**Terms of Reference and Scope of Services**

**Support to the Ministry of Labor, Employment, Veteran and Social Affairs for the preparation of the Employment Strategy of the Republic of Serbia for the period 2021-2026:**

**Preparation of the Proposal of the Strategy**

**Position:** Consultant

**Duration:** August 2020 – February 2021

**Resources**: Up to 25 days

# Background

The accession to the EU is one of the key priorities of the Government of Serbia and at the same time the main driver of structural reforms. Negotiations for EU acquis chapter 19 – Social Policy and Employment – and relevant Action plan concluded that Serbia is moderately prepared in the area of social policy and employment. Some progress was made in further aligning the legislation with the acquis, mainly in the area of working conditions. In the coming period, Serbia should ensure adequate financial and institutional resources for employment and social policies to more systematically target the young, women and long-term unemployed, a priority indicator of the E2E in the second phase. The Social Inclusion and Poverty Reduction Unit (SIPRU), a part of the Prime Minister’s Office, will support this process of social dimension of EU accession and relevant youth employment policies.

In the previous period, the Instrument for Pre-Accession Assistance (IPA) funds were unsuitable for developing and testing ideas for policy reforms before the wider implementation. The Government of Serbia (GoS) has invited Switzerland to support the ESRP process within the E2E main phase, as the Swiss support to the GoS reforms so far has been assessed as the very influential in the social and economic field. As Switzerland also leads the Human Resources and Social Development (HRSD) Sector Working Group, in the frame of donor coordination, and within the already established strategic partnership with SIPRU, Switzerland is well positioned to influence positively youth employment policy framework through proposed interventions. The good reputation is further supported by the excellent results of the Swiss engagement in the education reform support.

The education system still fails to develop skills relevant for the Serbian labour market. This mismatch between skills supply and demand on the labour market affects mainly young persons and among them the young women that face a long transition from school to work and thus often become long-term unemployed or even inactive. The impact hypothesis of E2E is reflected in the strategic policymaking approach whereby improved employment policies and capacities of institutions are built up to promote a more efficient use of public resources in the field of employment and education.

The Project “From Education to Employment – E2E“ is part of the larger E2E program launched by the Swiss Agency for Development and Cooperation (SDC) in 2015 with the overall goal to increase decent youth employability in Serbia in a socially inclusive and sustainable way. E2E improves the position of youth on the Serbian labour market through modernization of youth employment policies and the development of young skilled labour demanded by the private sector.

The E2E program supports evidence-based approaches in the youth employment policies in Serbia. Under the lead of the SIPRU, it facilitates the policy dialogue between key national and local stakeholders. By including good practices from the main phase’ pilot regions, SIPRU advocates changes in the youth policy framework. The key line ministry in charge of the implementation of the youth employment and employability policies in Serbia relevant for implementation of the E2E is the Ministry of Labor, Employment, Veteran and Social Affairs (MoLEVSA) with the support of the Ministry of Education, Science and Technological Development (MoESTD). Line ministries were actively involved in the design and implementation of the main phase and the 2nd phase is continuation of the joint efforts for youth employment up to 2021.

# Introduction

The overall goal of the E2E program is to increase decent youth employment in Serbia in a socially inclusive and sustainable way. The project has two outcomes:

Outcome 1: Relevant national and local key stakeholders apply effective and evidence-based policies on youth employment and employability through increased performance capacities and diversified funding portfolio.

Outcome 2: Young jobseekers are better able to position themselves on the labour market through employment promotion measures and non-formal training offers required by the private sector in selected regions of Serbia.

As per Outcome 1 the following key Outputs are envisaged as the employment policy prioritization:

1. Within the legal framework: 1) the amendments to the Law on Employment and Unemployment Insurance in order to align with the Law on Planning System including institutional framework for NSCO will be revised; 2) the amendments to the Labour Law, and with an particular focus on improving the quality framework for traineeships and youth employability (Action Plan for Chapter 19).
2. Within the strategic framework: 1) Employment Strategy for the period 2021-2026; 2) National employment action plan (NEAP) for the period 2021-2023; 3) National Standard Classification of Occupations (NSCO).
3. In line with the Law on Planning System, evaluation of the National Employment Strategy 2011-2020 will be conducted in addition to regular NEAP reports adopted by the GoS.

This specific Terms of Reference is related to achievement of Outcome 1 and support to the MoLEVSA as an institutional focal point for the E2E, in updating of the policy framework for employment and employability. At the moment, the main strategic document of the employment policy in the Republic of Serbia, the National Employment Strategy for the period 2011-2020[[1]](#footnote-1) is in the last year of implementation and the MoLEVSA is in the process of preparing a new strategic framework. The new Employment Strategy for the period 2021 - 2026 will be defined within the Employment Strategy Working Group that is established by the MoLEVSA and consisting of representatives of the relevant ministries and public institutions (MoESTED, Ministry of youth and sports, Ministry of economy, Ministry of finance, National Employment Service - NES, Statistical Office of the Republic of Serbia, Serbian Chamber of Commerce and others), social partners and NGOs.

In 2018 the National Assembly of the Republic of Serbia has adopted the Law on the Planning System of the Republic of Serbia[[2]](#footnote-2), which regulates the planning system of the Republic of Serbia, as well as the management of the system of public policies and the type and the content of the planning documents. Therefore, it is necessary to harmonize public policy documents in the field of employment with this law. According the Law on the Planning System, public policy documents are produced in accordance with the results of an ex-ante and ex-post analysis of the effects of valid public policy documents and regulations in that area. In 2019, with the support of the SIPRU through E2E for the preparation of the NEAP 2020, the Ex-post analysis of the effects of the NEAP for 2017 and the NEAP for 2018, and the Ex-ante analysis of the effects for the NEAP for 2020 were prepared. Currently, the preparation of the Ex-post analysis of the National Employment Strategy for the period 2011-2020 and Ex-ante analysis of the Employment Strategy for the period 2021 - 2026 is ongoing, with the support of the SIPRU/E2E.

Besides that, a number of other analyzes are being prepared at the request of the MoLEVSa and with donor support, whose findings will be used in the development of the new Employment Strategy: SIPRU/E2E support the preparation of the Analysis of professional practice programme implemented with the employers in the private and in the public sector and the International Labour Organization (ILO) support the preparation of the Functional analysis of the National Employment Service and two organizational units in the MoLEVSA in charge of employment policy and the Analysis of preconditions with recommendations for the implementation of the Youth Guarantee program in Serbia.

1. **Objective of the Assignment**

Drafting the proposal of the Employment Strategy of the Republic of Serbia for the period 2021-2026, based on findings of the ex post impact analysis of National Employment Strategy for period 2011-2020, ex ante impact analysis for Employment Strategy 2021-2026, respecting the obligations of the Law on the Planning System and Regulation on the methodology of public policy management, impact analysis of public policies and regulations, and the content of individual public policy documents[[3]](#footnote-3) (hereinafter: Regulation).

1. **Scope of Work and Tasks**

The Employment Strategy proposal need to be based on the findings of the following analyzes:

* Ex-post impact analysis of the National Employment Strategy for the period 2011-2020;
* Ex-ante impact analysis of the Employment Strategy of the Republic of Serbia for the period 2021-2026;
* Analysis of professional practice programme implemented by National Employment Service with the employers in the private and in the public sector in 2017-2018;
* Functional analysis of the National Employment Service and two organizational units in the MoLEVSA accountable for employment policy;
* Analysis of preconditions with recommendations for the implementation of the Youth Guarantee program in Serbia.

Also, within the implementation of the Task, the Consultant should take into account other relevant documents, such as:

* Strategy for Industrial Policy in the Republic of Serbia for the period 2021 – 2030;
* Strategy for improvement of people with disability position in Republic of Serbia for the period 2020-2024;
* National Youth Strategy for the period from 2015 to 2025;
* Strategy for social inclusion of Roma men and women in the Republic of Serbia for the period from 2016 to 2025;
* Strategy on economic migrations of the Republic of Serbia for the period 2021 – 2027;
* Strategy on development of digital skills in the Republic of Serbia for the period from 2020 to 2024;
* European Pillar of Social Rights (The European Parliament, the Council and the Commission);
* Assessment of the Europe 2020 Strategy - Joint report of the Employment Committee (EMCO) and Social Protection Committee (SPC), September 2019;
* Joint ILO/EBRD Task Force on Covid-19 and the World of Work: Framing national action to support workers and enterprises during the COVID-19 emergency and recovery;
* ETF’s youth work in the region of South East Europe and Turkey – country case Serbia;
* and others.

Taking into account prescribed form and content of the strategy by Article 55 of the Regulation, the Consultant within the Strategy proposal, need to encompass the following:

1) Introduction:

- the legal basis, prescribing the competence for adoption (reference to provisions of a law);

- reasons for adoption;

- brief information on the institutions involved in the development of this strategy;

2) Data on the planning documents and legal framework relevant for the Strategy;

3) Description of the current situation in the specific field of planning and implementation of public policy, included an ex-post analysis of previous public policies in this field, conducted based on an assessment of the level of achieving the objectives of such public policies through the performance indicators of such policies, with reference to existing studies and analyses documenting the problem and the need for intervention;

4) Definition of the desired change, containing a vision, i.e. the desired state that the achievement of the goal and objectives will contribute to; identification of the desired change, including its elements and their causal relations; identification of stakeholders and/or individuals, groups, legal persons or organizations that have an interest in, or are under the influence of measures used to implement public policy;

5) Definition of the goals of public policy, containing:

- the goal of the policy, established by the Strategy;

- identification of performance indicators at the goal level (indicator of the effects of public policy), including the identification of baseline values, target values and sources of verification;

- up to five policy objectives (as a rule), identified by the Strategy;

- identification of performance indicators at the objective level (outcome indicators), including the identification of baseline values, target values and sources of verification;

If the Strategy has more than one goal, and/or more than five objectives, the need for this deviation shall be explained.

6) Identification of public policy measures for achieving the objective, and/or objectives, denoting what measures are envisaged alternatively, if any (if there are various options for achieving the goal), including an identification and formulation of performance indicators at the level of measures, and an overview, and/or brief description of projects to be used for implementing public policy measures;

7) Report on the analysis of measures, performed in accordance with articles 24-30 of the regulation hereof (within Ex-ante impact analysis), including an impact analysis of such measures on natural and legal persons, and/or an analysis of social and economic impact, for each of the considered options, if any, including an analysis of environmental impact and governance impact of such measures, if any, with a particular reflection of the impact of measures on gender equality and micro, small and medium-sized economic entities;

8) Identification of mechanisms for the implementation of measures, stating the following:

- institutions competent for implementing the specific measure, and/or institutions with predominant competence in implementing the given measure, or identified as the coordinator for the implementation of the measure, if the implementation of a measure is under the competence of multiple institutions;

- assessments of required funds and other material resources required for the implementation of measures;

- information on the method for securing, and/or sources of funds for the implementation of measures;

- deadlines for the implementation of measures;

9) Identification of the method of evaluating the achieved results, i.e. the efficiency of implementation of the public policy document, including the identification of key performance indicators at the level of goals, objectives and measures, measuring the efficiency and effectiveness of the implementation of public policy measures established by the document and the method for verification of such results (source of information);

10) Identification of the method of reporting on results, stating who shall report to whom on the implementation of the public policy document, the scope of reporting, and deadlines;

11) Estimate of funds, required to implement each of the measures and identification of the sources for securing such funds;

12) Assessment of the financial effects of the implementation of each measure on the budget, in accordance with the law regulating the budget system.

All tasks should be implemented in line with the conclusions of the consultations with the MoLEVSA and SIPRU.

1. **Responsibilities**

The selected Consultant is expected to work in close collaboration with the Head of Division for Active Employment Policy in MoLEVSA, SIPRU E2E Policy team leder and national expert within MoLEVSA.

Responsibility of the MoLEVSA and SIPRU is to make available for the Consultant all analyzes that the Employment Strategy need to be based on in draft and final version.

1. **Outputs/Deliverables**
* Work plan and methodology for conducting the assignment;
* The outline of the Employment Strategy proposal to be submitted for approval by the MoLEVSA and SIPRU;
* Draft version of the proposal of the Employment Strategy of the Republic of Serbia for the period 2021-2026;
* Final version of the proposal of the Employment Strategy of the Republic of Serbia for the period 2021-2026.
1. **Qualifications**
* University degree of social or economic science;
* At least 10 years of experience in the field of human resources, preferably employment/social inclusion field;
* Excellent understanding of policy, institutional and legal employment context in Republic of Serbia;
* Excellent understanding of employment and labor market trends both in Serbia, EU and at global level with required experience in conceptualization of national employment policy;
* Previous experience and cooperation with MoLEVSA in employment topics would be considered as an advantage;
* Excellent knowledge of the Law on Planning System in Serbia and accompanying bylaws;
* Excellent knowledge of the Serbian and the English language;
* Excellent analytical, writing and reporting skills;
* Strong organizational and output delivery skills.
1. **Reporting**

The selected consultant will report to the SIPRU manager who is accountable for all contracts signed by SIPRU, but with engagement and quality assurance of SIPRU E2E manager and Head of Division for Active Employment Policy in MoLEVSA.

Following deliverables are expected to be delivered by the contractor:

* Working plan for the delivery of the assignment and the outline of the Employment Strategy proposal – until 15th August 2020;
* Draft version of the proposal of the Employment Strategy of the Republic of Serbia for the period 2021-2026 – until 1st October 2020;
* Final version of the proposal of the Employment Strategy of the Republic of Serbia for the period 2021-2026 – until early November 2020.
1. **Duration of the Assignment and Payment**

Assignment will last in the period between August 2020 – February 2021 and here below are given payment tranches:

* 1st tranche (20% of the contract value after signing the contract between SIPRU and chosen consultant);
* 2nd tranche (40% of the contract value after SIPRU and MoLEVSA approval of the draft version of the proposal of the Employment Strategy of the Republic of Serbia for the period 2021-2026);
* 3rd tranche (30% of the contract value after SIPRU and MoLEVSA approval of the final version of the proposal of the Employment Strategy of the Republic of Serbia for the period 2021-2026).

For delivery of envisaged assignment, a local expert will be hired with up to 25 days in total. Indicative deadlines for delivery of the assignment are presented in Chapter no. 8 of the Terms of References.

1. Official Gazette of the RS, no 37/11 [↑](#footnote-ref-1)
2. Official Gazette of the RS, no 30/18 [↑](#footnote-ref-2)
3. Official Gazette of the RS, no 8/19 [↑](#footnote-ref-3)