	Dragana Petković Gajić	Project Manager	Union of Independent Syndicates
156.	Durdica Ergic	Activist, Project manager	Bibija – Roma Women's Centre
157.	Gordana Rajkov	President	Centre for Independent Living
158.	Marija Filipovic Ozegovic	Director	Tempus office in Serbia - Foundation Tempus
159.	Nadezda Sataric	President of the Board	Amity
160.	Radica Stankovic	Manager Red Cross premises in Mala Krsna	Red Cross of Smederevo
161.	Sofija Dukic	Deputy Director	Tempus office in Serbia - Foundation Tempus
162.			
163.	Vladimir M. Pavlovic	Coordinator of the Centre for European Integration	Belgrade Open School
164.	Zivoslava Lazic	President	Red Cross of Smederevo
Kindergartens, Schools and Universities			
165.	Andrija Djordjevic	Pedagogical Assistant	Pre-school facility, Municipality Zvezdara
166.	Branislav Mitrovic	Pedagogical Assistant	Primary School " Vladislav Petkovic ", Municipality Zvezdara
167.	Dejana Lazic	Director	Center for Career Development, University of Belgrade
168.	Gordana Mizdrak Joksimovic	School Psychologist	Primary School "Despot Stefan Lazarevic", Municipality Zvezdara
169.	Ivana Milijkovic	Teacher	Kindergarten Smederevo
170.	Jelena Kurjak	Programme coordinator	Center for Career Development, University of Belgrade
171.	Jugoslav Bogdanovic	Principal	Regional VET Center "Uros Predic", Zrenjanin
172.	Katarina Manojlovic	Programme Coordinator of Cooperation with	Center for Career Development, University of Belgrade

	Nikolic	Employers and Promotional Activities	
173.	Ljubica Veskov	VET teacher and Teacher trainer	Regional VET Center "Uros Predic", Zrenjanin
174.	Marija Marevic	Assistant director	Pre-school facility, Municipality Zvezdara
175.	Marija Todorovic	Assistant Principal	Primary School "Despot Stefan Lazarevic", Municipality Zvezdara
176.	Mersida Blisimi	Pedagogical Assistant	Primary School "Despot Stefan Lazarevic", Municipality Zvezdara
177.	Milan Vukobrat	Principal, member of VET Council	Electrotechnical School "Mihajlo Pupin" Novi Sad
178.	Nada Djurickovic	Pedagogical Assistant	Primary School "Stevan Sindjelic", Municipality Zvezdara
179.	Nadezda Vukmirovic	Principal	Primary School "Stevan Sindjelic", Municipality Zvezdara
180.	Nevenka Zegarac	University Professor	Faculty of Political Sciences, University of Belgrade
181.	Sladjana Stankovic	Pedagogical Assistant	Primary School "Despot Stefan Lazarevic", Municipality Zvezdara
182.	Stanisa Ristic	VET teacher, Teacher trainer; Coordinator of school monitoring team	Regional VET Center "Uros Predic", Zrenjanin
183.	Tanja Todorovic	Social Service Coordinator	School "Anton Skala", Stara Pazova
184.	Tatjana Kocisev	Coordinator for Practical training	Regional VET Center "Uros Predic", Zrenjanin
185.	Verica Babic	Dean	Faculty of Economics, University of Kragujevac
186.	Zagorka Boslic	School Pedagogue	Primary School "Despot Stefan Lazarevic", Municipality Zvezdara
187.	Zorica Zdravkovic Jovanovic	Principal	Primary School "Despot Stefan Lazarevic", Municipality Zvezdara
Consultants			
188.	Aleksandra Calosevic	Consultant (former SIF Project Manager)	Eptisa
189.	Aleksandra Jaric	Consultant, EU Project "Implementation of the National Cancer Screening Programme in Serbia"	
190.	Aleksandra Lakicevic Dobric	Senior Project Manager (former National Project Officer of the DFID project "Support for the Implementation of the Social Welfare Development Strategy")	GlZ
191.	Anastasios Rentoumis	Consultant IPA 2011 "Support for de-institutionalisation and social inclusion of persons with mental disability and mental illness"	HIFAB
192.	Anita Jakobson	Team Leader, IPA "Second Chance" Project	GOPA Worldwide Consultants
193.	Bojan Pavicevic	Consultant, EU Project "Implementation of the National Cancer Screening Programme in Serbia"	European Consulting Group
194.	Bratislav Dobric	Project Coordinator "Student enterprises"	Bussines Inovation Programme (BIP)
195.	Brigitte Maigre	Team Leader, EU Project "Preparation of Serbian Labour Market Institutions for European Employment Strategy"	GlP International
196.	Britta Lambertz	Project Leader, "Strengthening of the Structures	GlZ

		for Youth Empowerment and Participation"	
197.	Dragan Crnjanski	Team Leader "Evaluation of Sector of Civil Society Organizations, Media and Culture"	ARS Progetti
198.	Dusan Keber	Consultant, EU Project "Implementation of the National Cancer Screening Programme in Serbia"	European Consulting Group
199.	Gianfranco D'Eramo	Team Leader, IPA "Implementation of Anti-discrimination Policies in Serbia"	Epitisa – Regional Centre for South-east Europe
200.	Gordana Milovanovic	Associate Ministry of Labour, Employment and Social Policy (former Consultant in Norway-financed project "Support for the Implementation of the Social Welfare Development Strategy")	
201.	Graeme Tyndall	Serbia Project Centre Manager	UNOPS
202.	Ioannis Tassopoulos	Team Leader IPA 2011 "Support for de-institutionalisation and social inclusion of persons with mental disability and mental illness"	HIFAB
203.	Julia Downing	Team Leader, EU Project "Development of Palliative Care Services in Serbia"	Oxford Policy Management
204.	Leigh Hackel	Monitoring and Evaluation Advisor, EU IPA 2011 "Evidence-based Employment Policy Creation" Project	European Consulting Group
205.	Michal Kubisz	Team Leader, EU IPA 2011 "Evidence-based Employment Policy Creation" Project	European Consulting Group
206.	Michel Crepon	Team Leader, IPA 2009 Project "Improvement of pre-school education"	SOFRECO
207.	Milica Bogdanovic	Consultant SIDA-financed project "Technical Assistance for the Office for Human and Minority Rights for the Implementation of the Roma National Strategy"	
208.	Milka Damjanovic	Consultant IPA 2008 "Social Inclusion" (UNICEF project team)	
209.	Miomir Despotovic	Key expert for National and Local Partnerships, IPA "Second Chance"	GOPA Worldwide Consultants
210.	Natasa Milicevic	Consultant, EU Project "Development of Palliative Care Services in Serbia"	Oxford Policy Management
211.	Nina Lukic	Project Manager, EU Project "Development of Palliative Care Services in Serbia"	Oxford Policy Management
212.	Paul Georis	Consultant	Maxima Consulting d.o.o.
213.	Per-Olof Olofsson	Head of Office	International Management Group (IMG)

214.	Peter Mogensen	Team Leader, IPA 2008 Project "Support for Quality Assurance within the national primary and secondary education examination system "	IBF International Consulting SA	
215.	Roeland Kortas	Project Manager of the SWIFT Project	UNOPS	
216.	Sanja Semeraj	Project Manager	International Management Group (IMG)	
217.	Saša Rikanović	Director of Implementation Department	European Consulting Group	
218.	Snezana Zujkovic	Consultant, EU Project "Implementation of the National Cancer Screening Programme in Serbia"	European Consulting Group	
219.	Trevor Cook	Team Leader, IPA 2007 project "Modernization of VET system in Serbia"	GOPA Worldwide Consultants	
220.	Uwe Stumpf	Head of Office	GlZ	
221.	Verica Jovanovic	National Coordinator, "EU Technical Assistance for the Treatment of Healthcare Waste in Serbia"	COWI	

Annex 5 – Evaluation Sample

Sub-sector: EDUCATION

European Union

Programme	Project title	Purpose/Objectives	Period	Budget ¹³⁸	Implementing organisation	Status
IPA 2007	Modernization of the vocational education and training system in Serbia	Modernize the education and training system to meet the changing needs of the labour market by strengthening the Vocational Education System by establishing a VET/Adult Education Council, developing the National Qualifications Framework, building a VET Quality Assurance System and continuing to introduce EU standard teaching programmes at Serbian Schools	2009-2013	€ 4.64 million	GOPA	ongoing
IPA 2008	Education for All - Increasing the Availability and Quality of Education for Children from Marginalised Groups	Increase the inclusion of children from marginalised and special needs groups in the system of preschool and elementary education and reduce dropout rate by formalising and broadening the support provided by teaching assistants and community liaison coordinators	2009-2011	€ 3 million	WYG International Ltd.	finished
IPA 2008	Second Chance - systemic development of elementary, practice-based adult education in Serbia	Establish a system of functional elementary adult education in Serbia which is accessible and adaptable to the needs of adult learners, focused on life skills and competencies and based upon lifelong learning	2010-2013	€ 4.5 million	GOPA	ongoing
IPA 2008	Support for Quality Assurance within the national primary and secondary education examination system	Support the development and implementation of a Quality Assurance System for general education and VET which will give priority to the development of a national examination system and will increase the capacity of the Ministry and other relevant institutions to implement this system	2010- 2013	€ 2 million	IBF International Consulting SA	ongoing
IPA 2009	Improvement of preschool education (IMPRES)	Strengthen the conditions of pre-school education for children, especially those from vulnerable groups, through improvements in the quality of preschool programmes	2011-2014	€ 3.75 million	SOFRECO	ongoing

¹³⁸ Budgets of Tempus projects which are implemented in partnership between institutions from Serbia and other countries refer to the overall EU contribution for the particular project (not only for Serbian partners).

Programme	Project title	Purpose/Objectives	Period	Budget ¹³⁸	Implementing organisation	Status
Tempus IV IPA & ENPI (European Neighbourhood and Partnership Instrument)	Development of Lifelong Learning Framework in Serbia	Structural Measures-Higher Education and Society - National Develop high-quality lifelong learning system supported by ICT. Develop national system for recognition and valuation of lifelong learning. Promote entrepreneurial culture in education and training and cooperation with enterprises	Year of application 2008	€ 0.534 million	Applicant institution: University of Kragujevac Partner institutions: Ministry of Education, National Council of Higher Education, National Employment Service, Union of Employers of Serbia, City of Kragujevac, University of Novi Pazar, Belgrade Information Technopark	finished
Tempus IV IPA & ENPI (European Neighbourhood and Partnership Instrument)	Development of Career Guidance Aimed at Improving Higher Education in Serbia	Structural Measures - Governance reform - National Develop career guidance in higher education as an integral part of development of system of career guidance in Serbia	Year of application 2011	€ 0.764 million	Applicant institution: University of Belgrade Partner institutions: Ministry of Education, Ministry of Youth and Sport, Student Conference of Serbian Universities, University Kragujevac, University of Nis, University of Novi Sad, University Singidunum, Belgrade Open School, Public Enterprise for electric energy transmission, Infostud 3 d.o.o.	ongoing

Other donors

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
Norway	Entrepreneurship Development Curricula for High School Students	Develop entrepreneurship as key competence of High Schools Curricula to be included not only in vocational schools but all high schools in Serbia. Provide young people basic with skills for entrepreneurship and thereby contribute to economic development and reduce the number of students that drop out	2009-2010	€ 0.437 million	The International Management Group (IMG)	finished
Switzerland	Joint Programme for Roma and Marginalised Groups Inclusion through Education	Put in place in at least 60 municipalities models of education and institutional frameworks at preschool and primary school level, which effectively and sustainably include marginalized	2009-2013	€ 0.78 million	Coordination: Swiss Cooperation Office Serbia Partners:	ongoing

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
		children into mainstream education.			UNICEF, Red Cross Family (International Federation of Red Cross and Red Crescent Societies, Red Cross of Serbia, Red Cross of Montenegro), Danis	
UNICEF	Strengthening Implementation of Inclusive Education	Strengthen good governance. Enhance sustainable development and social inclusion	2011-2012	€ 1.089 million	UNICEF Lead Government partner: Ministry of Education	finished

Sub-sector: EMPLOYMENT

European Union

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
IPA 2008	National Employment Service's (NES) forecasting and data management	Upgrade NES performance in monitoring and forecasting labour market trends and in M&E active labour market programmes	2010 - 2011	€ 1.5 million	EEO Group SA, EPRD, S&T Services Polska, TARA	finished
IPA 2008	Sustainable Waste Management Initiative For a Healthier Tomorrow (SWIFT II)	Formalize current income generation activities in informal waste recycling sector in Belgrade. The project builds on the predominantly Roma employment in the field of informal waste recycling, aiming to develop this work into an effective, established and credible means of income whilst tackling the associated and general health and social issues	2012 - 2014	€ 1.5 million	UNOPS and WHO	ongoing
IPA 2011	Preparation of labour market institutions for European employment policy	Improve the impact of employment policy in order to speed up labour market reform in line with the EU standards	2012 -2014	€ 3.5 million	GIP International, Pôle Emploi, Arbetsförmedlingen, Ministry of Labour, Family and Social Protection (Romania), Ministry of Labour, Employment and Social Policy and National Employment Service (Serbia)	ongoing

Other donors

Donor organisation	Project/Programme title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
Austria, Germany, Norway, Korea (multi-donor trust fund)	Labour Markets, Job Creation and Economic Growth	Provide effective policy consulting to create jobs by research on how to create more and better jobs, reduce disparities and social exclusion, capacity building for politicians and researchers regarding labour market analysis, evaluation techniques and good practices, pilot projects to test promising approaches	2007-2010	€ 600,000	World Bank	finished
Spain (MDG-F)/ UN Agencies	Support to National Efforts for the Promotion of Youth Employment and Management of Migration (YEM)	Develop evidence-based policies on youth employment and migration. Strengthen the capacity of national institutions to design integrated labour market and social services that were aligned with policy objectives. Support local institutions to pilot innovative employment programmes and social services.	2009-2012	Approx. € 4.715 million	UN Agencies (UNDP, IOM, UNICEF, ILO)	finished
UN Women	Advancing Women Economic and Social Rights in Serbia and in Montenegro	Strengthening Good Governance	2010-2012	App. € 1.152 million	UN Women with Ministry of Labour and Social Policy; Provincial Secretariat for Labour, Employment and Gender Equality; Ministry of Economy and Regional Development	finished

Sub-sector: LABOUR

Other donors

Donor organisation	Project/Programme title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
ILO	Consolidating the legal and institutional foundations of social dialogue in the countries of Western Balkans and Moldova (regional)	Strengthen economic and social governance in the Western Balkan countries and Moldova	2008 - 2012	€ 1.409 million ¹³⁹	ILO	finished

¹³⁹ The budget is for the overall project and not only for Serbia.

Donor organisation	Project/Programme title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
Norway	Labour Inspectorate in compliance with ILO and EU standards: Development of labour inspection system in compliance with ILO and EU standards	Support the drafting of the Labour Inspection Law, the setting up of the Labour Inspection five-year plan. Train labour inspectors and raise awareness of social partners	2008	Approx. € 247,040	Serbia Ministry of Labour and Social Policy	finished
Spain	Strengthening of institutions focused on social dialogue	Strengthen social dialogue capacity	2007 - 2011	€ 220,000	ISCOD - Trade Union Institute For Development Cooperation	finished

Sub-sector: HEALTH

European Union

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
IPA 2008	Treatment of the Healthcare waste	Improve the present inadequate and risky procedure for the treatment of infectious waste at primary healthcare level (public and private sector) and reduce environmental pollution in 25 districts in the Republic of Serbia	2010 - 2013	€ 1.945 million € 595,110	Cowi AS Verano-Motors Doo	ongoing
IPA 2009	Implementation of the National screening programme for colorectal, cervical and breast cancer	Improve the health of the population in Serbia through the implementation of organized screening programmes for breast cancer, cervical cancer and colorectal cancer.	2010 - 2014	€ 2.669 million € 1.822 million € 25,234 € 1.032 million € 313,500 € 56,688 € 59,000	Belimed Pomivalni Sistemi Doo HD European Consulting Group doo, Human Dynamics, Institute for Public Health "Dr.AndrijaŠtampar" Superlab Doo Siemens drustvo za Promet i održavanje u Elektrotehnici i Elektronici sa Ogranicenom Odgovornoscu Novi Beograd Beolaser doo Beograd Kobel doo Przedsiębiorstwo Techniczno-handlowe Hydrex spolka z Ograniczona Odpowiedzialnosca Oxford Policy Management Limited (lot 1) Globe Corporation BV (lot 2)	ongoing
IPA 2010	Development of Palliative Care Services in the Republic of Serbia	Improve the quality of health services in the health care system of the Republic of Serbia by the development of palliative care	2010 - 2014	€ 2.5 million € 342,919	Oxford Policy Management Limited (lot 1) Globe Corporation BV (lot 2)	ongoing

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
				€ 442,500	Preduzece Za Uvoz i Prodaju Motornih Vozila Vitro Group doo Beograd	

Other donors

Donor organisation	Project/Programme title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
Japan	Project for Breast Cancer Screening and Prevention Capacity Improvement	Donate medical equipment for breast cancer screening. Provide technical assistance and practical training for equipment use. Support 39 health institutions and Ministry of Health	2010	€ 5.8 million	39 health institutions and Ministry of Health	finished
UNODC	Prevention of drug use, HIV/AIDS and crime among young people through family skills training programmes in low- and middle-income countries (regional)	Implement evidence-based family skills training programmes to prevent drug use, HIV/AIDS and crime and delinquency among young people by strengthening and improving the capacity of families to take better care of children.	2010 – present	€ 2.233 million	Ministry of Education	ongoing

Sub-sector: SOCIAL INCLUSION

European Union

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
IPA 2008	Social Inclusion	Improve social inclusion and reduce poverty among the most vulnerable groups in society (children with disabilities, women in rural areas and Roma) through rationalization and decentralization of social protection services and development of community-based alternatives	2010 - 2013	€ 5.5 million	UNICEF (components 1, 2) EU Delegation (component 3) BBi (component 4)	ongoing
IPA 2011	Support for deinstitutionalisation and social inclusion of persons with mental disability and mental illness	Contribute to the deinstitutionalisation and social inclusion of persons with mental disability and mental illness at the local level	2012 - present	€ 4.7 million	EU Delegation Consortium led by Hifab and including Bolt International Consulting, Society of Social Psychiatry and mental Health, Pro	ongoing

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
PROGRESS	Adult Life Entry Network – ALEN, “Empowerment and Activation of Young People in Disadvantaged Situations	Contribute to the development of innovative services for social inclusion and self-sufficiency of children in disadvantaged situations, through development and testing of socially innovative approaches and sharing of knowledge. The focus of the project in Serbia is the empowerment of children without parental care.	2011-2013	€ 250,000 ¹⁴⁰	mente oo Hungarian Anti-Poverty Network, in cooperation with SIPRU Serbia, Ministry of Health and Social Protection of the Republic of Croatia, Austrian Anti-Poverty Network	ongoing

Other donors

Donor organisation	Project/Programme title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
DFID UK, Norway	Supporting the implementation of the Social Welfare Development Strategy	Build the capacity of the MoLSP, Local Self Governments and other central and local stakeholders for better delivery of social services through reform of Serbia's social welfare sector	2006 – 2009	€ 4.19 million	OPM UK	finished
Norway	Creation and implementation of licensing system for social service providers across Serbia	Assist the Ministry of Labour and Social Policy to design licensing model for social service providers and pilot it with an aim to create and implement licensing system in line with the new draft Law	2010-2012	€ 600,000	Serbian Ministry for Labour, Employment and Social Policy	finished
Norway	Development & implementation of the accreditation system for social care professionals in Serbia	Develop the accreditation system in the Institute for Social Protection (ISP) for the training programmes for social care providers and professionals	2007-2008	€ 520,000	Ministry of Labour and Social Policy in partnership with the Republic Institute for Social Protection	finished
Switzerland, Norway	Support to Social Inclusion Policy in Serbia – SIPRU	Support the Government to improve the living and working conditions of citizens, with a particular focus on vulnerable groups, ensuring that all social groups enjoy the benefits of economic growth and improved competitiveness.	2009-2012	€ 2,298 million (CHF 3.41 million)	SDC in cooperation with the Government of Serbia, Deputy Prime Minister's Cabinet for European Integration line Ministries and local institutions, Norwegian Government	finished
Sweden	Technical Assistance to the Office for Human and Minority Rights (OHMR) in the implementation of the National Strategy for Roma	Contribute to the improved inclusion of Roma into Serbian society. Support improved and well co-ordinated policies at both central and local level that better target the needs of the Roma population, through supporting the	2010-2014	€ 3,098 million	OSCE	ongoing

¹⁴⁰Of which of amount of €60,520 was earmarked for activities in Serbia.

Donor organisation	Project/Programme title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
	Inclusion	implementation of the National Strategy for Roma Inclusion and enhancing the standing and capacity of the OHMR				
UNICEF	Addressing Child Poverty and Exclusion Through Data and Evidence	Strengthen good governance and improve sustainable development and social inclusion	2011-2012	€ 316,549 (USD 408,000)	UNICEF, SIPRU	finished

Sub-sector: YOUTH POLICIES

Other donors

Donor organisation	Project/Programme title	Purpose/Objectives	Period	Budget	Implementing organisation	Status
Germany	Strengthening of the Structures for Youth Empowerment and Participation	Support structures of youth empowerment, participation and conflict transformation. Support social and political participation of youth in Serbia at national, regional and local levels.	2005-2014 (current phase 2010-2014)	€ 0.4 million	GIZ	ongoing
IOM	Strengthening Serbia's Human Capital through the Active Involvement of Young People	Support the efforts of the Ministry of Youth and Sport and local self-governments to establish and promote youth offices in 10 municipalities in Serbia as key referral points for youth. Provide effective pro-youth strategies and measures to ensure socio-cultural integration and active participation in social life and decision making processes of young people in Serbia.	2008-2011	€ 1.11 million	IOM and Lead Government partner: Ministry for Youth	finished

Annex 6 – Mapping of ODA 2007-2011 to the HRD Sector

Sub-sector: EDUCATION

EUROPEAN UNION

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
IPA 2007	Modernization of the vocational education and training system in Serbia	Modernize the education and training system to meet the changing needs of labour market by strengthening the Vocational Education System by establishing a VET/Adult Education Council, developing the National Qualifications Framework, building a VET Quality Assurance System and introduce EU standard teaching programmes at Serbian Schools	2009-2013	€ 4.64 million (€ 2.5 million IPA + € 2.14 million EIB loan used for purchasing the equipment)	GOPA	TA / supplies	ongoing
IPA 2008	Education for All - Increasing the Availability and Quality of Education for Children from Marginalised Groups	Increase the inclusion of children from marginalised and special needs groups in the system of preschool and elementary education and to reduce their dropout rate by formalising and broadening the support that is provided by teaching assistants and community liaison coordinators.	2009-2011	€ 3 million	WYG International Ltd.	TA	finished
IPA 2008	Second Chance - systemic development of elementary, practice-based adult education in Serbia	Establish a system of functional elementary adult education in Serbia which is accessible and adaptable to the needs of adult learners, focused on life skills and competencies and based upon lifelong learning.	2010-2013	€ 4.5 million	GOPA	TA / supplies	ongoing

¹⁴¹ All projects marked in grey have been eliminated from the "population of projects" used for the sampling i.e. those with a budget of less than 200,000 Euro and with unknown budgets at the time of preliminary mapping.

¹⁴² Budgets of projects financed by EU Programmes (Tempus, Erasmus Mundus, FP7) and which are implemented in partnership between institutions from Serbia and other countries refer to the overall EU contribution for the particular project (not only for Serbian partners).

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
IPA 2008	Support for Quality Assurance within the national primary and secondary education examination system	Support the development and implementation of a Quality Assurance System for general education and VET which will give priority to the development of a national examination system and will increase the capacity of the Ministry and other relevant institutions to implement this system.	2010- 2013	€ 2 million	IBF International Consulting SA	TA	ongoing
IPA 2009	Improvement of preschool education (IMPRES)	Strengthen the conditions of pre-school education for children, especially those from vulnerable groups, through improvements in the quality of preschool programmes	2011-2014	€ 3.75 million	SOFRECO	TA / supplies / works	ongoing
IPA 2010	Higher education teaching infrastructure programme	Improve the quality of education and training in Serbian higher education institutions which is demanded by the new knowledge-based society, modern learning processes, standards of industrial research and emerging labour market needs.	2011-2014	€ 25 million	Epísa Servicios de Ingeniería SL	TA / supplies / works	ongoing
Tempus IV IPA & ENPI (European Neighbourhood and Partnership Instrument)	Regional Joint Degree Master of Intellectual Property Law	Joint Project - Curriculum Reform-Regional. Establishing Regional Joint Degree Master of Intellectual Property Law. Retraining of professors, design and development of curricula, delivery of courses to students.	Year of application 2008	€ 0.591 million	Partners in the project: University of Belgrade University of Nis	grant	finished
	Introduction and implementation of academic program in Community Youth Work through enhancing inter-regional cooperation in the countries of Western Balkans	Joint Project - Curriculum Reform-Regional Introduce new curricula and training of teaching staff and implementation of new teaching methods. Inter-regional cooperation of academic, non-academic and NGO component.	Year of application 2008	€ 0.591 million	Applicant institution: Faculty of Philosophy, University of Novi Sad Partner institutions: Faculty of Trade and Banking, BKU Center for Youth Work (CZOR)	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	Higher Education Learning Partnerships	Joint Project - Higher Education and Society - Regional Establish learning partnerships (HELP) in South Eastern Europe between higher education and enterprises	Year of application 2008	€ 0.676 million	Partners in the project: University of Novi Sad Centre of Strategic Economic Studies Carlsberg Serbia	grant	finished
	Video Conferencing Educational Services	Joint Project - Governance Reform-Regional Provide basis for development of common video conferencing based distance learning environment which will enhance inter-disciplinarity and trans-disciplinarity of training services at national and International level	Year of application 2008	€ 0.820 million	Partners in the project: University of Belgrade - Academic Network of Serbia-RS	grant	finished
	WBC Virtual Manufacturing Network - Fostering an Integration of the Knowledge Triangle	Joint Project - Higher Education and Society -Regional Set up and equip regional Collaborative Training Centers in four WBC countries, aimed at enhancing the universities' collaboration with industry, professional training and student practical placement in industry. Develop, assess and implement new regional model for university-enterprise cooperation through international partnerships with recognize EU institutions. Modernize and adjust vocational training programme to address the needs of small business and labour market. Provide students with opportunity to gain practical experience in industry.	Year of application 2008	€ 0.687 million	Applicant institution: University of Kragujevac Partner institutions: Regional Economic Development Agency of Sumadija and Pomoravlje, SCGM d.o.o	grant	finished
	SEE Doctoral Studies in Mathematical Sciences	Joint Project - Curriculum Reform-Regional Develop of a model of structured	Year of application 2008	€ 0.772 million	Partner in the project: University of Belgrade	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
		doctoral studies in Mathematical Sciences involving the network of Western Balkans universities. Establish doctoral curricula design in the areas of Pure Mathematics, Applied Mathematics and Theoretical Computer Science and the first phase of its implementation.					
	International Accreditation of Engineering Studies	Joint Project - Governance Reform-National Enhance the quality and relevance of higher education in engineering area in partner countries. Reach the integration of partner country universities into the European university system by international accreditation of engineering studies.	Year of application 2008	€ 0.643 million	Applicant institution: Faculty of Mechanical Engineering, University of Belgrade Partner institutions: University of Kragujevac, Mihajlo Pupin Institute, Informatika, IvDam Process Control doo, Representation office of EMERSON Process Management for Serbia, Montenegro, Macedonia and Republic of Srpska	grant	finished
	Identification and Support in Higher Education for Dyslexic Students (ISHEDS)	Joint Project - Governance Reform-Regional Create a system for the identification and support of dyslexic students in higher education, including self-help e-learning tools.	Year of application 2008	€ 0.506 million	University of Belgrade	grant	finished
	Development of Public Administration (PA) and Management Studies in Serbia	Joint Project - Curriculum Reform-National Improve and develop PA curricula. Improve teaching methods. Modernize learning environment. Establish the system of lifelong learning for public administration officials. Develop an interdisciplinary	Year of application 2008	€ 0.539 million	Partners in the project: Megatrend University, Singidunum University, Union University, PALGO Center	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
		approach in PA studies. Develop cooperation between public – and private institutions.					
	Example of excellence for Joint (Degree) Programme Development in South-Eastern Europe	Joint Project - Curriculum Reform-Regional Develop and establish 4 jointly developed and mutually recognized study programmes in line with Bologna process. Train university members on the specifics of curriculum development. Provide models and tools for the development of joint (degree) programmes. Prepare universities in the Western Balkans to the opportunities and challenges of the EU Programmes. Reach a common knowledge base to develop joint programmes at SEE universities on a multilateral basis. Encourage cross-border cooperation in SEE	Year of application 2008	€ 1.077 million	Partners in the project: University of Belgrade University of Novi Sad	grant	finished
	Master Studies and Continuing Education Network for Product Lifecycle Management with Sustainable Production	Joint Project - Curriculum Reform-Regional Develop the structure, the teaching contents and introduce new Master studies program in Product Lifecycle Management with Sustainable Production, based on the ECTS in accordance with the Bologna Declaration and fulfil the conditions between partners in PCs for recognition of degree. Develop and implement regional continuing education network with certified lifelong learning courses for SMEs, flexible to adapt to new technologies, trends and industry needs	Year of application 2008	€ 0.544 million	Partners in the project: University of Novi Sad, MOLDAR D.O.O. INTER-MEHANIKA D.O.O. Loher Elektro Subotica, d.o.o	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	Modernisation and Reconstruction of University Management and Structure	Joint Project - Governance Reform-Regional Strengthen the institutional and functional capacities of the universities in the Region which will contribute towards the realization of further activities within Bologna process	Year of application 2008	€ 0.674 million	Partner in the project: University of Novi Sad	grant	finished
	Conversion Courses for Unemployed University Graduates in Serbia	Structural Measures - Higher Education and Society-National Develop eight Master Programmes for Graduate Conversion of unemployed graduates with the aim of improving their employability potential. Provide training for approximately 300 unemployed graduates through the newly developed Master Programmes for Graduate Conversion. Establish 4 Centres for Education Conversion at participating universities in Serbia through which the training	Year of application 2008	€ 0.666 million	Applicant institution: University of Novi Sad Partner institutions: National Council for Higher Education, National Employment Service, Serbian Chamber of Commerce, University of Belgrade, University of Kragujevac, University of Nis	grant	finished
	Development of Lifelong Learning Framework in Serbia	Structural Measures-Higher Education and Society- National Develop high-quality lifelong learning system supported by ICT. Develop national system for recognition and valuation of LLL. Promote entrepreneurial culture in education and training and cooperation with enterprises	Year of application 2008	€ 0.534 million	Applicant institution: University of Kragujevac Partner institutions: Ministry of Education, National Council of Higher Education, National Employment Service, Union of Employers of Serbia, City of Kragujevac, University of Novi Pazar, Belgrade Information Technopark	grant	finished
	COMPETENCE - Matching competences in higher education and economy: From	Joint Project - Curriculum Reform-Regional Introduce new curricula at the universities in the region; additional	Year of application 2008	€ 0.649 million	University of Novi Sad	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	competence catalogue to strategy and curriculum development	training of teaching staff and implementation of new teaching methods. Inter-regional cooperation of academic, non-academic and NGO component.					
	Internal Quality Assurance at Serbian Universities	Joint Project - Governance Reform-National Develop and implement an institutional system of Internal Quality Assurance at Serbian Universities	Year of application 2008	€ 0.492 million	Applicant institution: University of Nis Partner institutions: National Council for Higher Education of Serbia, University of Arts - Belgrade, University of Belgrade, University Kragujevac, University Novi Pazar, University of Novi Sad	grant	finished
	Improving Academia - Industry Links in Food Safety and Quality	Structural Measures-Higher Education and Society-Regional Develop Academia – Industry interfaces to enhance relation between the parts and promote the transfer of knowledge in areas of food safety and food quality. Develop and implement training courses to promote life long learning for formation of skills and knowledge in the area of food safety and quality. Develop methodology of knowledge transfer between academia and industry in food safety and quality. Establish centers of knowledge resources in the area of food safety and quality, incl. legislation	Year of application 2009	€ 1.064 million	Partner institutions: University of Belgrade, University of Novi Sad	grant	finished
	New Library Services at Western Balkan Universities	Joint Project - Governance Reform-Regional Ensure modernization of the existing	Year of application 2009	€ 0.591 million	Applicant institution: University of Belgrade,	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
		university library networks, establish new Web based library services and institutional repositories and implement European standards in university learning environment			Partner institutions: University of Nis, University of Kragujevac		
	Western Balkan Rural Extension Network through Curriculum Reform	Joint Project - Curriculum Reform-Regional Develop and improve competencies of non-formal education professionals, who will create and deliver non-formal, modular based trainings to stakeholders in agriculture and rural development. Introduce an interdisciplinary, ECTS compliant Certificate in Rural Development (CRD) program at lead Western Balkan Higher Education Institutions (HEIs). Establish Center for Rural Extension at lead Western Balkan Higher Education Institutions and increase regional cooperation in rural development & agriculture extension	Year of application 2009	€ 0.977 million	Partners in the project: University of Novi Sad, Singidunum University, Natura Balkanika Natura Society, MOBA FARM Association	grant	finished
	Occupational safety and health - degree curricula and lifelong learning	Structural Measures-Higher Education and Society- National Develop an educational and training structure in the area of occupational safety and health (OSH) for students, employers, OSH specialists and employees. Contribute to institutional building in Higher Education at a Regional level. Sustain University networking partnership Enhance mutual understanding between the academic worlds of the Western Balkan countries and members of EU	Year of application 2009	€ 0.654 million	Applicant institution: The School of Higher Technical Professional Education in Novi Sad Partner institutions: The School of Higher Technical Professional Education in Nis, The School of Higher Technical Professional Education in Uzice, Public company "EMS" - Serbian Transmission system and Market Operator	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	International joint Master degree in Plant Medicine	Joint Project - Curriculum Reform-Regional Curriculum restructuring, development and implementation, according to the "Bologna process" requirements, in the West Balkan countries with the interested cooperation of agricultural faculties of the Mediterranean area, in order to create a joint Master Degree in Plant Medicine, as a regional network and to apply improvement and modernization of teaching by using new web technologies.	Year of application 2009	€ 1.163 million	Partners in the project: University of Belgrade, University of Novi Sad	grant	ongoing
	National Platform for Knowledge Triangle in Serbia	Joint Project - Curriculum Reform-National Strengthen the role of Universities in the Serbian society by using University capacities in economy development. Improve synergy between research, education and innovation in Serbia. Enhance the quality of organization in research, education and innovation.	Year of application 2009	€ 0.879 million	Applicant institution: University of Nis Partner institutions: Ministry of Science and Technological Development, Ministry of Telecommunications and Information Society, National Council for Higher Education, Serbian Chamber of Commerce, Universities of Belgrade, Kragujevac, Novi Sad	grant	finished
	Master d'études européennes à double diplomation en Serbie	Joint Project - Curriculum Reform-National Create a trilingual Master in European Studies at universities Serbia (Novi Sad, Belgrade, Nis) to ensure the operation of a trilingual Master of European Studies. Develop cooperation between the faculties of economics in Serbia for creation of a pathway similar to Belgrade and Nice	Year of application 2009	€ 0.542 million	Partner institutions: Institut des Sciences Economiques, University of Belgrade, UNIVERSITÉ de Nis, University of Novi Sad, UNIVERSITÉ Singidunum	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	Postgraduate Qualification in Pharmacy: The Way Forward	Joint Project - Curriculum Reform-National Improve the quality and effectiveness of the Postgraduate Qualification Curriculum at the Faculty of Pharmacy, University of Belgrade, initiate the Pharmacy Postgraduate Qualification Curricula at the other RS Universities and introduce the concept of Continuing Professional Development in the Pharmaceutical Sector in Serbia.	Year of application 2009	€ 0.675 million	Applicant institution: University of Belgrade, Partner institutions: Ministry of Education, Ministry of Health, Medical Biochemistry Chamber of Serbia, Pharmaceutical Chamber of Serbia, Serbian Pharmaceutical Society, Society of Medical Biochemistry of Serbia, University of Kragujevac, University of Nis, University of Novi Sad	grant	finished
	Governance and Management Reform in Higher Education in Serbia (GOMES)	Structural Measures- Governance Reform-National Modernise the governance and management system in Serbian HE through the improvement of the HE policy, strategy and regulations. Strengthen the role of universities as a driving force in the society through their transformation into strong integrated institutions. Enhance the role the National Council for HE and Rectors' conferences in a transition process towards the integrated university. Develop the policy, structure and action plan for placing students in the centre of the learning process. Develop the National Qualifications Framework for HE	Year of application 2009	€ 0.787 million	Applicant institution: University of Novi Sad Partner institutions: Ministry of Education, National Council for Higher Education, Conference of University of Serbia, Student Conference of Serbian Universities, University of Arts, University of Belgrade, University of Kragujevac, University of Nis, State University of Novi Pazar, Singidunum University	grant	finished
	Creation of university-enterprise cooperation networks for education on sustainable technologies	Structural Measures-Higher Education and Society- National Enhance university enterprise cooperation in BA, RS and MK by	Year of application 2009	€ 0.636 million	Partner institutions: Regional Chamber of Commerce and Industry, Chamber of Economy	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
		offering retraining courses to staff members from industry on sustainable technology.			Vojvodina, University of Nis, University of Novi Sad DCP HEMIGAL, Senta Sugar Factory, ALLTECH-FERMIN A.D. Senta		
	Strengthening Quality Assurance System within Western Balkans HEIs in Support of National and Regional Planning	Structural Measures- Governance Reform-Regional Create a quality assurance framework through the development of common QA practices and network at national and regional level. Strengthen capacity building through targeted training programme and pilot assessment activities for the external institutional assessment of Universities and QAA in WB.	Year of application 2009	€ 0.547 million	Partner institutions: Ministry of Education, Serbian Accreditation and Quality Evaluation Commission, University of Nis, University of Novi Sad, University of Kragujevac	grant	finished
	Modernising Teacher Education in a European Perspective	Joint Project - Curriculum Reform-Regional Develop and implement core curriculum components (modules/ units) including methods and teaching materials for modernization teacher education in a European perspective. Develop and implement acknowledgement rules between the consortium universities. Develop and implement indicators for internal and external evaluation and QA with regard to implement a European dimension in teacher education. Develop, test an advanced training for multipliers in steering and monitoring modernization processes in European teacher education and certification of this programme	Year of application 2009	€ 0.691 million	Partner institutions: University of Novi Sad, University of Kragujevac	grant	finished

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	Education Policy Study Programme in Serbia and Montenegro (E.P.S.P)	Joint Project - Curriculum Reform-Regional Develop modern, flexible and internationally recognised programme of education policy studies (at Master and PhD level), relevant with respect to the national needs and market demands underlined and compliant to the Bologna Process action lines	Year of application 2009	€ 0.856 million	Applicant institution: University of Belgrade Partner institutions: Ministry of Education Serbia, Center for Education Policy, Provincial Department for Education of the Autonomous Province of Vojvodina, University of Novi Sad, University of Kragujevac	grant	finished
	Improvement of Students' Internship in Serbia	Joint project-Higher Education and Society- National Better interaction between universities and enterprises for timely preparation of the university graduates for the labour market	Year of application 2010	€ 0.621 million	Applicant institution: University of Kragujevac Partner institutions: University of Nis, University of Novi Sad, Serbian Association of Employers, AIESEC Local Committee Kragujevac, ENERGETIKA, UNIOR Components, NISSAL, NIIT	grant	ongoing
	Development of Environment and Resources Engineering Learning	Joint Project - Curriculum Reform-Regional Develop new, up-to-date, postgraduate curricula in Environment and Resources Engineering at neighbouring universities, based on the European Credit Transfer System and in accordance with the Bologna Process, following the criteria and conditions for setting up a Joint Postgraduate Degree. develop and implement sustainable regional network	Year of application 2010	€ 1.062 million	Partner institutions: Agencija za zastitu zivotne sredine (SEPA), Topionic i rafinerija bakra Bor (TIR), Regionalna agencija za razvoj (RARIS), University of Belgrade, University of Novi Sad	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	Modernisation of Post-Graduate Studies in Chemistry and Chemistry Related Programmes	Joint Project - Curriculum Reform-National Contribute to creation of a more flexible and a more responsive system of high quality aster programmes and courses in chemistry that meet professional, employer and workplace needs and the wider desires of Serbian society	Year of application 2010	€ 0.732 million	Partner institutions: University of Belgrade, University of Kragujevac, University of Nis, University of Novi Sad, High Business- Technical School of Uzice, Ministry of Environment and Spatial Planning, Serbian Chemical Society, The Greens of Serbia	grant	ongoing
	Production and Profitability improvement in Serbia Enterprises by adopting Learn Thinking Philosophy and strengthening Enterprise – Academia connections	Joint project-Higher Education and Society- National Develop partnership between universities and enterprises in order to improve practical aspect of Bologna process implementation in Serbian Universities. Help enterprises to become more competent in order to prepare themselves for real, free market.	Year of application 2010	€ 0.782 million	Applicant institution: University of Novi Sad Partner institutions: University of Belgrade, University Kragujevac, Provincial Secretariat for Economy, Serbian Chamber of Commerce, Chamber of Economy of Vojvodina, Tarkett Eastern Europe, Fabrika Auto Delova, Metalac Company, Unimet , Japan Tobacco International AD Senta	grant	ongoing
	South East Europe Project for the Advancement of Language Studies	Joint Project - Curriculum Reform-Regional Advance foreign language studies in the region, by focusing on critical comparison of two academic practices and on regional implementation of the best European foreign language study models. Harmonize the foreign language studies, promote cooperation in the region, enabling easy mobility of students, teachers, and ideas in general, and promote the region's international academic	Year of application 2010	€ 1.008 million	Partner institutions: International University of Novi Pazar, Faculty of Law and Business Studies in Novi Sad	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	Enhancing the quality of distance learning at Western Balkan higher education institutions	Structural Measures- Governance Reform-Regional Improve the quality and relevance of distance education (DL) at Western Balkan higher education institutions and to enable easier inclusion of partner country institutions into European Higher Education Area. Improve, develop and implement accreditation standards, guidelines and procedures for quality assurance of DL study programs at national system levels in WB countries.	Year of application 2010	€ 0.714 million	Applicant institution: University of Kragujevac Partner institutions: Ministry of Education, National Council for Higher Education, Commission for Accreditation and Quality Assurance, University of Nis, University of Belgrade	grant	ongoing
	Master programme in applied statistics	Joint Project - Curriculum Reform-National Develop and implement a master curriculum in applied statistics in line with existing European study programmes and according to Bologna requirements. Organize a lifelong learning programme in applied statistics for professionals in different fields. Promote the reform and modernisation of higher education in the partner countries. Enhance the quality and relevance of higher education in the partner countries. Modernise curricula in academic disciplines identified as priorities by the Partner Countries, using the European Credit Transfer System (ECTS), the three cycle system and recognition of degrees.	Year of application 2010	€ 0.633 million	Applicant institution: National University of Novi Sad Partner institutions: National Bank of Serbia, Republic Statistical Office, University of Belgrade, University of Kragujevac, University of Nis, State university of Novi Pazar	grant	ongoing
	MAster programme for Subject Teachers in Serbia	Joint Project - Curriculum Reform-National Develop a modern and flexible	Year of application 2010	€ 0.732 million	Applicant institution: University of Belgrade	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
		interdisciplinary master-level programme for subject teachers in second cycle of primary education and secondary schools in Serbia, compliant with Bologna requirements and recently adopted Serbian Law on the Foundations of the Education System. Develop appropriate mechanisms to ensure that legal framework is aligned with the proposed reform leading to the harmonization and regulation of teacher profession			Partner institutions: Ministry of Education Serbia, National Council for Higher Education, National Education Council, Educational Forum, Institute for Education Quality and Evaluation, Institute for Improvement of Education, Government of the Autonomous Province of Vojvodina, University Kragujevac, University of Nis, State University Novi Pazar, University of Novi Sad, Association of agricultural secondary schools, Association of Serbian Gymnasias		
	INTERFACE - Developing and setting up measures for initiating, enhancing and sustaining Higher-Education-Society Cooperation	Joint project-Higher Education and Society - Regional Enhance employability of university graduates. Ensure lifelong learning and on the job training for academics. Foster transfer and multiplication of academic knowledge to society. Combat brain drain. Set up a continuous learning and quality improvement system for universities.	Year of application 2010	€ 0.856 million	Partner institutions: Serbian Unity Congress Serbia, University of Nis, University of Novi Sad	grant	ongoing
	Strengthening Student Role in Governance and Management at the Universities of Serbia in line with the Bologna Process (SIGMUS)	Structural Measures - Governance Reform-National Improve legal framework for students participation in governance and management at the universities in Serbia and in the regulatory bodies. Strengthen and enhance capacities of student representative bodies in HE	Year of application 2010	€ 0.751 million	Applicant institution: University of Belgrade Partner institutions: Ministry of Education, National Council of Higher Education, Student Conference of Serbian Academy of applied	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
		<p>issues related to implementation of Bologna action lines. Establish and develop organized and efficient student services at the Serbian Universities. Promote the reform and modernisation of higher education in the partner countries. Enhance the quality and relevance of higher education in the partner countries. Build up the capacity of higher education institutions in the partner countries and the EU, in particular for international cooperation and for a permanent modernisation process, and to assist them in opening themselves up to society at large. Enhance networking among higher education institutions and research institutes both in the partner and EU countries. Enhance networking among higher education institutions and research institutes. Enhance mutual understanding between peoples and cultures of the EU and of the partner countries. University management and services for students.</p>			<p>sciences (SKASS), Student Conference of Serbian Universities (SKONUS), Students' Alliance of Belgrade, Student Union of Serbia, Association of Directors of Serbian Schools of Applied Studies, University of Megatrend, University of Singidunum, University of Kragujevac, University of Nis, State University of Novi Pazar, University of Novi Sad, University of Belgrade</p>		
	Building Capacity for Structural Reform in Higher Education of Western Balkan Countries	<p>Structural Measures -Higher Education and Society - Regional Enhance Regional cooperation in higher education issues and address questions concerning coherent convergence of the Region towards. Strengthen capacity for change in public administration of Partner Country's higher education institutions, on the issues related to</p>	Year of application 2010	€ 0.729 million	<p>Applicant institution University of Novi Sad</p> <p>Partner institutions: Ministry of Education, National Council for High Education, Commission for Accreditation and Quality Assurance, Centre for Education Policy</p>	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
		the EU modernisation agenda. Develop joint regional roadmap for structural reform and benchmark it with the best European practice.					
	Reforming Foreign Language Studies in Serbia	Joint Project - Curriculum Reform-National Significantly improve, harmonize the current Bologna-tailored modern language study programs in all Serbian universities with foreign language curricula. Establish clear and complementary strategies for the development of foreign language studies at each university in accordance with European, regional and internal developmental priorities. Design translation and interpreting (T&I) study modules at bachelor and master levels at all participating Serbian universities and 3 master programs in T&I. Design master programs in Serbian as a Foreign Language. Implement improved and newly developed study programs.	Year of application 2010	€ 0.831 million	Applicant institution: University of Belgrade Partner institutions: Government of the Republic of Serbia, Ministry of Education, NES, Association of scientific and technical translators of Serbia, Belgrade Chamber of Commerce, Chamber of Commerce and Industry Kragujevac, Regional Chamber of Commerce Nis, Regional Chamber of Commerce Novi Sad, University Kragujevac, University of Nis, State University Novi Pazar, University of Novi Sad	grant	ongoing
	Development and Improvement of Automotive and Urban Engineering Studies in Serbia	Joint Project - Curriculum Reform-National Develop and establish new high-quality interdisciplinary curricula for the support of the automotive industry in Serbia and urban area development. Increase the quality and potential of the labour force as well as to increase the employability of university graduates.	Year of application 2011	€ 0.660 million	Applicant institution: University Kragujevac Partner institutions: Serbian Chamber of Engineers, Standing Conference of Towns and Municipalities, Technical school Jovan Zujovic Gornji Milanovac, Fiat automotive Srbia, Polytechnic school Kragujevac, Regional Automotive Cluster of Central	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
					Serbia, Regional Chamber of Commerce Kragujevac, University of Nis, State University of Novi Pazar, University of Novi Sad, Srednja skola "Djura Jakšić" Raca, Technical school Trsten		
	Harmonization and Modernization of the Curriculum for Primary Teacher Education	Joint Project - Curriculum Reform-National Harmonize and modernize the existing curriculum of primary teacher education at undergraduate, master's and doctoral studies and introduce new courses and modules. Develop continuous education courses for primary school teachers.	Year of application 2011	€ 0.710 million	Applicant institution University of Nis Partner institutions: Institute for the Improvement of Education, Ministry of Education, University of Belgrade, Elementary school "17. Oktobar", University Kragujevac, University Novi Sad, Elementary school "Dositej bradović", School for primary and secondary education with home "Vuk Karadžić", School "Vuk Karadžić" Vranje	grant	ongoing
	Equal Access for all: Strengthening the Social Dimension for a Stronger European Higher Education Area	Joint project-Higher Education and Society -National Enable a legal and institutional framework for a higher inclusion of students from vulnerable groups into higher education through three specific objectives: advancement of policies and legal framework for a diversification of students, improved collection of data and analytical information and improved institutional framework.	Year of application 2011	€ 0.945 million	Partner institutions: Association of Students with Disabilities, Centre for Education Policy, Commissioner for Protection of Equality, Ministry of Education of the Republic of Serbia, Social Inclusion and Poverty Reduction Unit, DPM Office, Statistical Office of the Republic of Serbia, University of Belgrade, University of Nis, Belgrade, University of Novi Pazar,	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
					Student Conference of Serbian Universities, Association of Roma Students, University of Novi Sad		
	Education of Teachers in the field of Ecological Food Production and Management	Joint project-Higher Education and Society -Regional Build capacity and professional network among Western Balkan universities in the field of ecological food production and management. Develop and implement vocational training programs in ecological food production and management for teachers of secondary agricultural school. Develop vocational training programs for end-users by university teachers, non-university teachers and teachers/trainers from related NGOs.	Year of application 2011	€ 0.726 million	Partners in the project: University Kragujevac Educons University in Sremska Kamenica Green Network of Vojvodine Agricultural-Veterinary School with boarding school Svilajnac Agricultural School Sabac, Higher Agricultural School for Vocational Studies Sabac	grant	ongoing
	Innovation and Implementation of the Curriculum Vocational Studies in the Field of Digital Television and Multimedia	Joint Project - Curriculum Reform - Regional Innovate vocational studies (VocS) curriculum in the field of multimedia and digital television (M&DTV). Design curriculum for specialized professional studies (SPS) in the field of M&DTV.	Year of application 2011	€ 0.663 million	Applicant institution: The School of Electrical Engineering and Computer Science Partner institutions: Zajednica Elektrotehničkih škola Srijije, RTS, Business Technical College of Vocational Studies Uzice, KONZUM-LAV	grant	ongoing
	Quality in Research	Joint Project - Governance Reform-Regional Promote the WB Countries research standards with those of the EU member states, to meet the goals in the Lisbon Convention and to fulfil the aims of the Bologna Process.	Year of application 2011	€ 0.544 million	Partners in the project: State University of Novi Pazar, University of Novi Sad	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	Introducing Interdisciplinarity in music studies in the Western Balkans in line with European perspective	Joint Project - Curriculum Reform - Regional Modernize curricula for the first and second cycle of studies. Develop and introduce new modern and flexible interdisciplinary study programmes in all three study cycles. Develop and implement regional continuing education with certified lifelong learning courses.	Year of application 2011	€ 0.967 million	Applicant institution: University of Arts- Belgrade Partner institutions: Jeuneses Musicales of Belgrade, University of Novi Sad, University Kragujevac, Composers Association of Serbia, Institute for Culture of Vojvodina	grant	ongoing
	Development of Career Guidance Aimed at Improving Higher Education in Serbia	Structural Measures - Governance reform - National Develop career guidance in higher education as an integral part of development of system of career guidance in Serbia	Year of application 2011	€ 0.764 million	Applicant institution: University of Belgrade Partner institutions: Ministry of Education, Ministry of Youth and Sport, Student Conference of Serbian Universities, University Kragujevac, University Nis, University Novi Sad, University Singidunum, Belgrade Open School, Public Enterprise for electric energy transmission, Infostud 3 d.o.o.	grant	ongoing
	Conducting graduate surveys and improving alumni services for enhanced strategic management and quality improvement (CONGRAD)	Joint projects-Governance reform - Regional Enable Higher Education Institutions in Serbia, Montenegro and Bosnia and Herzegovina to continuously conduct graduate surveys for the purpose of enhancing study offerings and facilitating permanent modernization processes.	Year of application 2011	€ 0.890 million	Partners in the project: Universities of Belgrade, Novi Sad and Kragujevac, Singidunum University, School of Higher Technical Professional Education, Niš, School of Higher Technical Professional Education, Subotica, Higher Business Technical School Užice, Centre for Education Policy Belgrade	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	Establishing and capacity building of the Southern Serbian Academy and the National Conference for Vocational Higher Education	Structural measures-Governance reform - National Capacity building for the 8 vocational higher education institutes in Southern Serbia forming the Academy of Colleges of Applied Sciences with an emphasis put on the university management, quality procedures, international relations and student services. Establish a Conference of Academies as an umbrella organization who is supporting the interests of vocational higher education in Serbia.	Year of application 2011	€ 0.711 million	Partners in the project: Serbian Ministry of Education, Railway College of Vocational Studies in Belgrade, Health Center Cuprija, High Medical School of Professional Studies in Cuprija, School of Higher Chemical Technology Education, School for Higher Professional Education for Preschool Teachers, College of Textile in Leskovac, Regional Chamber of Economy Nis, School of Higher Technical Professional Education Niš, School of Higher Professional Education Preschool Teachers, College of Agriculture and Food Technology, School of Higher Technical Professional Education in Subotica, Business Technical College of Vocational Studies, School of Higher Applied Professional Education in Vranje	grant	ongoing
	Developing Human Rights Education at the Heart of Higher Education	Joint projects-Curriculum reform - Regional Develop human rights and citizenship education in each university based in a broad multi-disciplinary approach comprising both academic discipline and practice oriented engagement. Training and education of administrative and academic staff in delivering human rights and citizenship education as content, practice and	Year of application 2011	€ 0.947 million	Partners in the project: University of Kragujevac, University of Belgrade, University of Novi Sad	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
Erasmus Mundus Action 2: Partnerships between European and Third Country higher education institutions including scholarships and fellowships for mobility at all academic levels		pedagogy. Recruit students into programmes and courses. Prepare training of students towards involvement in curriculum design and teaching and learning approaches. Create consistent quality assurance and control systems. Establish effective and appropriate cross disciplinary collaboration. Promote cross cultural learning understanding amongst participants. Recognition of the contribution that human rights education as content, practice and educational approach can make to the broader goals of the university, nation and region..					
	Basileus I, II, III	A pilot project for the Western Balkans to prepare their future participation in the Lifelong Learning Programme, through exchanging students and setting up procedures which are similar to the Erasmus procedures.	2008-2014	€ 0.4 million	Partners: University of Novi Sad University of Belgrade University of Kragujevac University of Nis	grant	ongoing
	ERAWEB	Stimulate the development of the Western Balkan countries by raising academic skills of students, researchers and teachers through exchange of students and staff in clinical and health sciences from five EU universities and six Western Balkan universities: 180 EU scholarships from 1 to 36 months	2011-2015	€ 3. 87 million	Partners: University of Novi Sad University of Belgrade University of Nis	grant	ongoing
	Join EU-SEE IV	Scholarship scheme for academic exchange between EU and Western Balkan countries	2009-2013	€ 4.00 million	Partners: University of Novi Sad University of Belgrade	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
	EUROWEB - European Research and education collaboration with WWestern Balkans	A scholarship programme that will enable academic mobility in the fields of information and telecommunication technologies and electrotechnical sciences for students on undergraduate, master, doctoral and post-doctoral level over the period of four years. The overall objective of EUROWEB project is to create a mobility network and partnership in research and education that will strengthen the ties between EU and Western Balkans.	2011-2014	€ 3.88 million	Partners: University of Nis University of Belgrade	grant	ongoing
Erasmus Mundus <u>Action 3:</u> Promotion of European higher education through projects to enhance the attractiveness of Europe as an educational destination and a centre of excellence at world level.	Promoting Erasmus Mundus towards European Students: Activate, Communicate, Engage	Identify factors affecting European students' participation in Erasmus Mundus (Action 1 and 2)	2009-2013	€ 0.247 million	Partner: University of Belgrade	grant	ongoing
	EM-Idea	Bring Erasmus Mundus community together to disseminate, exchange and act- to create conditions such that the Erasmus Mundus (EM) community at large can jointly exploit, explain and discuss its involvement in the Erasmus Mundus Programme, so as to find ways to strengthen and improve it.	2011-2014	€ 0.320 million	Partner: University of Novi Sad	grant	ongoing
	LE:NOTRE Mundus International Thematic Network	Thematic Network Project in Landscape Architecture The project web site provides a richly interactive platform for communication and the sharing of information between all project members.	Cofinanced by EU since 2002	€ 0.249 million	Members: University of Belgrade University of Novi Sad	grant	ongoing

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
FP7 ¹⁴³	Intelligent learning extended organization	Develop intelligent technologies to support learning and knowledge-building activities in Intelligent Learning Extended Organization.	2009-2012	€ 1.8 million	Coordinator: Institut für Angewandte Systemtechnik Bremen GMBH Partners: FOS-Belgrade INI Ladne vode -Bg	grant	finished
	Serbian Network of Mobility Centers for Researchers	Establish an operative infrastructure on the national level for support of incoming as well as outgoing researchers	2008-2011	€ 0.2 million	Coordinator: Faculty of Mechanical Engineering - Nis Consortium comprised of: University of Novi Sad, University of Belgrade, University of Kragujevac University of Nis-Faculty of Information Technology	grant	finished
	Western Balkan Countries INCO-NET	Support the bi-regional dialogue between the EU, associated FP7 countries and the West Balkan Countries (WBC) and enhance the participation of WBC researchers in European RTD projects by structural measures.	2008-2013	€ 3.048 million	Participant: Ministry of Education, Science and Technological Development	grant	ongoing
	e-Infrastructure for regional e-Science	Develop processing and storage services for eScience research	2008-2012	€ 2.5 million	Participant: University of Nis Faculty of Electrical Engineering University of Belgrade	grant	finished
	All we are researchers II	Enhance public recognition of researchers and their role in society and encourage young people to embark on scientific career	2011	€ 35,000	Coordinator: University of Novi Sad Faculty for Technical Sciences	grant	finished

¹⁴³ A selection of projects contributing to the enhancement of human capital in research.

Programme	Project title ¹⁴¹	Purpose/Objectives	Period	Budget ¹⁴²	Implementing organisation	Type of assistance	Status
EU programme	All we are researchers AWARE	Enhance public recognition of researchers and their role in society and encourage young people to embark on scientific career	2010	€ 25,000	Coordinator: University of Novi Sad Faculty for Technical Sciences	grant	finished
	Trans-national cooperation among national contact points for socio-economic sciences and the humanities	Support the creation and establishment of a functional Network of Socioeconomic Sciences and Humanities	2008-2011	€ 2.595 million	Participant: Ministry of Education and Science	grant	finished
	Inter-sectorial mobility of researchers in SEE	Enhance the career development and the inter-sectoral mobility of R&D personnel in SEE	2009-2012	€ 0.658 million	Participant: University of Nis-Faculty of Mechanical Engineering	grant	finished
	Strengthening Higher Education Reforms in Serbia	Support and accelerate higher education reforms based upon the Bologna Process, in order for Serbian universities to compete at a European and international level	2007 - 2009	€ 0.57 million	Council of Europe	TA	finished

OTHER DONORS

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Austria	ECO NET V: Training firm network and vocational training in Serbia, Kosovo and Macedonia	Improve secondary vocational education through implementation of training firms at business high schools, as well as giving curricula a more practice-oriented focus.	2005-2007 (1 st phase) 2008-2009 (2 nd phase)	€ 0.643 million	KulturKontakt Austria in close cooperation with GLZ Deutschland	TA	finished
	Vocational Education: Training firms in South-East Europe (ECO NET VI-Regional)	Introduce and disseminate the new teaching approach 'training firms' in order to provide labour market-oriented key qualifications.	2010-2012	€ 2.23 million	KulturKontakt Austria in close cooperation with GLZ Deutschland	TA	finished
	Vocational Education: Reform of the tourism training (TOUR.REG)	Support the development of modern and practically-orientated tourism education and training which fulfils	2007-2012	€ 0.428 million	KulturKontakt Austria	TA/grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Germany	Serbia-Regional)	international quality standards. The focus is on in-service teacher training in the fields of catering, service, hotel management, housekeeping, tourism and marketing. English, bookkeeping and business management. Peer learning between Serbian and Austrian schools.					
	German for Negotiations	Establish business-oriented German courses for students of Belgrade University in cooperation with Austria Institute Belgrade.	2008-2011	€ 0.314 million	Austrian Institute Belgrade	grant	finished
	Career Guidance	Teacher Training with the aim to integrate professional orientation into the class room and to incorporate professional orientation in the core curriculum. In 2007 – 2008, focus was on the development of a handbook for Career guidance based on the experience in Vajjevo region	2005-2008	n.a	KulturKontakt Austria, Education Forum	TA	finished
	Active Learning	Introduce modern teaching methods to teachers in schools from financially weak communities that could not afford teacher training	2010-2011	n.a	KulturKontakt Austria	TA	finished
	VET reform programme	Support the VET reform in 35 pilot schools, in the fields of economy, law and administration to create better opportunities for employing young people: introduction of new educational profiles, professional education of teachers, practical exercises in virtual enterprises, new "matura" etc.	2007-2012	€ 5.5 million	GIZ	TA	finished
	Professional Orientation in Serbia	Implementation of professional orientation in primary schools (7 th and 8 th grades, around 1,100 schools) and	2011 - 2015	€ 4,00 million	GIZ	TA	ongoing

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
		with Local Youth Offices in 130 municipalities					
Japan	Replacement of windows and doors on a school building Primary School" Bosko Verbalov"-Melenci	Improve the conditions for implementation of the teaching process	2008	€ 0.066 million	n.a.	works	finished
	Reconstruction and equipping of school "Bosko Buha" - Belgrade	Improve the conditions for implementation of the teaching process	2008	€ 0.077 million	n.a.	works	finished
Netherlands	Monitoring school quality in Serbia	Support development of standards and instruments for the external evaluation of quality of work in schools. Manuals for external evaluation were made available to all directors and staff of primary and secondary schools.	2009-2010	€ 0.2 million	IEQE	TA	finished
Norway	Strengthening social competence and preventing violence in schools	Work on social competence and foster team work among teachers and pupils in the multi-ethnic municipality of Bujanovac. Implement new Serbian Law on Education. Cooperate with Ministry of Education	2010-2013	€ 0.21 million	Lillehammer Municipality Nansen Dialogue Centre Serbia	TA	ongoing
	Strengthening social competences and preventing violence in schools	Contribute to inter-ethnic cooperation by organizing professional trainings for multi-ethnic groups of teachers, principals and school counsellors, as well as to institutionalize positive changes within educational system by investing efforts in coordinating cooperation between educational institutions (schools and the Ministry of Education) and with the local authorities' representatives.	2009-2011	€ 0.71 million	Norges Tehnisk Naturvitenska Univ (NTNU)	TA	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
	Scholarship programme	Scholarships for MA students, in cooperation with University of Nis	2009-2011	€ 0.71 million	Norges Tehnisk Naturvitenska Univ (NTNU)	grant	finished
	Training new entrepreneurs	Develop entrepreneurship skills, particularly of women and Roma. Support newly-established SMEs	2009-2010	€ 0.148 million	Business Innovation Programs (BIP)	grant	finished
	Entrepreneurship Development Curricula for High School Students	Develop entrepreneurship as key competence of High Schools Curricula to be included not only in vocational schools but all high schools in Serbia. Provide young people with basic skills for entrepreneurship and thereby contribute to economic development and reduce the number of students that drop out of school	2009-2010	€ 0.437 million	The International Management Group (IMG)	TA	finished
	Municipal School Cooperation Bujanovac-Lillehammer	Provide institutional support to schools in Bujanovac by the municipality of Lillehammer	2008-2011	€ 0.181 million	Lillehammer Kommune	TA	finished
	Student enterprises	Provide training in entrepreneurship by organizing student enterprises in secondary schools in Serbia	2008-2010	€ 0.665 million	Business Innovation Programs (BIP)	TA/grant	finished
	Leskovac Higher Business School	Establish, evaluate and improve educational process at Higher Business School in Leskovac. Provide spatial and technical conditions. Construction of building, equipment, training of staff. Develop training courses	2008-2009	€ 2.42 million	International Management Group (IMG)	TA / supplies / works	finished
	Belgrade School of Security Studies	Transform the Belgrade School of Security Studies into a centre of expertise for monitoring and measuring progress in security sector reform with particular focus on Western Balkans and implementation of SSR standards relevant for Euro-Atlantic integration.	2008-2010	€ 0.216 million	Centre for Civil-Military Relations	grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
	Building capacity for Belgrade School of Security Studies	Further develop the academic capacity of Belgrade School of Security Studies through academic exchange and arrangement of conferences. Develop of an independent civil research capacity	2008-2012	€ 0.665 million	Norwegian Institute of International Affairs (NUP)	grant	finished
	Purchase of van for transport of pupils with special needs	Purchase of van for transport of pupils from School for children special needs "ZarkoZrenjanin", Subotica	2011	€ 0.916 million	Royal Norwegian Embassy in Belgrade	supplies	finished
	Study trip for students of Master of European Integration programme	Organise study visit for students of Master of European Integration from Faculty of Law, Belgrade	2011	€ 0.002 million	Royal Norwegian Embassy in Belgrade	grant	finished
	Implementation of Student Enterprise program in secondary schools in Serbia	Train teachers and regional school administration on entrepreneurship and development of training materials. Organise student-enterprise cross-border fairs and camps	2011	€ 0.054 million	Business Innovation Programs (BIP)	TA	finished
	Education and Industry-cooperation between Serbia and Norway	Develop cooperation between Serbia and Norway in the area of education and industry	2010-2012	€ 0.032 million	High North Centre for Business and Governance at Bodø Graduate School of Business, Bodø University College	grant	finished
	Scholarships to talented students who are not in position to finance their studies	Cover tuition costs of talented students who are not in position to finance their studies (master program)	2009	€ 0.005 million	Center for Peace Studies at the Faculty of Political Science, University of Belgrade	grant	finished
	Professional Development Programme (PDP I, II, III and IV)	Introduce the concept of a comprehensive and coordinated professional development (PD) system, which is crucial for upgrading the teaching and learning process. Consolidate the PD system at central level and institutional development at the regional level. Anchor the PD system in the legislation. Strengthen	2002-2013	€ 6.34 million	Coordination: Swiss Cooperation Office Serbia Partners: Ministry of Education, Institute for Education Advancement, Regional Centers for Professional Development (10), National Education Council,	TA	ongoing
Switzerland							

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
		capacities of national and local partners, including National Education Council. Enhance building of human capital at the local level through professional development and Lifelong Learning concept in line with EU initiatives in education and Ministry priorities of quality, equity and inclusiveness in education.			municipalities, schools		
	Joint Programme for Roma and Marginalised Groups Inclusion through Education	Put in place in at least 60 municipalities models of education and appropriate institutional frameworks at the preschool and primary school level, which effectively and sustainably include marginalized children into the mainstream education.	2009-2013	€ 0.78 million	Coordination: Swiss Cooperation Office Serbia Partners: UNICEF, Red Cross Family (International Federation of Red Cross and Red Crescent Societies, Red Cross of Serbia, Red Cross of Montenegro), Danis	TA	ongoing
	Restoration of floor PS "Duro Jakšić" in Sumrakovcu (Boljevac)	Improve the conditions for implementation of the teaching process	2008	€ 0.011 million	SDC	works	finished
UNICEF	Strengthening Implementation of Inclusive Education	Strengthen good governance. Enhance sustainable development and social inclusion	2011-2012	€ 1.089 million	UNICEF Lead Government partner: Ministry of Education	TA	finished
	Expanding Early Learning Opportunities for Vulnerable Children	Strengthen good governance. Enhance sustainable development and social inclusion	2011-2012	€ 0.36 million	UNICEF Lead Government partner: Ministry of Education	TA	finished
USAID	Initiative Partnership@work	Establish 30 economic school partnerships (from Serbia and Germany) and allow 480 Serbian high school students and 40 Serbian teachers and headmasters to participate in the exchange program based on a competitive process	2010	€ 0.154 million	GTZ European Movement in Serbia	grant	finished
	Construction of	Improve the conditions for	2008	€ 0.091 million	n.a.	works	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
	basketball court ES "King Milutin" in Gracanica	implementation of the teaching process					
	FORECAST Exchange Program	Provide scholarships for one academic year of undergraduate, non-degree study in the USA	2008	€ 2.85 million	World Learning	grant	finished

Sub-sector: EMPLOYMENT

EUROPEAN UNION

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
IPA 2007 Regional Economic and Social Development	Ethno Network - jobs in rural regions	Create new employment opportunities and reduce depopulation of the rural areas of Serbia. Slow down or stop depopulation of the rural regions participating in the project.	2010 - 2012	€ 226,045	Udruzenje Etno Mreza	grant	finished
IPA 2007 Regional Economic and Social Development	ZIP- Centar Mladih / Employment & Entrepreneurship Center for Youth - Pirot Region	Renovate and equip the ZIP Centre for Youth. Provide practical training, development activities and business services targeting entrepreneurs, business owners, managers and unemployed persons. Facilitate the creation of start-ups and new micro companies. Support the existing business, including job placement of individuals.	2010 - 2012	€ 330,393	Opstina Pirot	grant	finished

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
IPA 2007 Regional Economic and Social Development	Creating sustainable employment and income generation possibilities for the Serbian regions by enhanced productivity & market access for small & medium sized component manufacturers	Establish a supplier information web portal to facilitate exchange and partnerships with OEMs or higher tier suppliers/buyers. Develop a broad-scale upgrading programme for the automotive component suppliers in cooperation with local business support and advisory institutions. Train local manufacturers o draft bankable business proposals. Draft policy proposal for the establishment of a technology upgrading & investment funding scheme. Evaluate the potential of after-sales market and employment opportunities for disadvantaged groups in the target regions	2010 - 2012	€ 445,765	Fond za podršku razvoja konkurentnosti proizvodjaca autodelova i autoopereme	grant	finished
IPA 2008	National Employment Service's (NES) forecasting and data management	Upgrade the NES' performance in monitoring and forecasting labour market trends and in monitoring and evaluating active labour market programmes	2010-2011	€ 1.5 million	EEO Group SA, EPRD, S&T Services Polska, TARA	TA contract and supply contract	finished
IPA 2008	Sustainable Waste management Initiative For a Healthier Tomorrow (SWIFT II)	Formalize current income generation activities in the informal waste recycling sector in Belgrade. The project builds on the predominantly Roma employment in the field of informal waste recycling, aiming to develop this work into an effective, established and credible means of income whilst tackling the associated and general health and social issues	2012 - 2014	€ 1.5 million	UNOPS and WHO	grant	ongoing
IPA 2011	Preparation of labour market institutions for European employment policy	Improve the impact of employment policy in order to speed up labour market reform in line with the EU standards	2012 – present	€ 3.5 million	GIP International, Pôle Emploi, Arbetsförmedlingen, Ministry of Labour, Family and Social Protection (Romania), Ministry	Twinning and TA	ongoing

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
					of Labour, Employment and Social Policy and National Employment Service (Serbia)		
PROGRESS	New Skills for People with Disability	Strengthen institutional capacities and instruments tackling key national challenges in employment through drafting the innovative platform for employment of PwD	2010 -2011	€122,032	NES, Papilot institute Slovenia, NGO Forum of Youth with Disabilities	TA	Finished
PROGRESS	Labor Force ad hoc module on entry of young people into the labor market	Produce reliable up-to-date disaggregated data on young people for monitoring the trends, evaluation of policies and programmes, international coordination	2009	€ 23,210	Eurostat	grant	finished
PROGRESS	INCLUDE: Pathways to Community investment	Provide civil society organisations, economic development agencies, chambers of commerce and public authorities with support that will help them to engage businesses in innovative cross-sectoral partnerships, which contribute to skills development and employability of disadvantaged groups	2010	€ 232,663	UPJ (Germany), Business in the Community (UK), Asociatia pentru Relatii Comunitare (Romania), Önkéntes Központ Alapítvány (OKA, Hungary), SmartKolektiv (Serbia), Pontis Foundation (Slovakia), Corporate Volunteers Association (Turkey)	grant	finished

OTHER DONORS

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Austria	Severance to Jobs	Convert a passive labour market instrument – severance pay – into an active one by encouraging redundant workers to “invest” their severance pay in acquiring a new job, in a private sector firm, self-employment	2006 -2009	€ 1,982 million	UNDP	grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
	Experiencing Europe: Serbian Young Professionals in Austria - The Zoran Djindjic Internship Program	Support young professionals (young academics from Serbia about to graduate or recently graduated) along their first steps in their careers by inviting them to Austria to gain meaningful working and living experience as interns in Austrian companies or institutions.	2007-2011	€ 1.3 million	Zoran Djindjic Fund, World University Service Austria	grant	finished
Austria, Germany, Norway, Korea (multi-donor trust fund)	Labour Markets, Job Creation and Economic Growth	Provide effective policy consulting to create jobs by research on how to create more and better jobs, reduce disparities and social exclusion, capacity building for politicians and researchers regarding labour market analysis, evaluation techniques and good practices, pilot projects to test promising approaches	2007-2010	€ 600,000	World Bank	grant	finished
Holland	Dutch Experience and best practices in the area of employment	Enable the NES to improve implementation of employment strategy, particularly in the area of rehabilitation and employment of persons with disabilities	2009-2010	€ 100,000	Dutch Government, Matra Flex Programme	grant	finished
Italy	Employment of Persons with Disabilities	Increase the knowledge of social partners on diversity management and the labour aspects of CSR with a focus on the employment of persons with disabilities, and building their capacity in order to facilitate their participation in awareness raising and advocacy work. Contribute to employers and other stakeholders' exchange of experiences and good practices on CSR based employment of persons with disabilities.	2009-2010	n.a.	ILO	grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Italy	Youth Entrepreneurship Policy Interventions	Develop an employment policy oriented towards the young, through different actions such as realization of pilot initiatives for the introduction of the unprivileged young people into the labour market. The project has contributed to the drawing up of the Action Plan for juvenile employment in Serbia. Support the Government in creating a fund in favour of the inclusion of young people into the labour market.	2007-2009	€ 1.2 million	ILO	grant	finished
	Youth Employment Partnership in Serbia	Strengthen the institutions dealing with labour market policies by paying special attention to the identification of policies to be used to tackle youth unemployment.	2007-2009	€ 1.157 million (USD 1.7 million)	International Labour Office (ILO)	grant	finished
ILO with financial support of donors	Strengthening the capacity of the Local Employment Councils to implement the active policy on employment in the Republic of Serbia	Develop Guidelines for the operations of Local Employment Councils	2009-2010	Approx. € 123,000	Serbian Association of Employers	grant	finished
	ILO Employment of Persons with Disabilities	Trai HR managers in the SAE member companies on recruitment and employment of PwD and on related legislation	2008-2009		TU Nezavisnost	grant	finished
	ILO Employment of Persons with Disabilities	Training and awareness-raising of trade unions on employment of PwD	2009-2010		ILO	grant	finished
	ILO Employment of Persons with Disabilities	Increase the knowledge of social partners on diversity management and labour aspects of CSR with a focus on the employment of PwD, and building their capacity in order to facilitate participation in awareness raising and advocacy work. Facilitate	2009-2010		ILO / Ministry of Economy and Regional Development, National Employment Service	grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Norway		employers' and other stakeholders' exchange of experience and good practice on CSR on PwD employment					
	ILO Employment of Persons with Disabilities	Train Disability Commission members on estimation of working ability of persons with disabilities	2009-2010			grant	finished
	Sustainable communities in Sandzak	Strengthen economic and social conditions for vulnerable groups (farmers, Roma, women) in the Sandzak region. Support to a local agricultural cooperative, training of local farmers, registration and quality testing of domestic animals, assistance to victims of domestic violence and teaching Roma adults in reading and writing	2009-2010	Approx. € 148,491	KirkensNodhjelp	grant	finished
	Improvement of farmers' cooperatives work organisation	Support the development strategy for work organisation for farmers cooperatives	2009-2010	Approx. € 1.195 million	Jaeren Produktutvikling	grant	finished
	Pig breeding the Norwegian way Phase 4	Generate employment opportunities within pig production. Establish test herd, pig school and pig breeding associations	2009	Approx. € 27,027	Vefsn Landbruksskole	grant	finished
	Development of Youth Entrepreneurship in Serbia	Introduce practical entrepreneurship skills, through non-formal education to youth between 18 and 35 years old in Serbia, to create a pool of trainers and training methodology and to give efficient and practical training in business planning. Transfer of competence from BIP to Serbian national and regional SME Agencies	2008	€ 456,683	Business Innovation Programs	grant	finished
	Increasing the competitiveness of enterprises for vocational rehabilitation	Increase the competitiveness of enterprises for vocational rehabilitation and employment of PwDs and develop standards for	2007-2009	€ 1.633 million (The project received significant	UNDP	TA and grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
	and employment of PwDs in Serbia*	workplace accessibility, support for integration at the workplace in the form of job training programmes		national contribution. The total value of the project was € 8,7 million)			
Spain	Increasing social and economic capacities and strengthening of productive sector and labour market, focusing on vulnerable communities	Strengthen social and economic rights	2007 - 2010	€ 411,657	Government of Serbia	grant	finished
Spain (MDG-F) UN Agencies	Support to National Efforts for the Promotion of Youth Employment and Management of Migration (YEM)	Develop evidence-based policies on youth employment and migration. Strengthen the capacity of national institutions to design integrated labour market and social services that were aligned with policy objectives. Support local institutions to pilot innovative employment programmes and social services.	2009-2012	Approx. € 4.715 million	UN Agencies (IOM, UNDP, ILO, UNICEF)	grant	finished
	Human Resources Management and Development Programme for Local Self Governments in Serbia	Contribute to organizational development and capacity building of Municipal Administrations in Serbia (11 municipalities), rational service delivery and create precondition for continuous decentralization and reform process	2012-2013	Approx. € 163,974	MSP Consulting Kraljevo	Mandate	ongoing
Switzerland	Private Sector Development in South Serbia	Systemic support to private sector in South Serbia to increase employment and income opportunities, in particular for the poorest population, in wood, furniture and non-timber forest products development.	2009-2012 (phase I)	Approx. € 2.066 million	RDA VEEDA	Mandate	finished
	Private Sector Development in South West Serbia	Systemic support to private sector in South West Serbia to increase employment and income	2010-2014	Approx. € 4.14 million	RDA Zlatibor	Mandate	ongoing

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
		opportunities, in particular for the poorest population, in tourism and traditional products development.					
UNDP	Policy Advice Support for Social Inclusion Outcome	Provide support to Gender, Social Housing, Autism, Roma, Employment of Marginalized, Rural Development	2011-2013	Approx. € 318,863	Ministry of Labour and Social Policy, Local Commissioner for Refugees and the Displaced, National Employment Service	grant	ongoing
	Advancing Women Economic and Social Rights in Serbia and in Montenegro	Strengthening Good Governance	2010-2012	Approx. € 1.152 million	UN Women in cooperation with MoLESP, Provincial Secretariat for Labour, Employment and Gender Equality, Ministry of Economy and Regional Development	grant	finished
UN Women	Accountability for Protection of Women's Human Rights	Support improved implementation of legal commitments to protect women's economic rights, through targeted interventions that respond to National Action Plan for Gender Equality	2006 – 2009	Approx. € 898,000	UNIFEM	grant	finished
	Economic rights	Strengthening Good Governance	2011-2011	Approx. € 37,229	UN Women in cooperation with the Ministry for Economy and Regional Development; Provincial Secretariat for labour, employment and gender equality; Statistical office	grant	finished
	Strengthening Youth Entrepreneurship (PPES Program)	Improve entrepreneurial and market skills among young people through capacity building trainings for youth office coordinators and promotion and implementation of programs for young people	2006-2013	€ 0.924 million	DAI	grant	ongoing
USAID	Junior Achievement	Provide young people with basic entrepreneurship training and essential knowledge about the	Started 2009	Approx. € 0.2 million	Junior Achievement Serbia	grant	ongoing

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
		principles of a market economy, in addition to hands on practical business management experience through engagement in student companies.					
World Health Organisation (WHO)	Sustainable Waste Management Initiative for a Healthier Tomorrow (SWIFT)	Formalize current income generation activities in the informal waste recycling sector in Belgrade. The project builds on the predominantly Roma employment in the field of informal waste recycling, developing this work into an effective, established and credible means of income whilst tackling the associated and general health and social issues.	2008-2010	Approx. € 1.77 million	WHO with UN partners (UNOPS and IOM) in collaboration with governmental bodies and the SWIFT cooperative	grant	finished

Sub-sector: HEALTH

EUROPEAN UNION

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
IPA 2007	Implementing the National Strategy to Fight Drug Abuse	Support the Ministry of Health in implementing the supply and demand components of the Serbian National Strategy to Fight Drug Abuse	2009 - 2010	€ 1.5 million	Euro Health Group AS	TA	finished
IPA 2007	Support to the Health Accreditation Agency	Support the Public Agency for Accreditation and Continuous Quality Improvement of Health Care in Serbia to manage accreditation programmes and continuous quality improvement in service provision	2009 - 2010	€ 1.5 million	Epos Health Management GMBH	TA	finished
IPA 2007	Health Sector Reform Emergency Medical	Improve the Emergency Medical Services (EMS) in Serbia as part of	2008 - 2010	€ 9.96 million, of which:	Ceen Economic Project and Policy Consulting GMBH	TA	finished

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
IPA 2008	Services	the overall reform of the health system through the supply of vehicles and the training of EMS personnel, which addressed the major gaps in the implementation of the EMS reform	2010 - 2013	€ 986,940	Preduzece Za Uvoz i Prodaju Motornih Vozila Vitro Group doo Beograd	supplies	ongoing
				€ 8,699,080	Intertech-Batinorm Sarl	Supplies	
				€ 279,566	Cowi AS	TA	
IPA 2008	Treatment of the Healthcare waste	Improve the present inadequate and risky procedure for the treatment of infectious waste at primary healthcare level (public and private sector) and reduce environmental pollution in 25 districts in the Republic of Serbia	2010 - 2013	€ 1,945 million	Verano-Motors Doo	supplies	ongoing
				€ 595,110	Belimed Pomivalni Sistemi Doo	supplies	
				€ 2.669 million	UNOPS	TA and supplies	
IPA 2009	Implementation of Hospital Information System	Support the Ministry of Health by continuing the improvement of the Electronic Health Record developed through the CARDS 2004 project "Development of Health Information System for Basic Health and Pharmaceutical Services Republic of Serbia" and through the Ministry of Health's "Serbia Health Project".	2010 - 2014	€ 1.822 million	HD European Consulting Group doo, Human Dynamics, Institute for Public Health "Dr.AndrijaŠtampar"	TA	ongoing
				€ 25,234	Superlab Doo	supplies	
				€ 1.032 million	Siemens drustvo za Promet i odzavanje u Elektrotehnici i Elektronici Ogranicenom Odgovornoscu novi Beograd	supplies	
				€ 313,500	Beolaser doo Beograd	supplies	
				€ 56,688	Kobel doo	supplies	
IPA 2009	Implementation of the National screening programme for colorectal, cervical and breast cancer	Improve the health of the population in Serbia through the implementation of organized screening programmes for breast cancer, cervical cancer and colorectal cancer.	2010 - 2014	€ 59,000	Przedsiębiorstwo Techniczno-handlowe Hydrex spolka z Ograniczona Odpowiedzialnoscia	supplies	ongoing

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
IPA 2010	Development of Palliative Care Services in the Republic of Serbia	Improve the quality of health services in the health care system of the Republic of Serbia by the development of palliative care	2010 - 2014	€ 2.5 million	Oxford Policy Management Limited (lot 1)	TA	ongoing
				€ 342,919	Globe Corporation BV (lot 2)	supplies	
				€ 442,500	Preduzece Za Uvoz i Prodaju Motornih Vozila Vitro Group doo Beograd	supplies	

OTHER DONORS

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
China	Supply of roentgen devices for Ministry of Health	Advance health care services through donations of medical equipment	2009	€ 700,000	Ministry of Health and 10 health institutions	grant	finished
	Supply of ultrasound devices for VMA	Advance health care services through donations of medical equipment	2009	€ 150,000	Ministry of Health Army Hospital Belgrade	grant	finished
Czech Republic	Health Center Lapovo	Deliver medical resources	2008-2010	€ 135,000	Municipality of Lapovo Health Center	grant	finished
	Increasing quality and availability of health care – Medical Centre in Arandjelovac	Develop capacity of the medical centre	2010 - 2011	€ 430,000	Government of Serbia	grant	finished
	Support to cancer prevention among women population	Supply medical equipment for timely delivery of health services to pregnant women	2010-2011	€ 435,000	Government of Serbia – Clinical Centre Kragujevac	grant	finished
Global Fund for fight against HIV/AIDS, malaria and tuberculosis	HIV/AIDS Amongst Vulnerable Groups	Scale up the National HIV/AIDS Response by decentralizing the delivery of key services, strengthening HIV prevention and care for the groups most vulnerable to HIV/AIDS	2007-2014	Approx. € 26.3 million	Ministry of Health of Serbia Youth of JAZAS Red Cross of Serbia	grant	ongoing

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Italy	Device for treatment of pregnant women and pre-maturely born babies	Modernize the gynaecology-obstetrics and paediatric wards	2009	€ 220,000	Ministry of Health of Serbia	grant	finished
	Equipment for dialysis for dialysis centres in Serbia and establishment of new ones	Modernize dialyses centres	2008	€ 3.5 million	Ministry of Health of Serbia	grant	finished
	Medical equipment	Modernize apparatuses and gynaecology-obstetrics and paediatric wards	2009	€ 6 million	Ministry of Health of Serbia	grant	finished
	Support to cancer prevention among women population in Šumadija region	Supply medical equipment for timely delivery of health services to pregnant women	2010-2011	€ 435,000	Government of Serbia	grant	finished
Japan	Grass root projects 2007 - health	Support social development through ensuring and satisfying basic human needs	2007	€ 195,807	Ministry of Health	grant	finished
	Grass roots and Human Security Grant Projects 2008-health	Support the health sector through donations in ambulance and medical equipment for health institutions	2008	€ 290,332	Health institutions	grant	finished
	Grass roots and Human Security Grant Projects 2009-health	Support the health sector through donations in ambulance and medical equipment for health institutions	2009	€ 166,877	Health institutions	grant	finished
	Project for Breast Cancer Screening and Prevention Capacity Improvement	Donate medical equipment for breast cancer screening. Provide technical assistance and practical training for equipment use. Support 39 health institutions and Ministry of Health	2010	€ 5.8 million	39 health institutions and Ministry of Health	grant	finished
	Country Focused Technical Training Course for Breast Cancer Screening and Prevention	Support adoption of adequate knowledge and experiences for breast cancer prevention and screening	2010	€ 158,161	Ministry of Health	grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
	Grass roots and Human Security Grant Projects 2010-health	Support the health sector through donations in ambulance and medical equipment for health institutions	2010	€ 224,523	Health institutions	grant	finished
	Grass roots and Human Security Grant Projects 2011-Health	Support social development through ensuring and satisfying basic human needs	2011	€ 66,000	Health institutions	grant	finished
Norway	Children's Environment and Health National Plan implementation	Establish children's environment and health national action plan (CEHAP) in the Republic of Serbia and building capacity of professional staff to implement the CEHAP, including public awareness	2008	Approx. € 123,266	Ministry of Health	grant	finished
Slovakia (Slovak Republic)	Serve life	Build capacity of rescue teams in Serbia	2008	€ 79,921	Gorska služba spasavanja Srbije	grant	finished
Sweden	HIV prevention with especially vulnerable young people in SEE	Develop policy and capacity on national level, strengthen youth friendly health services on regional and municipal level. Data collection and research. Out-reach, prevention and care activities at local level.	2007 - 2010	€ 335,528	Ministry of Health	grant	finished
Turkey	Procurement of medical equipment for the Health Center in Arandjelovac	Provide adequate physiotherapy and ambulance treatment	2011	€ 33,000	Ministry of Health	grant	finished
	Procurement of medical equipment for Hospital Center Dragiša Mišović	Provide adequate physiotherapy and ambulance treatment	2011	€ 25,000	Ministry of Health	grant	finished
UNODC	Prevention of drug use, HIV/AIDS and crime among young people through family skills training programmes in low- and middle-income countries (regional)	Implement evidence-based family skills training programmes to prevent drug use, HIV/AIDS and crime and delinquency among young people by strengthening and improving the capacity of families to take better care of children.	2010 – present	€ 2.233 million	Ministry of Education	grant	ongoing

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
UN	Support to UN Theme Group for HIV/AIDS	Outcome 2: Sustainable Development and Social Inclusion Enhanced/Social inclusion policies advocated and implemented	2007 – 2011	Approx. € 400,000 (USD 624,880)	UN Theme Group	grant	finished
UNICEF	Programme for Adolescents – combating HIV/AIDS	Health protection of adolescents	2007 -2010	€ 263,686	UNICEF	grant	finished
	Health System Strengthening for Improved Quality and Access	Strengthen Good Governance, Sustainable Development and Social Inclusion	2011 – 2012	€ 167,470	Ministry of Health	grant	finished
	Youth Primary Health Services	Health protection of adolescents	2008 - 2010	€ 420,659	Ministry of Health	grant	finished
UNODC, WHO	Drug dependence treatment and care	Support national institutions involved in the prevention and treatment of drug addiction, development of programmes for vulnerable groups such as Roma people and logistic support on the development of therapeutic protocols.	2010-2015	€ 71,118	UNODC& WHO, Ministry of Health	grant	ongoing

Sub-sector: LABOUR

EUROPEAN UNION

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
IPA 2007 Regional Economic and Social Development	Building partnership to reduce Informal Economy in Serbia	Promote social dialogue among trade Unions, employers' organisations, local authorities and NGOs in the project areas. Raise awareness and increase understanding on informal economy, decent work and EU values	2010-2011	€ 220,000	Progetto sviluppo istituto sindacale per la cooperazione allo sviluppo	grant	finished

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
IPA 2008	Citizens in Action Against Mobbing	Support the adoption of the law on mobbing	2008- 2010	€ 61,410	Uzicki Centar Za Ljudska Prava I Demokratiju	grant	finished

OTHER DONORS

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
ILO	Support to the pension reform in Serbia	Increase the knowledge of the ILO constituents about the relevance and the contents of the pension reform process, and provide policy makers in Serbia with comparative policy options of the pension system from the region	2009-2010	Approx. € 123,000	ILO	grant	finished
	Support to implementation of the National OSH strategy	Contribute to occupational safety campaign in construction industry, to train the workers in metal sector on occupational safety and risk assessment and to train employers in SMEs on the significance of OSH and risk assessment	2009-2010	Approx. € 123,000	Trade unions CATUS and Nezavisnost, Serbian Association of Employers	grant	finished
Norway	Labour Inspectorate in compliance with ILO and EU standards: Development of labour inspection system in compliance with ILO and EU standards	Support the drafting of the Labour Inspection Law, the setting up of the Labour Inspection five-year plan. Train labour inspectors and raise awareness of social partners	2008	Approx. € 247,040	Serbia Ministry of Labour and Social Policy	grant	finished
	Capacity building in occupational safety and health	Contribute to develop institutional capacities to improve occupational safety and health conditions in selected industries	2010	€ 736,280	IMG	grant	finished
Spain	Strengthening of institutions focused on social dialogue	Strengthen social dialogue capacity	2007 - 2011	€ 220,000	ISCOD - Trade Union Institute For Development Cooperation	grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Slovak Republic	Improvement of working conditions of handicapped people in the common undertaken D.P. DES Novi Sad	Improve the working conditions and environment for people with disabilities	2009	€ 189,922	DES Novi Sad	grant	finished
Switzerland	Trade Unions and Social Dialogue in Serbia	Contribute to better observance of labour rights, improve the climate for economic development and reduce unemployment; improve the capacity for social dialogue in world of labour	2008-2011	Approx. € 491,922	Swiss Labour Assistance	contribution	finished
USAID	Business Enabling Project	Help the Government of Serbia to improve competitiveness of the Serbian economy and private sector.	2011-2015	Approx. € 12 million	Cardno Emerging Markets	grant	ongoing

Sub-sector: SOCIAL INCLUSION

EUROPEAN UNION

Programme	Project title	Purpose/Objectives	Period	Budget ¹⁴⁴	Implementing organisation	Type of assistance	Status
IPA 2008	Fostering Social Inclusion by Strengthening Institutions that Provide Community-Based Social Protection Services	Improve social inclusion and reduce poverty among the most vulnerable groups in society through rationalization and decentralization of social protection services and development of community-based alternatives	2010 - 2013	€ 5.5 million	UNICEF (components 1, 2) EU Delegation (component 3) BBI (component 4)	grant/TA	ongoing
IPA 2009	Supporting access to rights, employment and livelihood enhancement	Promote livelihood enhancement of the most vulnerable IDP and refugee families through facilitated access to	2010 - present	€ 15.49 million, of which:			

¹⁴⁴ Budgets of projects financed by EU PROGRESS and which are implemented in partnership between institutions from Serbia and other countries refer to the overall EU contribution for the particular project (not only for Serbian partners).

Programme	Project title	Purpose/Objectives	Period	Budget ¹⁴⁴	Implementing organisation	Type of assistance	Status
	of refugees and Internally Displaced Persons (IDPs) in Serbia	essential rights.					
	"Livelihood Enhancement for the most vulnerable Roma families in Belgrade"	Support to durable and adequate housing solutions for up to 200 Roma families evicted from the informal settlements in Belgrade	2012 - present	€ 3.6 million for Roma	UNOPS	grant	ongoing
IPA 2011	Support for deinstitutionalisation and social inclusion of persons with mental disability and mental illness	Contribute to the deinstitutionalisation and social inclusion of persons with mental disability and mental illness at the local level	2012 - present	€ 4.7 million	EU Delegation Consortium led by Hifab and including Bolt International Consulting, Society of Social Psychiatry and mental Health, Pro mente oo	grant/TA	ongoing
PROGRESS	Adult Life Entry Network – ALEN, "Empowerment and Activation of Young People in Disadvantaged Situations	Development of creative methods and mechanisms for empowerment of young people and support for the inclusion of children in disadvantaged situations into the system of education or in the labour market. The focus of the project in Serbia is the empowerment of children without parental care.	2011-2013	€ 250,000	Hungarian Anti-Poverty Network, in cooperation with SIPRU Serbia, Ministry of Health and Social Protection of the Republic of Croatia, Austrian Anti-Poverty Network. Other Serbian partners: Ministry of Labour, Employment and Social Policy, Institute for Psychology, NGO Sunce – Kragujevac and the Association for Alternative Family Care "Familia"	grant	ongoing
PROGRESS	Awareness Raising Activities Related to the Implementation of the Law on Prohibition of Discrimination of People with Disabilities	Promote actions against discrimination of people with disabilities by reporting and publishing the annual report on implementation of the law prohibiting discrimination against the disabled, supporting implementation of the law	2009-2010	€ 131.916,88	Centre for Promotion of Legal Studies, Belgrade	grant	finished

Programme	Project title	Purpose/Objectives	Period	Budget ¹⁴⁴	Implementing organisation	Type of assistance	Status
		to attain equality for disabled people's groups and supporting implementation of the law to address architectural barriers and accessibility of public services					
PROGRESS	Promotion of Social Inclusion Debate in Serbia	Initiate and promote debate on social inclusion in Serbia and enhance currently scarce knowledge on the process and the substance of the Open Method for Coordination in social inclusion and social protection amongst the key national and local stakeholders	2009-2010	€ 397,807	Ministry of Labour, Employment and Social Policy (via SIF), Republic Institute for Social Protection, Institute for Social Protection for the Province of Vojvodina, SeCons, Centre for free Elections and Democracy, Network of Social Researchers, Mreza Production Group	grant	finished
PROGRESS	Mainstreaming Antidiscrimination Issues in the field of Social Protection in Serbia	Contribute to shared understanding and increased ownership among policy and decision-makers and stakeholders in Serbia of EU objectives and priorities in the non-discrimination field. Develop effective partnerships with national stakeholders in support of EU objectives and priorities in the non-discrimination field.	2010-2011	€ 234,305	Ministry of Labour, Employment and Social Policy	grant	finished
PROGRESS	Going beyond the legislation: Promoting the implementation and mainstreaming of antidiscrimination and equality in Serbia	Support better implementation of national legislation on non discrimination, develop the national policy to combat discrimination and promote equality beyond legislation, foster the dissemination of information and legislation in the anti-discrimination field	2011-2012	€ 145,717.14	Commissioner for the Protection of Equality	grant	finished
PROGRESS	Future for all II	Explore the possibilities to overcome the problem of poverty and social	2008-2010	€ 419,451	Moja Soseska Institute (Slovenia), Miran dol	grant	finished

Programme	Project title	Purpose/Objectives	Period	Budget ¹⁴⁴	Implementing organisation	Type of assistance	Status
		exclusion of vulnerable groups in Serbia, Croatia and Slovenia by gathering relevant information in the field and preparing relevant analyses and recommendations so that this issue can be addressed in the forthcoming period			(Croatia), Centre for Development of Jablanica and Pcinja Districts (Serbia)		

OTHER DONORS

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Austria	Shelter Project Belgrade	Protect women from trafficking, forced prostitution and social stigmatization through psychosocial help, psychotherapeutic interventions, legal counselling, medical care, computer and sewing courses	2006-2009	€ 214,000	CAFV	grant	finished
	Stari Lec Phase III "Live in Dignity: Integrative Improvement of Living Conditions and Social Care for People with Disability in Stari Lec and Vojvodina"	Contribute to an integrative improvement of living conditions and social and health care for people with mental and other disability and support the home care in Stari Lec, municipality Plandište in the autonomous province of Vojvodina	2009 - 2012	€ 400,000	Hilfswerk Austria, in close coordination with the Ministry of Labour and Social Affairs and Provincial administration in Vojvodina	grant	finished
	PLANNED: Home for the mentally handicapped in Stari Lec	Create care structures for the mentally handicapped people in Stari Lec i.e. increase space for the patients, renovate kitchen and laundry as well as improve the psychosocial care for patients	2002-2010	€ 0.4 million (final contribution)	Hilfswerk Austria	grant	finished
	Capacity Building for Handicapped, Serbia	Further training for handicapped people (computer, digital photography, foreign languages) and internships in a planned printing plant. Improved	till 2009	€ 63,000	Evangelisches Hilfswerk in Österreich	grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
		networking for handicapped people (brochures, counselling, psychosocial care, enlarging the existing library as well as data bank and website). Lobbying and advocacy vis-à-vis authorities					
Canada	Home Furnishing Internet club for adult disabled persons	Provide IT equipment for a club for persons with disabilities to ensure access to Internet	2007	€ 6,342 (CAD 9,125)	n.a.	grant	finished
	Support of children socialization from social and cultural unfavourable backgrounds	Provide opportunities for disadvantaged children for social inclusion	2006-2007	€ 100,000	n.a.	grant	finished
Czech Republic	Establishing of Centre for the victims of domestic violence (safe house)	Extend and improve services provided to the victims of domestic violence in the area of Kragujevac city and deepen the perception of the problem concerning the issue of domestic violence in general public. Increase knowledge and awareness about available services and solutions.	2006-2008	€ 350,000	Adventist Development and Relief Agency (ADRA) Serbia	grant	finished
	Information and communication platform for the sector of health and social affairs	Improve information exchange between all relevant stakeholders in the area of domestic violence (NGO sector, state authorities, educational centers, students and broader public)	2008-2009	€ 80,000	Adventist Development and Relief Agency (ADRA) Serbia	grant	finished
Italy	Support to the de-institutionalisation of children, in particular those with disabilities, in the Republic of Serbia: strengthening the continuum of services at national and local level	Support the de-institutionalisation reform in the Republic of Serbia, as defined in the Social Welfare Development Strategy approved by the Government, with particular attention to the situation of children with disabilities	2008 - present	€ 990,000	UNICEF	grant/TA	ongoing

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
	Decentralisation of social services and development of policies for minors in Serbia	Promote children's and adolescents' rights, and, in particular, improve the living conditions of children with disabilities who were abandoned or are at risk of being abandoned. Strengthen the administrative decentralization of social services for the prevention and protection of children at risk in the areas of Novi Sad, Kragujevac and Loznica.	2010 - present	€ 1.176 million	Region Emilia-Romagna	grant	ongoing
Japan	"Grass root" projects 2007 - social welfare	n.a.	2007	€ 59,758	n.a.	grant	finished
	Grass roots and Human Security Grant Projects 2008 - social welfare and environment	n.a.	2008	€ 179,597	n.a.	grant	finished
	Grass roots and Human Security Grant Projects 2009 - social welfare and environment	n.a.	2009	€ 273,112	n.a.	grant	finished
	Grass roots and Human Security Grant Projects 2010 - social welfare and environment	n.a.	2010	€ 335,626	n.a.	grant	finished
	Grass roots and Human Security Grant Projects 2011-Social Welfare	n.a.	2011	€ 219,000	n.a.	grant	finished
	Supporting the implementation of the Social Welfare Development Strategy	Build the capacity of the MoLSP, Local Self Governments and other central and local stakeholders for better delivery of social services through reform of Serbia's social welfare sector	2006 – 2009	€ 4.19 million	OPM UK	grant/TA	finished
Norway and DFID UK							

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Norway	Support to Local Self Government in Decentralisation	Strengthen local democracy in Serbia by bringing social service provision closer to the citizens. Improve the capability and the role of local governments in decentralising the social policy area).	2010-2013	€ 1.05 million (NOK 8.3 million)	Norwegian Association of Local and Regional Authorities (KS) in partnership with Serbian Standing Conference of Towns and Municipalities (SCTM) and Centre for Liberal Democratic Studies (CLDS)	grant	ongoing
	Decentralisation of social policy in Serbia	Support the process of decentralization of social policy in Serbia by assisting the local government level to develop policies, transfer models and institutional frameworks that will ensure high quality services from sustainable municipalities	2009-2010	€ 96,056 (NOK 800,000)	Norwegian Association of Local and Regional Authorities (KS)	grant	finished
	Roma Resource Centre	Promote equal opportunities, social inclusion, sustainable livelihoods and active participation of Roma people and enabling NGOs and GOs to design "models of good practice", to be replicated later in other municipalities/Roma settlements	2010-2013	€ 532,183 (NOK 4.16 million)	KirkensNodhjelp and Roma Resource Center of the Ecumenical Humanitarian Organisation of Novi Sad	grant	ongoing
	Tele-assistance for elderly, blind and people with disabilities	Extend tele-assistance services to 100 users outside of Belgrade in partnership with municipalities	2011	€ 20,275 (NOK 156,123)	Asisteld.o.o. Belgrade	grant	finished
	Day centre for young adults with special needs	Set up a day care centre for young people with special needs	2010	€ 12,346 (NOK 96,534)	KEC MNRO		finished
	Building local mechanisms for social inclusion	Strengthen mechanisms for social inclusion and for combating poverty in underdeveloped municipalities	2008-2009	€ 1,077 million (NOK 10.6 million)	International Management Group	grant	finished
	Strengthening democratic governance and women's economic security	Mainstream gender in policy development, service delivery and budgetary processes to advance women's economic and social security rights by strengthening the capacities of duty bearers and rights' holders to	2009-2012	€ 1.55 million (NOK 12.87 million)	UNIFEM (UN Women)	grant	finished

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
		implement and monitor national commitments					
	Building Social Inclusion Capacity and Tools in Serbia	Establish the Social Inclusion Unit in Deputy Prime Minister's office for European Integration	2009-2010	€ 325,301 (NOK 2.7 million)	n.a.	grant	finished
	Creation and implementation of licensing system for social service providers across Serbia	Assist the Ministry of Labour and Social Policy to design licensing model for social service providers and pilot it with an aim to create and implement licensing system in line with the new draft Law	2010-2012	€ 600,000	Serbian Ministry for Labour, Employment and Social Policy	grant	finished
	Development & implementation of the accreditation system for social care professionals in Serbia	Develop the accreditation system in the Institute for Social Protection (ISP) for the training programmes for social care providers and professionals	2007-2009	€ 520,000	Ministry of Labour and Social Policy in partnership with the Republic Institute for Social Protection	grant/TA	finished
Switzerland, Norway	Support to Social Inclusion Policy in Serbia – SIPRU	Support the Government to improve the living and working conditions of citizens, with a particular focus on vulnerable groups, ensuring that all social groups enjoy the benefits of economic growth and improved competitiveness.	2009-2012	€ 2.298 million (CHF 3.41 million)	SDC in cooperation with the Government of Serbia, Deputy Prime Minister's Cabinet for European Integration line Ministries and local institutions, Norwegian Government	grant/TA	finished
Sweden	Technical Assistance to the Office for Human and Minority Rights (OHMR) in the implementation of the National Strategy for Roma Inclusion	Contribute to the improved inclusion of Roma into Serbian society. Support improved and well co-ordinated policies at both central and local level that better target the needs of the Roma population, through supporting the implementation of the National Strategy for Roma Inclusion and enhancing the standing and capacity of the OHMR	2010-2014	€ 3.098 million	OSCE	grant/TA	ongoing
	Gender equality	Strengthen the current dynamics in the area of gender equality in Serbia with regards to the NAP by	2010-2013	€ 1.926 million (SEK 17.36 million)	International Management Group, Serbian Gender Equality Directorate	grant	ongoing

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
		strengthening the capacity of mandatory actors in order to promote equality between women and men Improve the economic status of women and economic inequality between men and women eradicated, equal opportunities policy and better use of women's development resources introduced, in accordance with NAP objective in this strategic area (component 2 of the project)					
Sweden, UNDP	Improving institutional capacity and monitoring capabilities at central and local level for decreasing vulnerability of Roma in Western Balkans ¹⁴⁵	Decrease vulnerability and human security risks Roma are facing, through improving their access to social services and development opportunities at local level	2007-2009	€ 2.686 million (USD 3.9 million)	UNDP	grant	finished
UNICEF	Supporting Social Welfare System Reform	Enhance sustainable development and social inclusion	2011-2012	€ 1.548 million (USD 1.995 million)	UNICEF	grant	finished
	Addressing Child Poverty and Exclusion Through Data and Evidence	Strengthen good governance and improve sustainable development and social inclusion	2011-2012	€ 316,549 (USD 408,000)	UNICEF, SIPRU	grant	finished
	Child Protection Programme	Policy development and law reform, child rights monitoring, access to services, quality of services, local initiatives, children/teens participation	2007	€ 259,683 (USD 381,526)	UNICEF	grant	finished
	Data collection at central and local level	Increase the data accuracy and quality of the monitoring of the National Plan of Action for Children and Millennium Development Goals	2008-2009	€ 114,200 (USD 161,000)	UNICEF with the assistance of the global DevInfo support group	grant/TA	finished

¹⁴⁵ Montenegro, Serbia and Kosovo

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
	Strengthening Council of Child Rights	using DevInfo. Council of Child Rights strengthened to use National Plan of Action as basis for monitoring child-related policy implementation and advising the government accordingly	2008-2009	€ 12,229 (USD 17,000)	UNICEF	grant/TA	finished
	Umbrella project	Technical assistance for Ministries (of Health, Youth and Sports, Labour and Social Policy) and relevant institutions	2011	€ 178,446 (USD 230,000)	UNFPA	grant/TA	finished
	Empowering women through Self-help groups	Support national counterparts to implement programmes that promote gender equality and empowerment of women	2007	€ 27,455	Autonomous Women's Center	grant	finished
UNDP	Providing Support for the Coordination and Implementation of the National Strategy for Improving the Position of Persons with Disabilities	Develop an Action Plan for the Strategy for Improving the Position of Persons with Disabilities, strengthen the capacity of the Ministry of Labour and Social Policy to implement the strategy. Vocational training and sheltered employment of PwD	2007-2009	€ 300,000	UNDP	grant/TA	finished
	Assistance for human security	n.a.	2007	€ 33,892 (USD 49,794)	UNDP	grant	finished
	Gender mainstreaming initiative	n.a.	2007	€ 43,000	UNDP	grant	finished
	Policy advice for human development	n.a.	2007	€ 298,000	UNDP	grant	finished
	Support to Roma - Regional	n.a.	2008	€ 17,733 (USD 25,000)	UNDP	grant	finished

Sub-sector: YOUTH POLICIES

EUROPEAN UNION

Programme	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Youth in Action	182 different mobility, non-formal education and youth activism projects addressed to young people aged 13-30 years	Encourage active participation of young people, promote the values of solidarity and tolerance, strengthen mutual understanding, development of quality support systems for youth activists and organizations, encourage cooperation in the field of youth work at European level	2007-2011	€ 3.105 million (budgets vary from € 8,000 to € 25,000 /project)	Youth organisations	grant	finished
	Examples:						
	Serbia Facilitation Beyond Frontiers	Improve learning outcomes of youth exchange projects by increasing facilitation skills of 24 youth workers from 10 different countries.	2009-2010	€ 0.024 million	Balkanidea -Novi Sad	grant	finished
	Youth cross borders - Youth meets for equality	A partnership building for gender issues and human rights education in SEE	2009	€ 0.019 million	Centre for Support of Women Serbia	grant	finished
	MAKE A CHOICE!	Using Theatre to address bullying	2009	€ 0.023 million	Interactive Art: In Stage Organization	grant	finished
	Living together, working together	Study visit on cross-border cooperation on the Balkans	2009	€ 0.017 million	Citizen's Association Generator Vranje	grant	finished
	Youth creativity : Inside Out!	Promote cultural heritage	2009	€ 0.017 million	Etnofest – World Culture Association Serbia	grant	finished

OTHER DONORS

Donor organisation	Project title	Purpose/Objectives	Period	Budget	Implementing organisation	Type of assistance	Status
Austria	YouthNet – creative partnerships in SEE	Improve the number of NGOs from SEE which can apply European subvention regulations. Improve regional cooperation among NGOs by strengthening the development of regional action plans.	till 31.5.2010	€ 0.080 million	I.Z.	grant	finished
Germany	Strengthening of the Structures for Youth Empowerment and Participation	Support structures of youth empowerment, participation and conflict transformation. Support social and political participation of youth in Serbia at national, regional and local levels.	2005-2014 (current phase 2010-2014)	€ 0.4 million	GIZ	TA	ongoing
IOM	Strengthening Serbia's Human Capital through the Active Involvement of Young People	Support the efforts of the Ministry of Youth and Sport and local self-governments to establish and promote youth offices in 10 municipalities in Serbia as key referral points for youth. Provide effective pro-youth strategies and measures to ensure socio-cultural integration and active participation in social life and decision making processes of young people in Serbia.	2008-2011	€ 1.11 million	IOM and Lead Government partner: Ministry for Youth	TA	finished
Italy	Strengthening the human capital and active participation of young people	Strengthen the capacity of the Ministry of Youth and Sport in promoting social, cultural, economical and civil integration of young people aged from 15 to 25. Increase their participation in the construction of a more cohesive society. Create Youth Centres and strengthen the existing ones	2008-2010	€ 1.11 million	IOM	TA	finished

Norway	You are right – Online	Develop and promote a website with the goal of increasing the knowledge of Serbian youth in relation to their legal rights and duties, legal and state institutions as well as human rights as a foundation of a modern state-citizen relationships	2010-2011	€ 0.1 million	B92 broadcasting company	grant	finished
	Open Fun Football Schools Serbia	Set up football schools and other community-based children's based initiatives for peace, tolerance and inter-ethnic community building	2008-2010	€ 0.05 million	Norges Fotballforbund	grant	finished
	Participation at European Youth Parliament International Session in Lillehammer	Facilitate participation of four Serbian delegates and teachers in the international event	2010	€ 3.012	European Youth Parliament Serbia	grant	finished
	The Democracy Funds - the Balkans	Support project partnerships on organisational development between Norwegian and Eastern European youth NGOs	2011-2013	€ 0.77 million ¹⁴⁶	Norwegian Youth Council	grant	ongoing
	Regional Youth Networking against discrimination in the Western Balkans	Support youth groups active locally and within regional network in the area of anti-discrimination	2011-2012	€ 0.281 million ¹⁴⁷	Peace Action	TA/grant	finished
	Youth organisation development	Organisation development and capacity building provided for youth organisations in the Western Balkans, through mutual co-operation with partners in Norway	2010-2012	€ 0.858 million ¹⁴⁸	LNU	TA/grant	finished
	Drafting of a national Youth Strategy and Action Plan	Harmonization of the draft National Youth Strategy with the Action Plan and its translation	2007-2008	Total amount of financial assistance	OSCE	TA	finished
	Building capacities of local self governments	Work with the Ministry of Youth and Sports, local self governments and	2009		OSCE	TA	

¹⁴⁶ The budget is for the overall project and not only for Serbia.

¹⁴⁷ Ibid

¹⁴⁸ Ibid

OSCE	and Local Youth Offices to address the youth needs	newly formed Local Youth Offices in predominantly minority communities in order to improve capacities of these institutions to address the needs of youth.		2007-2011 (for all projects) approx. € 200,000			
	Continued engagement with Youth Offices	Actively engage with a core group of youth offices in municipalities with predominantly minority population. Organize a series of exchange visits for the newly formed youth offices and twinned them with well-run offices located in other parts of Serbia, mainly in Vojvodina. Mentoring of youth offices.	2010				
Switzerland	Youth—Actors of Social Change	Analyse the actions of young people as individual actors within the structural and socio-cultural context in the post-socialist transformation of Serbia. The emphasis of the research is placed on the potential and limiting factors of the social environment, as well as the capacities of young people to act as strategic actors in social transformation.	2010-2012	€ 0.019 million		grant	finished
UNDP	Providing Support for the Coordination and Implementation of the National Youth Strategy	Support the Ministry of Youth and Sport to promote International Youth Day and to review youth-related policies. Support the establishment and functioning of the coordination team for implementation of the National Youth Strategy.	2008-2011	€ 1.386 million		TA	finished
USAID	Sustainable Local Development	Support for increasing youth employment, strengthening core competences of youth office coordinators, advocacy for increased participation of youth in local decision making	2010-2015	Youth component € 0.464 million		TA	ongoing

	Economic Security project	Support Local Youth Offices in implementing activities to strengthen youth entrepreneurship, the Serbian Government's Youth Strategy to promote youth employment, self-employment and entrepreneurship; and the partnerships with private and public sector to improve internship opportunities	2006 - March 2013	Youth component € 1.142 million	USAID in partnership with the Ministry for Youth and Sports, small and medium-size enterprises; Local self-government; Serbian Investment and Export Promotion Agency & Chamber of Commerce	TA/grants	finished
UNICEF	Young People's participation	Child participation understood, valued and incorporated into social services, civil society and policy	n.a.	n.a.	Local authorities, CSOs, families and children media	TA	n.a.

Annex 7 – Active Labour Market Measures

Table 7.1. Participation in labour market measures and employment outcomes

Measures and activities	Total number of persons			Number of employed persons					Achievements (ratio of total no. of employed persons included in the measure)	
	Planned for 2012	Included		Planned for 2012	Realization of plan			Planned for 2012		
		Total	Women		% achieved	Employed				
						Total	Women			
Courses for active job search	30,000	35,902	20,537	119.67%	4,500	6,312	73	140.27%	15.00%	17.58%
Job club	3,700	3,777	2,525	102.08%	740	655	437	88.51%	20.00%	17.34%
Self-efficiency training	2,500	2,560	1,978	102.40%	-	245	194	-	-	-
Job fairs	47,000	60,499	31,969	128.72%	7,000	11,716	6,190	167.37%	15.00%	19.37%
VET programme	2,070	2,736	1,856	132.17%	600	-	-	-	30.00%	-
Programme for acquiring practical knowledge	300	174	71	58.00%	300	-	-	-	-	-
Labour market courses	1,860	1,997	885	107.37%	700	-	-	-	30.00%	-
Courses as per employer demand	1,500	1,600	879	106.67%	1,500	-	-	-	-	-
Adult functional education	500	2,721	1,333	544.20%	-	-	-	-	-	-
Entrepreneurship education	10,550	10,970	4,661	103.98%	-	-	-	-	-	-
Subsidies for self- employment	1,550	2,037	835	131.42%	1,550	2,037	835	131.42%	-	100.00%
Subsidies to employers	1,300	1,245	553	95.77%	1,300	1,245	553	95.77%	-	100.00%
Public works	6,000	6,127	2,660	102.12%	6,000	6,127	2,660	102.12%	-	100.00%

Source: NES, 2013

Table 7.2. Participation of vulnerable groups in active labour market measures

Measures and Activities	Hard-to-employ and vulnerable categories				Persons with disabilities				Youth to age 30			
	Planned for 2012	Included		% achieved	Planned for 2012	Included		% achieved	Planned for 2012	Included		% achieved
		Total	Women			Total	Women			Total	Women	
Courses for active job search	18,000	23,343	13,579	129.68%	1,200	1,339	513	111.58%	15,000	21,848	12,500	145.65%
Job club	1,500	2,294	1,665	152.93%	200	199	99	99.50%	1,100	2,544	1,700	231.27%
Self-efficiency training	1,500	1,460	1,108	97.33%	-	0	0	-	400	457	361	114.25%
Job fairs	27,000	49,452	26,206	183.16%	2,260	2,727	1,014	120.66%	18,000	24,475	12,355	135.97%
VET programme	2,070	2,662	1,801	128.60%	70	29	16	41.43%	2,070	2,427	1,631	117.25%
Programme of acquiring practical knowledge	300	163	69	54.33%	-	0	0	-	150	93	33	62.00%
Labour market courses	1,100	1,696	875	154.18%	520	5	1	0.96%	1,000	611	277	61.10%
Courses as per employer demand	800	1,348	767	168.50%	-	5	2	-	600	654	403	109.00%
Functional primary education of adults	500	2,721	1,333	544.20%	-	0	0	-	250	1,437	606	574.80%
Entrepreneurship education	4,000	3,914	1,610	97.85%	50	242	103	484.00%	3,000	2,819	1,198	93.97%
Subsidies for self-employment	800	786	304	98.25%	300	113	47	37.67%	400	505	176	126.25%
Subsidies for employers	800	714	284	89.25%	300	178	79	59.33%	400	481	186	120.25%
Public works	6,000	3,841	1,644	64.02%	2,500	1,427	620	57.08%	1,700	2,154	935	126.71%

Source: NES, 2013

Table 7.3. Compiled data and available assessments of impact of active labour market measures financed by ODA

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Source: EU funded "Evidence-based Employment Policy Creation" project

PROJECTS:		
'Beautiful Serbia', IZA, December 2006		'Cost-Effectiveness of First Chance and Job Subsidy Programmes', NES, December 2012
'TA in Assessing the Effectiveness of Programmes and Measures of Active Employment Policy', ESPI Institut, June 2006		'Net Impact Evaluation of Active Labour Market Measures', EUNES, 2012
'Net Cost-Effectiveness Evaluation of Active Labour Market Measures', ESPI Institut, 2007		'Outcome Evaluation of Active Labour Market Measures in Serbia', EUNES IPA 2008 Team, 2011
'Process Evaluation of Public Works Programmes in 2008 and 2009', SIPRU, April 2010		'Youth Employment and Management of migration in Serbia', M. Arandarenko, March 2012
'Severance to Jobs', UNDP, May 2010		'Impact Evaluation of Active Labour Market Measures', EUNES, October 2011*
'Support to the Unemployed and to the Human Resource Development of the Republic of Serbia', GOPA, November 2009		'YEM Performance Monitoring of Active Labour Market Programmes Targeting Disadvantaged Youth', Youth Employment and Migration Project, March 2012 *

Table 7.4. Active Employment Policy - Realization and Plan

	Realization - Spent funds in RSD						Plan in RSD
	2007	2008	2009	2010	2011*	2012	2013
Budget RS for ALMP	2,384,317,283.33	3,014,000,000	3,500,000,000	3,685,530,386.09	3,436,134,972.24	3,266,027,721.62	3,400,000,000
Funds from contributions for the unemployment insurance (NES Financial Plan)					2,379,250,217.71		
Budget for ALMP in GDP, in %	0.10%	0.11%	0.13%	0.13%	0.18%	0.10%	0.09%
Funds from Local Governments				116,679,892.66	243,940,252.61	391,670,685.92	...
Budget Fund for professional rehabilitation and employment of persons with disabilities					356,365,709.25	697,261,485.34	700,000,000

Source: Department for Employment within the MoLESP