

Ministry for Foreign Affairs, Finland

# EVALUATION REPORT



March 2017

FCG International Ltd

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Final evaluation  
of the Finnish  
funded projects in  
Kosovo

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## EXECUTIVE SUMMARY

Within Finland's Development Policy Framework Programme of Western Balkans for the years 2009–2013 the country-specific priority was given to Kosovo. Based on the challenges in the region and the added value offered by Finland, this Framework Programme was built in Kosovo around the following themes: i) Stability and security; ii) Aid for Trade; iii) Environment, and iv) Social sustainability. Finally, after this framework programme, six (6) projects continued, extended to cover also the northern municipalities of Kosovo.

In 2016 and 2017, all projects supported by Finland in Kosovo are foreseen to be finished, and Finland's bilateral development cooperation in Kosovo will end. This document, the Final Evaluation of the Finnish Funded Projects in Kosovo, is a report on the portfolio evaluation of these projects. It covers the following set of projects implemented during the years 2014–2016 (2017):

- i) Aid for Trade (Aft) – UNDP
- ii) Active Labour Market Programme 2 (ALMP2) – UNDP
- iii) Diaspora Engagement in Economic Development of Kosovo (DEED) – UNDP and IOM
- iv) Support to Minority Communities during and after the Decentralisation Process, Project Extension 2014–2016: Towards a Sustainable and Inclusive Growth for all Newly-established Municipalities in Kosovo – European Centre for Minority Issues (ECMI)
- v) Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme) – FAO
- vi) UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV) – UNDP, UNFPA, UN Women, OHCHR and UNICEF

The methodology applied to the evaluation covered desk studies, the use of a specific online questionnaire addressed to stakeholder groups, and a joint in-country mission of the international expert and the national M&E expert, to obtain first-hand information from project implementers and discuss the portfolio with key stakeholders in Kosovo. The evaluation was carried out in December 2016 – February 2017 and the Final Evaluation Report submitted in March 2017.

### *Alignment with the needs of Kosovars and the national development strategies*

The portfolio of the projects supported by Finland in 2014–2016 (Aft, ALMP 2, DEED, Support to Minority Communes, Forestry programme and GBV) is largely concentrated on Kosovo's economic and social development and job creation, taking into account the gender aspect and vulnerable groups as cross-cutting objectives or having these groups as the main focus. The projects have been formulated based on appropriate problem analyses and the portfolio is well aligned with the needs of Kosovars and the development priorities given in the Programme of the Government of the Republic of Kosovo (2015–2018), especially with its Priority 1. Economic development, employment and welfare.

### *Alignment with the development cooperation policy of Finland*

The implementation of the portfolio contributes to the achievement of the national development priorities of Kosovo, and it fully aligns with the Finland's Development Policy Programme 2012–2015 and its specific priorities in force during the formulation of the portfolio. It is also consistent with the current Development Policy of Finland, (2016).

### *Aid effectiveness and coherence*

Finnish development cooperation in Kosovo has a reputation for its quality, effectiveness, and a sharp focus on the specific problems and target groups. Based on our observations,

implementation of the entire Finnish portfolio of projects contributes to the development of Kosovo. In addition, it has been coherent with national policies and strategies of Kosovo and both coherent with and complementary to the development strategies and programmes of other major bilateral and multilateral donors (UN agencies, EU and its member states, World Bank and USA).

### *Efficiency*

The total budget from the MFA Finland for the project portfolio for the years 2014 - 2017 is around EUR 5.9 million and the total budget of these projects EUR 8.9 million. Against the considerable results achieved by the projects and the already available initial evidence of the impact of this support, this budget and its allocation to separate projects can be considered reasonable, and the efficiency of the support to be high.

### *Effectiveness and impact*

Based on observations of the evaluation team, results of the stakeholder interviews and responses to the online questionnaire, it seems that the entire portfolio of Finnish funded projects project, by the completion, will deliver outputs/results given in the relevant project documents. There are a few exceptions, such as a matching grant scheme of the DEED programme (not covered by this evaluation) and the new secondary forestry legislation (even though the forest law was not adopted by January 2017, it is foreseen that this would take place later in 2017). The commencement of some projects (e.g. DEED) was delayed, and some of them had a slow start (Support to Minority Communities), working first mostly with the methodology and planning. However, these projects have been able to mitigate the effect of this delay and will be completed by the end of 2016/during 2017.

### *Initial evidence of impact*

In the strategic documents of Kosovo, sustainable economic development, employment and welfare are raised as priorities for the development of Kosovo, along with the rule of law. The portfolio of the six projects under evaluation contributes to Kosovo's economic development and job creation, taking into account the gender aspect and vulnerable groups as cross-cutting objectives or having these as a focus of the project (ECMI: Support to Minority Communities).

Even though the implementation period of the project portfolio under evaluation has been short, in some cases only around two years, we have to remember that all the six projects supported in 2014 – 2017 are extensions of the programmes that have already been previously implemented in Kosovo. This improves the efficiency and effectiveness, and even impact and sustainability of the Finnish funded projects. Some initial evidence of impact of this support starts to be available as follows:

- Increased sustainable employment among participants provides economic development (Aft, ALMP 2, Forestry program)
- Job market gender equality (ALMP, GBV, Support to Minority Communities)
- More investments attracted to North Kosovo region and other parts of the country, developing local and regional economies (Aft, ALMP 2, DEED, Forestry program)
- Improved conditions for individual income-generating initiatives and economic growth and employment (Aft, ALMP 2, Support to Minority Communities, Forestry program)
- Vulnerable and marginalised groups (VMGs) are more involved in public life and have better employment prospects (GBV, ALMP 2, Support to Minority Communities)
- Improved conditions for sustainable forest management and forestry related livelihoods (Forestry program)

Finnish development cooperation has a good reputation in Kosovo for its efficiency, effectiveness and quality results, guaranteed by a strong coordination and back up from the donor's side, the use of participatory and inclusive methodologies and selection of qualified project implementers. Some of the interviewees raised this issue and stated that Finland has set out new quality standards for development projects in Kosovo.

### *Sustainability*

The short implementation period of the project portfolio under evaluation makes assessment of sustainability difficult: only little direct evidence can be available after about two years of implementation of the projects: This is especially the case when many of these projects are operating in a new area for the donor agency (in northern municipalities), and when that area is quite demanding for implementing agencies. At this stage, the Government of Kosovo and local municipalities would still be largely dependent on external finance and technical assistance to continue processes initiated by these projects.

During the interviews and meetings held with representatives of implementing agencies and relevant ministries in Pristina in January 2017 it emerged that these agencies are surprised by the end of Finnish development cooperation and that, in most of the cases, they have not been able to identify an alternative source for financing to extend the projects. In particular, the short implementation period of the projects in the northern municipalities is seen a problem, undermining the sustainability of the projects and the flow of benefits produced.

### *HRBA, gender and cross-cutting objectives*

The Finland funded project portfolio of 2014-2016 has followed the principles of the human rights based approach (HRBA). Finland's support during the last two years (2014-2016) has been extended also to the northern municipalities in Kosovo, populated by a Serbian community and other ethnic groups such as Albanians and Roma, Ashkali and Egyptian (RAE) communities. This focus on disadvantaged and minority communities is a key element of the HRBA.

Project activities have been formulated in such a way as to show gender balance through inclusion of women-led businesses and gender indicators in project reporting tools. Throughout the implementation, the projects' teams have paid specific attention to gender mainstreaming. Greater attention has been paid to a treatment of this gender balance and the rights of women than to other vulnerable or excluded groups.

### *Environmental approach*

Some of the Finnish funded projects, such as Aft, advised local businesses on environmentally friendly technologies and green commodity production as well as the importance of adapting eco-conscious activities and advertising the eco-friendly actions of their companies when exporting. These businesses were also informed about certification to international management and quality standards, such as ISO 9001, ISO 14001, and HACCP (hazard analysis and critical control points of food safety). ALMP supported environmentally friendly companies and companies using clean technologies especially within the self-employment scheme. The Forestry programme aims to support multipurpose forestry, including economic, social and environmental benefits of forest as well as its contribution to climate change mitigation. Moreover, GBV, Forestry, ALMP 2 and Aid for Trade (Aft) programmes were complementary to each other regarding HRBA, gender and cross-cutting objectives using the ALMP built system of active labour market.

### *Contribution of the Finnish support to Northern Kosovo to the reconciliation and integration of the northern municipalities to Kosovo structures*

The MFA Finland funded projects during 2014-2016 have been in the forefront of



supporting and promoting the territorial integration of North Kosovo. Results of the Finnish development cooperation contribute to two parallel integration processes. By working for economic and social development, job creation and human rights in Northern Kosovo (as well as elsewhere in the country), this cooperation contributes to a territorial integration of the northern municipalities to Kosovo structures, also indirectly through its impact to political and social stability. Regarding the entire Kosovo, it contributes to EC integration preparing the country to meet the set requirements.

*Pros and cons of implementing projects jointly by different organisations in Kosovo*

The MFA funded project portfolio has been carried out by agencies already operational in the country. Except "Support to Minority Communities" (ECMI), various UN organisations work for these projects as implementing agencies. In case of DEED (UNDP, IOM) two organisations involve and even five UN agencies work for the GBV programme.

The implemented projects have typically had a clear main partner, such as the Ministry of Trade and Industry (MTI) in case of the Aid for Trade project. In some cases more than one main partner has been identified, and the GBV programme applied a real multi-partner approach, cooperating with a number of local and central level institutions.

The approach applied to the set-up of project implementation seems to work well. First, the implementing agencies are already operational in Kosovo, knowing the conditions, having permanent office facilities and possessing a large network of necessary contacts. This improves efficiency of the projects. Second, in case of fragile North Kosovo and related demanding working conditions, especially UNDP has been working there already before these MFA funded projects, and has an access to the project area.

As given by respondents in the online survey, the agreed arrangements for project implementation have also improved cooperation between agencies involved in these projects and contributed to alignment with common strategies and policies. Moreover, involvement of the same agency in several projects may have added to inter-project cooperation.

In principle, the multi-agency solution applied to implementing agencies could increase necessary administration and cause some additional bureaucracy. It also could weaken a necessary leadership and a sense of responsibility but we did not meet any evidence of this during the evaluation. Still some additional bureaucracy has been needed.

*Possibilities of transition to other forms of cooperation after the bilateral cooperation has ended*

Even though the bilateral development cooperation of Finland ends in Kosovo there are still some other project financing instruments applicable also to Kosovo, such as

- Finnpartnership **Business Partnership Support (BPS)** grants to Finnish companies and other organisations for commercially viable, long-term activities aimed at economic cooperation in developing countries.
- **Finnfund** (Finnish Fund for Industrial Cooperation Ltd.) is a Finnish development finance company that provides long-term risk capital for private projects in developing countries. Apart from co-investing with Finnish companies we can finance ventures that use Finnish technology, cooperate with Finnish partners on a long-term basis or generate major environmental or social benefits.
- The aim of **Tekes** (Finnish Funding Agency for Innovation) and the **Ministry for Foreign Affairs'** joint programme, **BEAM – Business with Impact**, is to generate new, sustainable business in developing countries. BEAM assists Finnish enterprises and other actors in using innovations to address global development challenges, by converting such innovations into successful and sustainable business in both Finland and developing countries.

All these instruments have certain limitations to be used widely in Kosovo. Finnpartnership Business Partnership Support (BPS) and Tekes (BEAM) give the initiative to Finnish companies. They should have, or they should be willing and ready to establish or further develop, commercially viable businesses in Kosovo. Finnpartnership Business Partnership support requires 30% (SMEs) or 50 % (large company) self-financing from the Finnish companies in Kosovo. 50% self-financing requirement in case of BEAM and, in case of Finnfund its involvement typically in a rather large-scale investments (over EUR 5 million) also limit the number of interested/potential applicants.

However, small-scale businesses have already been developed in Kosovo spontaneously through support from the Kosovo diaspora in Finland. Additionally, both Finnpartnership's Matchmaking Service and the operation of the Diaspora Business Union in Finland (<http://www.kosovodiaspora.org/diaspora-business-union-in-finland/>) may increase and accelerate investments in joint business initiatives in Kosovo in the future.

### *Recommendations*

- 1) The MFA Finland funded project portfolio has been implemented in Kosovo by organisations already operational in the country. In case of the DEED (UNDP, IOM), two organisations are involved, and even five UN agencies work for the GBV programme in the position of the implementing agency. This type of "multi-agency approach" applied to the implementation of complex projects seems to work well, with the organisations involved being complementary to each other regarding their capacities and skills. **We recommend that the donor agencies and the Government of Kosovo would apply this type of multi-agency approach to demanding multi-sectoral projects also in the future.**
- 2) An EC IPA project fiche for Kosovo of EUR 8 million for the ALMP is planned to start by mid-2017. At this moment it seems that this support would be implemented mostly through grants to NGOs. This is a great concern Finland has raised both with the Minister of Labour and in donor coordination meetings in Pristina and Brussels: if NGOs or other entities would implement ALMPs bypassing the local government structures, there is a higher risk of corruption. In addition, this would risk losing the results of the Finnish-funded ALMP 2 programme and its predecessor ALMP 1 – the institutionalisation of the ALMP within relevant government agencies, achieved in the municipalities and at the central level in Pristina.

**We recommend that the Ministry of Labour and Social Welfare of Kosovo, European Union Office in Kosovo (EUSR) and the other donor society actively present in Pristina, also involving the MFA Finland, would draw lessons learnt and define best practices for ALMPs based on implemented programs and find ways to continue to support relevant government institutions to strengthen their capacities to implement active labour market policies.**

3. The Finnish bilateral development cooperation has come to the end in Kosovo. The evaluation team notes that regarding alternative cooperation instruments, such as the Business Partnership Support (BPS) grants by Finnpartnership, Finnfund and BEAM (the Business with Impact programme by TEKES), representatives of Kosovar stakeholder organisations indicated a low awareness of these tools available for commercially viable businesses in Kosovo. **We recommend that the MFA Finland would increase promotion of these instruments and would use the Diaspora Business Union in Finland and the Global Union of Diaspora Business or Chamber of Commerce in Pristina to facilitate this promotion.**
- 4) The Fund for Local Cooperation (FLC) is a tool for the implementation of the development policy of the Government of Finland and it complements other Finnish development efforts. FLC for Kosovo has been a funding instrument managed by the



Embassy of Finland in Pristina. In 2016, the yearly fund available was EUR 150 000 (in 2015 and some years before the annual FLC budget was EUR 300 000).

The Embassy has launched calls for Concept Notes, and organisations with a successful Concept Note have been asked to provide a full application with annexes. This financing instrument has been considered a practical means for locally important initiatives focusing on a geographically limited area and/or a limited field(s) of activities, i.e. projects with a clear focus. However, a decision to close Finnish development assistance in Kosovo also applies to this instrument.

Instead of closing the FLC instrument **we recommend that the MFA Finland would reinstate the FLC in Kosovo to pave the way for further transition and cooperation through business linkages and commercial stakeholder cooperation.**

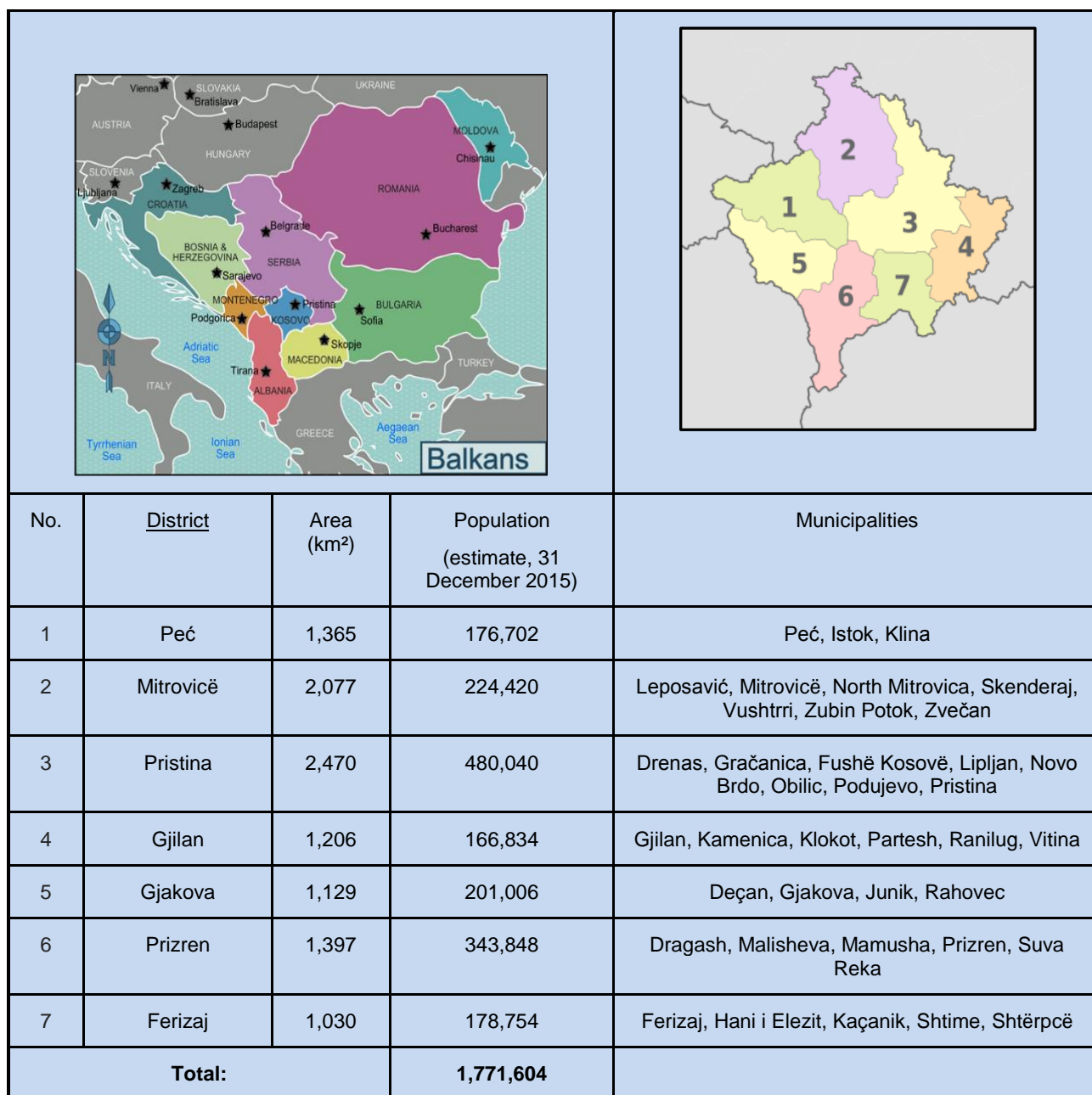
- 5) Kosovo is still a fragile country, politically, socially and economically in an unstable situation. Therefore **we recommend that the MFA Finland would reconsider phasing out of its support and review any opportunities for continuation of bilateral development cooperation in Kosovo even in a limited scale.** This support could be addressed for instance to youth education and employment with equal participation of all ethnic minorities and vulnerable groups.

## ACRONYMS AND ABBREVIATIONS

AMCHAM	The American Chamber of Commerce (in Kosovo)
AfT	Aid for Trade
ALLED	Aligning Education with Labour Market Needs (Project)
ALMP2	Active Labour Market Programme 2
AP	Action Plan
ARDA	Regional Development Agencies
CCO	Cross Cutting Objectives
CPI	Corruption Perceptions Index
CPPWV	Centre for Prevention and Protection on Women Violence
CSO	Civil Society Organisation
CSW	Centre for Social Welfare
DEED	Diaspora Engagement in Economic Development of Kosovo
DoI	Department of Industry
DRRP	Department for Reintegration of the Repatriated Persons
DV	Domestic Violence
ECMI	European Centre for Minority Issues
EA	Employment Agency
EO	Employment Office
ERS	Economic Region South/Southern Economic Region
EU	European Union
EU Kosvet 6	Development of Vocational and In-Company Training Schemes and Development of Entrepreneurship Scheme (6)
EUROSTAT	Statistical Office of the European Communities
EUSR	The European Union Special Representative
EYE	Enhancing Youth Employment
FAO	Food and Agriculture Organisation of the United Nations
FCG	FCG International Ltd
FDI	Foreign Direct Investments
FMU	Forest Management Unit
GBV	Gender Based Violence (UN Joint Programme on Domestic/Gender-Based Violence in Kosovo)
GDP	Gross Domestic Product
GoF	Government of Finland
GoK	Government of Kosovo
HOC	Home Office Coordinator
HRBA	Human Rights Based Approach
IADK	Initiative for Agricultural Development of Kosovo
IOM	International Organisation for Migration (The UN Migration Agency in Kosovo)
IPA	Instrument for Pre-Accession Assistance (EC)
KDIF	Kosovo Diaspora Investment Fund
KFA	Kosovo Forestry Agency
KFIS	Kosovo Forest Information System
KIESA	Kosovo Investment and Enterprise Support Agency
LED	Local Economic Development
LFA	Logical Framework
MAFRD	Ministry of Agriculture, Forestry and Rural Development
MDLO	Municipal Diaspora Liaison Office
MESP	Ministry of Environmental and Spatial Planning
MEST	Ministry of Education, Science and Technology
MFA Finland	Ministry for Foreign Affairs of Finland

MFA Kosovo	Ministry of Foreign Affairs of Kosovo
MIA	Ministry of Internal Affairs
MLGA	Ministry of Local Government Administration
MLSW	Ministry of Labour and Social Welfare
MoD	Ministry of Diaspora
MTI	Ministry of Trade and Industry
NGO	Non-Government Organisation
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
OHCHR	United Nations' Office of the High Commissioner for Human Right
OJT	On-the-job Training (program)
PES	Public Employment Service
PCM	Project Cycle Management
PWD	People living with disabilities
RBM	Results Based Management
SEP	Self-Employment Programme
SME	Small and Medium Enterprise
TI	Transparency International
TL	Team Leader
ToC	Theory of Change
ToR	Terms of Reference
TSIGaN	Towards a Sustainable and Inclusive Growth for all Newly-established Municipalities in Kosovo
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations' Population Fund
UNICEF	United Nations' Children's Fund
UNKT	United Nations' Kosovo Team
UNMIK	United Nations Interim Administration Mission in Kosovo
VET	Vocational Education and Training
VMG	Vulnerable and Marginalised Group
WP	Work Plan
WSP	Wage Subsidy Program

## LOCATION AND ADMINISTRATIVE DIVISIONS OF KOSOVO<sup>1</sup>



<sup>1</sup> Source: Kosovo Agency of Statistics (<http://ask.rks-gov.net/media/2451/vjetari-per-web-ang.pdf>)

## 1 BACKGROUND

### 1.1 Context in Kosovo

After the end of the Kosovo war in 1999 Kosovo was placed under transitional UN administration (UNMIK). International negotiations, backed by UN and led by UN Special Envoy Martti Ahtisaari, former President of Finland, on the final status of Kosovo began in February 2006 but did not result in a jointly agreed resolution. Eventually Kosovo declared independence from Serbia on 17 February 2008. At present, Kosovo is a parliamentary republic, according to the Ministry of Foreign Affairs of Kosovo. It is recognised as an independent country by 113 out of 193 United Nations member countries and by 23 out of 28 EU members, *including all of its immediate neighbours, excluding Serbia*<sup>2</sup>. Since declaring independence, it has become a member of international institutions such as the International Monetary Fund (IMF) and World Bank, although not of the United Nations. The Republic of Kosovo is a potential candidate for EU membership, and in recent years, it has accelerated its EU integration process.

Box 1 below presents a brief summary of Kosovo's population and demographics profile.

<b>Box 1. Kosovo Demographics Profile 2016<sup>3</sup></b>	
<u>Population</u> : 1,883,018 (July 2016 est.)	<u>Under 25-year-old</u> : 43 %
<u>Capital</u> : Pristina (population 207,062)	<u>Median age</u> : 28.7 years
<u>Ethnic groups</u> : Albanians 92.9%, Bosniaks 1.6%, Serbs 1.5%, Turk 1.1%, Ashkali 0.9%, Egyptian 0.7%, Gorani 0.6%, Roma 0.5%, other/unspecified 0.2%	<u>Religions</u> : Muslim 95.6%, Roman Catholic 2.2%, Orthodox 1.5%, other 0.07%, none 0.07%, unspecified 0.6% (2011 est.)
<u>Languages</u> : Albanian (official) 94.5%, Bosnian 1.7%, Serbian (official) 1.6%, Turkish 1.1%, other 0.9% (includes Romani), unspecified 0.1%	<u>Literacy</u> : Total population: 91.9% (male: 96.6%; female: 87.5%, 2003 est.)

It should be noted that the Serb-majority northern municipalities did not participate in the most recent census.

Currently there are 38 municipalities with 1,469 settlements organised under the decentralisation process of the country. 27 municipalities have an Albanian majority, 10 municipalities Serb (North Mitrovica, Zubin Potok, Leposavić, Zvečan, Štrpce, Klokot, Gračanica, Novo Brdo, Ranilug and Parteš) and 1 municipality with Turkish (Mamusha) majority. Additionally there are large areas with an Albanian majority outside of Kosovo, namely in Albania and the neighbouring regions of former Yugoslavia (North-west of Macedonia, and in the Preševo Valley in Southern Serbia, as well as in Montenegro)<sup>4</sup>.

#### *Development status*

After independence, security has mostly been re-established, even though NATO's KFOR troops, around 5,000 of them, are still in place. However, people in Kosovo constantly suffer from the corrosive socio-economic impact of decades of neglect, mismanagement and discrimination, and the OECD/DAC classifies Kosovo as a lower-middle income country<sup>5</sup>.

Kosovo's position on the Human Development Index has increased marginally from 0.678 in 2007 to 0.714 in 2012, and 0.739 in 2016, being still the lowest in the region and

<sup>2</sup> Ministry of Foreign Affairs of Kosovo, 1 December 2016 (<http://www.mfa-ks.net/?page=2,224>)

<sup>3</sup> [http://www.indexmundi.com/kosovo/demographics\\_profile.html](http://www.indexmundi.com/kosovo/demographics_profile.html)

<sup>4</sup> [https://mapl.rks-gov.net/getattachment/Main-menu/Komunat/Profil-of-Municipalities-of-Kosovo/Profilet-anglisht-shtyp-s\(1\).pdf.aspx](https://mapl.rks-gov.net/getattachment/Main-menu/Komunat/Profil-of-Municipalities-of-Kosovo/Profilet-anglisht-shtyp-s(1).pdf.aspx)

<sup>5</sup> <https://www.oecd.org/dac/effectiveness/Kosovo%203.pdf>



Europe<sup>6</sup>. GDP per capita is USD 3,796<sup>7</sup>, and 29.7% of the population lives below the poverty line.

### Box 2. North Kosovo context

North Kosovo is a region in the northern part of Kosovo, composed of four Serb-majority municipalities, namely North Mitrovica, Leposavić, Zvečan and Zubin Potok. Other ethnic groups in the region consist of Albanians and Roma, Ashkali and Egyptian (RAE) communities. The total population of North Kosovo municipalities is 40,000<sup>8</sup> and the area 1,005 km<sup>2</sup> (9% of Kosovo's total land area).

Prior to the 2013 Brussels Agreement, the region functioned independently from the institutions in Kosovo. The Government of Kosovo opposed any kind of parallel government for Serbs. Finally the parallel structures had to be all abolished by the Brussels Agreement, signed between the governments of Kosovo and Serbia.

After years of stalemate and slow development due to a highly politicised environment, extremely limited functioning of rule of law, an unstable security situation and inexistence of many services necessary for every-day life of residents, the population in Northern Kosovo has high expectations for the future development now. However, the political and institutional context in North Kosovo is still sensitive and complex resulting in slow implementation of the Brussels Agreement.

Associated with the Brussels Agreement the Governments of Kosovo and Serbia agreed upon an establishment of the Association of Serb Municipalities. In September 2016, the Management Team for this association was officially formed, while it is expected that the Association of Serb Municipalities would be formally established in 2017. According to the agreement, its assembly will have no legislative authority and the judicial authorities will be integrated and operate within the Kosovo legal framework.

### *Economy and employment*

The economy of Kosovo is a transition economy. Main industries consist of mineral mining, construction materials, base metals, leather, machinery, appliances, foodstuffs and beverages, and textiles<sup>9</sup>.

Kosovo's authorities and enterprising communities, including Kosovars in the diaspora, were able to run an economic recovery in the years following the 1999 war. From 2008 to 2015, the real GDP growth has varied within the range from 1.2% to 4.4%, being now around 3.6%<sup>10</sup>. GDP by sectors and labour force by occupation are given below:

#### *GDP by sector:*

- Agriculture 20%
- Industry 20%
- Services 60%

#### *Labour force by occupation:*

- Agriculture 5.9%
- Industry 16.8%
- Services 77.3% (2013)<sup>11</sup>

Key labour market indicators of Kosovo are summarised in Box 2 below. Especially the youth unemployment rate is high (52.7%) as well as the share of youth not in education, employment or training (30.2%).

Regardless of growing GDP, Kosovo's economy is still a problem and poses the greatest threat to long-term stability. Unemployment stands at 26.0% for men and 32.3% for women. In particular, the labour force participation rate of women is low, at only 19.3%.

<sup>6</sup> <http://www.ks.undp.org/content/kosovo/en/home/countryinfo/>

<sup>7</sup> <http://www.tradingeconomics.com/kosovo/indicators>

<sup>8</sup> The Update 2008 – 2009 (<http://ask.rks-gov.net/media/2129/estimation-of-kosovo-population-2011.pdf>)

<sup>9</sup> Kosovo Economy 2017 ([http://www.theodora.com/wfbcurrent/kosovo/kosovo\\_economy.html](http://www.theodora.com/wfbcurrent/kosovo/kosovo_economy.html))

<sup>10</sup> World Bank staff calculations based on data from national statistical offices

<sup>11</sup> [http://www.indexmundi.com/kosovo/labor\\_force\\_by\\_occupation.html](http://www.indexmundi.com/kosovo/labor_force_by_occupation.html)

These figures are further discussed in Box 3 below.

<b>Box 3. Key labour market indicators (%) of Kosovo<sup>12</sup></b>	Male	Female	Total
- Labour force participation rate	60.6	19.3	40.2
- Inactivity rate	39.4	80.7	59.8
- Employment-to-population ratio (employment rate)	44.9	13.1	29.2
- Unemployment rate	26.0	32.3	27.5
- Youth unemployment rate (15-24years)			52.7
- Share of youth not in education, employment or training / NEET share of youth population (15-24 years) <sup>13</sup>	26.6	34.0	30.2
- Share of vulnerable in total employment <sup>12</sup>	26.7	18.9	24.9

Moreover, corruption hinders socio-economic development of the country: the Transparency International (TI) Corruption Perceptions Index (CPI) from the 2016 indicates a score of 36 (on a scale from 100 = very clean to 0 = highly corrupt) and a rank of 95 of the 176 countries listed<sup>14</sup>. The EU set (in 2016) a requirement for Kosovo to improve its track record in fighting organised crime and corruption. Regarding this, some progress has been made based on the recent EU assessment of 2017.

Additionally, Kosovo's economy is highly dependent on remittances from the diaspora (the majority of these from Germany, Switzerland and Nordic countries) and foreign direct investments (FDI). Government revenue is also dependent on demand rather than production: only 14% of revenue comes from direct taxes and the rest mainly from customs duties and taxes on consumption<sup>15</sup>. Moreover, data from the statistics of Kosovo International Trade indicate a higher trade deficit by 13.7% in January 2017 compared to the same period of 2016. Exports balanced imports by only 14.6%.<sup>16</sup>

### *Diaspora*

A substantial emigration from Kosovo has taken place in various phases during the second half of the 20th century, also in connection with and after the Kosovo war. It is estimated that about a third of the population of Kosovo currently live outside of the country, and that in recent years Kosovo has benefited from the diaspora by EUR 600 – 700 million in total annually (through banks, goods and other means)<sup>17</sup>. This constituted 16.4% of the GDP in 2014<sup>18</sup>. Diaspora remittances have continued to be high and stable thus far, but only about 11% of inward flows is used for investment, with the majority of funds going for current consumption.

### *Successes and challenges*

Regardless of many problems, Kosovo has achieved also some successes. The welfare has improved and the transition to market economy has progressed. Additionally, the country has established and succeeded to maintain democratic structures and have implemented economic reforms. Still many challenges remain, such as poverty, imbalance of trade, high unemployment, and regarding economic development of the nation heavy reliance on remittances.

Although, Kosovo's economic growth has outperformed its neighbours and been largely inclusive, it has not been sufficient to reduce the high rates of unemployment, provide formal jobs, particularly for women and youth and reverse the trend of large-scale

<sup>12</sup> Labour Force Survey (LFS) in Kosovo", Q3 2016, Kosovo Agency of Statistics 2016 (<http://ask.rks-gov.net/en/kosovo-agency-of-statistics/add-news/results-of-labour-force-survey-lfs-in-kosovo-q3-2016>)

<sup>13</sup> Results of the Kosovo 2014 Labour Force Survey, Kosovo Agency of Statistics 2015

<sup>14</sup> <http://www.transparency.org/country/KOS>

<sup>15</sup> Republic of Kosovo – Public Sector Revenues, World Bank 2014

<sup>16</sup> <http://ask.rks-gov.net/en/kosovo-agency-of-statistics/add-news/international-trade-statistics-january-2017>

<sup>17</sup> [http://mpb-ks.org/repository/docs/2.1 MIGRATION PROFILE 2014 English 17.12.2015.pdf](http://mpb-ks.org/repository/docs/2.1_MIGRATION_PROFILE_2014_English_17.12.2015.pdf)

<sup>18</sup> <http://pubdocs.worldbank.org/en/661301460400427908/MigrationandDevelopmentBrief26.pdf>

outmigration. With negative domestic savings, the current growth model relies heavily on remittances and aid, which have been important for growth and poverty reduction. This dependency, together with Kosovo's structural characteristics (small size, past legacies, fragility, euro-based economy), is also putting pressure on competitiveness and productivity, limiting job creation and business expansion in the tradable sector. Regarding the aid effectiveness agenda, the aid fragmentation in Kosovo remains high.

While Kosovo's economy faces many fundamental challenges, the energy and potential of Kosovo's young work-ready population are significant economic assets. Kosovo is a young nation with Europe's youngest population, with half of Kosovars under the age of 25. This is both the economy's main asset but also its main challenge. Therefore, the country needs to boost potential growth and create more jobs, especially for the youth.

## **1.2 Goals and principles of Finland's development policy**

The aim of Finland's development policy is to support developing countries' efforts to eradicate poverty and inequality and promote sustainable development. Development cooperation is one way of implementing development policy. It involves practical cooperation with developing countries and other cooperation partners, including international organisations and NGOs, in order to achieve development goals. The cooperation activities are based on the 2030 Agenda for Sustainable Development, adopted within the UN in September 2015.

The aim of all development cooperation activities is to strengthen developing countries' own resources to allow them to be less dependent on development aid. Achieving sustainable results is only possible through economically, socially and environmentally sustainable development.

Finland's Development Policy Programme 2012-2015, valid for the formulation of the last six projects, included four priorities: 1) A democratic and accountable society that promotes human rights; 2) An inclusive green economy that promotes employment; 3) Sustainable management of natural resources and environmental protection; and 4) Human development.

The current Finland's development policy (2016) has the following four specific priorities:

- i) The rights and status of women and girls - gender inequality;
- ii) The growth of developing countries' economies to generate more jobs, livelihoods and well-being;
- iii) Democratic and better-functioning societies; and
- iv) Food security, access to water and energy, and sustainable use of natural resources.

The goal of Finland's development policy is the eradication of poverty and inequality and the promotion of sustainable development. Development policy also facilitates finding solutions to other global challenges, such as climate change.

The key principles to achieve sustainable results are given below:

1. Human rights: Finland's development policy departs from the principle that every person in the world has the right to a decent life: a viable environment, education, safety and security, health, livelihood and the possibility to exert influence.

2. Openness: Effective and responsible development cooperation calls for an open distribution of information by both donors and recipients of aid. Citizens and the media in both developing and donor countries have the right to know where and how public funds are spent. Openness reduces the risk of misuse of funds.

3. Coherence: Development policy and development cooperation are, however, just one

means of effecting change. Policy coherence is an essential prerequisite for achieving sustainable development in developing countries.

4. Quality and sustainable results: As a member of the international donor community, Finland has committed itself to improving the quality of development cooperation together with its partner countries. Donor cooperation, strengthening partner countries' local capabilities, the harmonisation of practices, openness and mutual accountability are some of the principles highlighted in the jointly-agreed rules.

5. Partner countries' responsibility for their own development: Finland's development cooperation is based on development needs defined by the partner countries themselves and on their own development plans.

### **1.3 Programme of the Government of the Republic of Kosovo (2015-2018)**

The Government of Kosovo has formulated the National Development Strategy (NDS), a plan for sustainable development for the medium term period of 2016-2021, and the Programme of the Government of the Republic of Kosovo 2015-2018, to guide the development of the country. The new strategy focuses on policies that stimulate economic growth and improvement of the wellbeing of the citizens. The strategy reflects, to a large extent, the proposed measures in this government programme and measures to increase the competitiveness of Kosovo's economy in the region and beyond, increase employment and unblock the potential for economic growth which are not used up to now such as mines, energy sector, information and communication technology, etc. The strategy considers environmental criteria in the process of economic development and the long-term use of natural resources. The strategy highlights the importance of human resource potential that Kosovo has to promote the economic development. National strategy for development will be accompanied with measures to improve the institutional capacity of Kosovo to manage development policies.

With the intensive help of European Commission, the Government will adopt an integrated planning system, as one of the most advanced practices of the countries in transition. Eventually the Programme of the Government of the Republic of Kosovo 2015-2018 focuses on the following five pillars:

- i) Sustainable economic development, employment and welfare;
- ii) The rule of law;
- iii) The European agenda and foreign policy;
- iv) Education, science, culture, sports and youth development; and
- v) Modern healthcare.

In all of its policies the government will promote and strengthen the vision of Kosovo as an independent, democratic and integrated state in Euro-Atlantic structures. The Government will be fully committed in independent functioning of the legislative, executive and judiciary branches, thus creating conditions to increase their efficiency.

### **1.4 Finnish support to Kosovo**

Finland has supported Kosovo's development since 1999. The support for the recovery was planned to be of limited duration. During the whole period of time until now, Finnish support was directed to many different sectors. In the years 2009–2013 Finland implemented the so called Development Policy Framework Programme in the Western Balkans. The Programme was built around the following interlinked themes: 1) Stability and Security, 2) Aid for Trade, 3) Environment, and 4) Social sustainability. Kosovo was Finland's country-specific priority in the programme.

#### *Projects supported in Kosovo*

Gradually, Finland's Kosovo project portfolio was scaled down and, according to the

recommendations of the previous evaluation, concentrated on fewer sectors. In the recent years Finland's development cooperation with Kosovo has been focused on projects contributing to Kosovo's economic development and job creation, taking into account gender aspects and vulnerable groups as cross-cutting objectives. The independent state of Kosovo strives for European integration in all areas. In the strategic documents of Kosovo, sustainable economic development, employment and welfare are raised as priorities in the development of Kosovo along with the rule of law.

The portfolio of the projects supported by the MFA Finland in Kosovo in 2014–2016 (2017) covers the following six projects:

- i) Aid for Trade (AFT) – UNDP
- ii) Active Labour Market Programme 2 (ALMP2) – UNDP
- iii) Diaspora Engagement in Economic Development of Kosovo (DEED) – UNDP and IOM (International Organisation for Migration/The UN Migration Agency in Kosovo)
- iv) Support to Minority Communities during and after the Decentralisation Process, Project Extension 2014-2016: Towards a Sustainable and Inclusive Growth for all Newly-established Municipalities in Kosovo (TSIGaN) – European Centre for Minority Issues (ECMI)
- v) Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme) – FAO
- vi) UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV) – UNDP, UNFPA, UN Women, OHCHR and UNICEF

Basic Information Sheets of these projects are given in Annex 1 and a list of reports and other material available to support the evaluation in Annex 2.

Practically all the current Finnish funded projects aim at the improvement of Kosovo's economy, inclusive growth and livelihoods of people of Kosovo. Additionally these projects aim to support the integration of Northern Kosovo into Kosovo structures, and the project activities have been extended to the northern municipalities.

## 1.5 Evaluation

In 2016 and 2017, all projects supported by Finland in Kosovo are foreseen to be finished, and Finland's bilateral development cooperation in Kosovo will come to an end. This document is a report of the assignment for the portfolio evaluation of these projects.

Finnish funded projects are implemented mainly by local ministries with technical support provided by UN organisations and the European Centre for Minority Issues for one project. In many projects collaboration between different organisations is needed. This applies specifically to the Gender Based Violence (GBV) project, which is implemented jointly by five UN organisations. The evaluation assessed the usefulness of this kind of collaborative project implementation.

Cross-cutting objectives (gender equality, reduction of inequality and climate sustainability) of Finnish development cooperation are to be taken into account in all Finnish funded interventions. The level of inclusion of CCOs in the Kosovo project portfolio was assessed especially from the perspective of human rights and gender equality.

The evaluation assessed whether the work with Northern Kosovo has contributed to reconciliation and national integration. The evaluation also assessed the possibilities of transition to other forms of cooperation after the bilateral cooperation ended, and gives recommendations on further steps.

The results of the evaluation will be used by the MFA of Finland as a part of its results monitoring. The MFA is accountable for the development cooperation to the Parliament



and to the public in Finland. The lessons learnt can be used by Kosovo Government, and also by UN organisations when implementing new projects with other donors. The lessons learned may also be used by MFA in other countries of cooperation.

#### *Objectives of the final evaluation*

The overall final evaluation of the Finnish-funded project portfolio was conducted in order to assess the impact of Finnish development cooperation in Kosovo. Finland has supported Kosovo since 1999, but the cooperation has been gradually scaling down. In the past couple of years the focus of the cooperation has been on the economic development of Kosovo, including gender equality, economic growth and employment creation. In the evaluation special emphasis is put to the contribution of Finnish-funded projects to the *economic development and employment* in Kosovo.

## 2 METHODOLOGY

### 2.1 Approach

Within Finland's Development Policy Framework Programme of Western Balkans for the years 2009–2013 the country-specific priority was given to Kosovo. Based on Finland's Development Policy Programme, the challenges in the Western Balkans and the added value offered by Finland, this Framework Programme was built around the following themes: i) Stability and security; ii) Aid for Trade; iii) Environment, and iv) Social sustainability. Finally six (6) projects continued, extended to also cover the northern municipalities of Kosovo, after evaluation of this framework program.

The current evaluation is an overall final evaluation of the Finnish support in Kosovo, with a special emphasis on the **impact** of the Finnish-funded development projects in Kosovo, focusing on the years 2014–2016 - i.e. the period after the Framework Programme. The impact of the projects in both the south and the north was assessed, and it is noted that four of the Finnish projects have extended their activities in the four Northern Kosovo municipalities that have an ethnic Serb majority. The evaluation reviewed whether the work with Northern Kosovo has contributed to reconciliation and national integration.

Practically all the current Finnish funded projects (in 2016) aim at the improvement of Kosovo's economy, inclusive growth and livelihoods of people of Kosovo. In the evaluation, special emphasis was put to the contribution of Finnish-funded projects to the economic development and employment in Kosovo.

The Evaluation Team undertook the assessments as a collaborative activity in which all stakeholders were encouraged to participate. Semi-structured interviews and focus group discussions were carried out with carefully selected stakeholders from the projects under evaluation. A list of persons met and the institutes that they represent is set out in Annex 3. Findings, as much as possible, were substantiated with evidence, in particular by responses of interviewees, to support any statements and opinions with concrete examples.

#### *Crosscutting objectives and the Human Rights based Approach*

Finland's development policy emphasizes the application of a Human Rights Based Approach (HRBA) in all Finnish-supported development actions. Cross-cutting objectives (gender equality, reduction of inequality and climate sustainability) of Finnish development cooperation are taken into account in all Finnish funded interventions. The level of inclusion of CCOs in the Kosovo project portfolio is reviewed especially from the perspective of human rights and gender equality. In the case of the Forestry project in particular, climate change is an important aspect – both mitigation and adaptation activities.

Additionally, the evaluation discussed possibilities of transition to other forms of cooperation after the bilateral cooperation has ended, and gives recommendations on further steps.

#### *Online questionnaire*

An online questionnaire was sent to representatives of key stakeholders of the MFA funded projects to gather information to support the evaluation process.

#### *Terms of reference and the work plan*

Terms of Reference of the Final Evaluation of the Finnish-Funded Projects in Kosovo are given in Annex 4 and an updated (as implemented) work plan of the evaluation in Annex 5.

The evaluation began with briefing at the MFA Finland in Helsinki on 23 November 2016. The Team Leader and the Home Office Project Director represented the team in this event. It was followed by discussions between the National M&E Expert and the Embassy of Finland in Pristina in December. The joint field mission, involving the Team Leader and the National Expert, was conducted during the second half of January, followed by reporting in February. The final evaluation report, after receiving comments on the draft report, was submitted in March 2017.

## 2.2 Limitations of evaluation

The most difficult aspect of the evaluation of multi-bi projects such as these is attribution. It is unlikely to be possible to say which part of the results is attributable to Finnish support. However, the contribution of Finland can be estimated.

The time period under analysis, from 2014 to 2016, is also quite short to be able to support evaluation of impact. Presumably many achievements are based also on the earlier work. Still at least some initial evidence on impact starts to be available and can be demonstrated. The evaluation takes place at the end of the year and beginning of 2017, in a situation where the final completion reports of the projects are not yet available. This makes data collection demanding and access to accurately quantified results difficult.

Additionally the year end and early 2017 holidays forced the team to schedule a joint in-country mission at a rather late stage of the assignment, for the second half of January. This was required in order to secure the availability of representatives of key stakeholders for necessary interviews and other meetings. Moreover, the tight schedule did not support longer field missions to benefiting communities in the projects' areas.

It should be noted that the MFA-funded projects implemented in Kosovo follow their own reporting routines and that bi-annual, annual and final reports of these projects introduce implemented activities, outputs and project results in detail to their project boards, the donor agency and relevant ministries in Kosovo. Regarding evaluation of individual projects (Section 3.1), this document confines itself to present a summary of the main results, focusing more on relevance, efficiency, effectiveness and impact, sustainability, aid effectiveness and coherence, and consideration of HRBA and cross-cutting objectives. Section 3.2 addresses these evaluation criteria in relation to the entire project portfolio, with particular focus on impact and sustainability.

Additionally, it should be noted that the ideas, opinions and conclusions expressed in this report are those of the authors only, and do not necessarily represent the views of the Ministry for Foreign Affairs of Finland or other institutes involved in financing or implementing the projects under evaluation.

### 3. FINDINGS

#### 3.1 Review of the Finnish funded projects implemented in 2014 – 2016

##### 3.1.1 Aid for Trade (Aft) – UNDP

##### Project description

The Aft programme was implemented by UNDP in close cooperation with the Ministry of Trade and Industry (MTI) in 2012-2014 with an extension for the years 2015-2016.

The Phase II of the Aft was planned to start in July 2015 but the newly nominated government in Finland had just made budget cuts that took effect in 2016. Therefore, the EUR 150,000 EUR (out of the EUR 950,000 EUR planned for the Phase II) that was scheduled for 2015 could still be transferred but EUR 800,000 remaining from the second phase budget could not be touched. Therefore, it was agreed to extend the Aft programme with one year and six months no-cost extension in 2016. However, the Finnish funding ended in December 2016.

The project activities include surveys, reports and assessments; support to policy development, especially industrial policy platform; capacity building; information system development; training and staff development for the private sector to design export-marketing plans, gathering information on export markets and international quality management standards; and support farmers with direct investments, advisory services and trainings. Moreover, project initiated dialogue and cooperation between central and local government in relation to economic and rural development.

Overall objective: To foster sustainable and inclusive economic growth through the promotion of trade and the enhancement of the Kosovo's competitiveness. The gains from trade are numerous, and extend beyond the immediate commercial benefits. Trade and investment can contribute to human development by helping to raise productivity, employment and economic growth.

Purpose: To improve implementation of pro-poor trade reforms and trade capacity development measures through the identification of trade policy responses, trade-related needs and capacity gaps, as well as an execution of piloting technical assistance interventions.

##### Results/outputs:

*Output 1: Support to Ministry of Trade and Industry* - Relevant decision-makers' and MTI staff capacity enhanced to develop and implement evidence-based and pro-poor trade policies /industrial policies; and

*Output 2: Support to Small and Medium Enterprises* - SMEs along trade corridors have better access to market, information and finance, and contribute to improved livelihoods.

*Output 3: Support to Rural Communities* - Local businesses/farmers in the Economic Region South (ERS) and Mitrovica region have improved and increased their productivity while generating income for families in rural areas.

##### Implementing Agency

- UNDP

##### Beneficiaries

- Businesses and farmers operating in Economic Region South and Mitrovica region

##### Partners

- Ministry of Trade and Industry (MTI): Department of Industry/Division of Industrial Policies and Division for Tourism, Ministry of Agriculture, Forestry and Rural

Development (MAFRD) and other line ministries; Kosovo Investment and Enterprise Support Agency (KIESA); IADK (Initiative for Agricultural Development of Kosovo), Economic Region South and Mitrovica Region; Regional Development Agency South; Private Sector Enterprises and farmers; Local Business Associations; Specialised agencies: Kosovo Agency of Statistics, Customs of Kosovo, Tax Administration of Kosovo, Civil society, NGOs, independent think tanks, national and local media.

#### Project finance / donor information

<i>Donor</i>	<i>Amount</i>
Government Of Finland	EUR 1,487,738
Czech Trust Fund	USD 28,600 (EUR 21 188)
Government contribution	EUR 171,166

#### **Major results**

Our interviews of the project related staff from UNDP and from MTI departments and agencies and during a field trip with representatives of northern municipalities highlighted the following achievements:

- Increased capacity of policy making and M&E of the MTI staff, especially Department of Industry (DoI);
- The first Industrial Policy Platform developed and included in the National Development Strategy for Kosovo and in the Draft Private Sector Development Strategy of the MTI for 2017-2021;
- 19 analytical reports published, of which the following are of highest importance:
  - Baseline assessment for the Economic Region South (ERS) with the focus on six business sectors with a higher competitive advantage;
  - Eight (8) sector profiles (reports and snapshots) for competitive and labour-intensive industries are developed (food processing and packaging; textile; wood processing; metal processing; tourism and ICT were the original ones + rubber and leather industry; and chemical industry);
  - Value chain analysis on wood processing and non-wood forest products sectors (in complementarity with the Finland funded UNDP GBV programme);
  - Analytical study on Human Resources Development (HRD) in tourism and hospitality conducted, providing the base for drafting the HRD Strategy on Tourism and Hospitality (Support to National Tourism Council on better policy making); and
  - Human Development Reports on agriculture sector and agricultural productivity in cooperation with a ADA-UNDP project InterDev;
- Working in the grassroots with private sector; development support to 994 businesses; 134 jobs created with 52% of female beneficiaries (2012-2016); 1,073 farmers supported. Overall, 6,603 beneficiaries reached directly or indirectly.
- In collaboration with the GBV programme and the Forestry programme a small grant scheme was provided to farmers through the Initiative for Agriculture Development of Kosovo (IADK); there were a number of small farmer applicants (GBV and Forestry beneficiaries);
- Institutions at the central and local levels have enhanced cooperation (the process is still fragile in North Kosovo);
- Export promotion and business networking, exposure of local businesses in the international fair;
- Draft Law on Agriculture and Rural Development in line with Stabilisation and Association Agreement (SAA) requirements initiated;



- Enhanced capacities of Kosovo Investment and Enterprise Support Agency (KIESA) in supporting SMEs, promoting investment and export; and
- Internship opportunities facilitated.

## Relevance

### *Alignment with the development cooperation policy of Finland*

The project is fully aligned with the main goal of Finland's development policy "to eradicate poverty and inequality and the promotion of sustainable development". In particular, the project is designed to address simultaneously all three aspects of sustainable development promoted by Finland, economic, social, and ecological development. The project is also in line with Finland's development cooperation focus to contribute to Kosovo's economic development and job creation, taking into account gender aspects and vulnerable groups as cross-cutting objectives.

### *Alignment with the Programme of the Government of the Republic of Kosovo (2015-2018)*

Kosovo suffers from a large trade deficit (EUR 2.2 billion in 2015<sup>19</sup>), close to 50% of the country's annual GDP. The inability to substitute imports and gradually move towards an export led growth path is explained by a weak industrial sector, prevailing subsistence agriculture and a low value service sector. The project's focus clearly addresses Kosovo's trade issues and aspirations for enhancement of Kosovo's competitiveness, and is in line with policies on private sector development and job creation and it paves the way for long-term and sustainable local mechanisms that are capable to address such challenges on their own.

### *Territorial integration*

AfT programme was designed for the district of Mitrovica and this was the first project that initiated cooperation with local businesses and farmer households in the northern region of Kosovo. Considering the political complexity in the north, lack of registration of businesses and households under Kosovo law and the long period of not cooperating with Kosovo Government institutions, the AfT cooperation has shown concrete results in grassroots level cooperation with businesses and farmers, and has cooperated with respective mayors and relevant stakeholders active in Northern Kosovo.

Through Component/Output 3, the partner NGO, Initiative for Agriculture Development of Kosovo project (IADK), has been active in the north supporting local businesses and farmers in order to increase their productivity while generating income for families in rural areas.

Based on interviews of stakeholders in northern region of Kosovo, 80% of local businesses in Leposavić have been registered under Kosovo law now. Still majority of businesses and NGOs in the north, including municipalities of Zubin Potok, Zvečan and North Mitrovica, have not been registered under Kosovo law.

AfT programme has supported cooperation on grassroots level and has facilitated communication between the MTI and local municipalities in the north. It also contributes to the development of local livelihoods and that way improves conditions for a political and social stability and sustainable development in the target area.

## Efficiency

AfT programme has been able to complete all of the outcomes given in the revised project document and produced related outputs achieving important results. In search of increased cost efficiency and value for money, the project has adjusted activities of the

<sup>19</sup> <http://www.balkaninsight.com/en/article/kosovo-exports-score-meagre-growth-for-2015-03-07-2016>

original project document and created an additional Output 3 (Support to Rural Communities). Implementation of some of the project activities with joint financing from the GBV programme and the Forestry programme has also improved the efficiency.

The Aft programme has succeeded to produce significant results with the total project budget of EUR 1,680,092. Based on our brief project-wise review and results recorded, its implementation seems to indicate high efficiency.

## Effectiveness and Impact

### *Progress towards achieving project's overall objective*

Based on observations of the evaluation team, results of the stakeholder interviews and responses to the online questionnaire (Annexes 6 - 8), it seems that the project, by the completion, will deliver outcomes given in the revised project document.

*"The capacities in the Ministry of Trade and Industry of Kosovo have been improved, sectoral analyses have been produced as a basis for decision-making, and private sector representatives have been trained and supported"*

Statement from the online survey

### *Output 1: Support to Ministry of Trade and Industry*

The Aid for Trade project is largely a capacity-building project, which contributes to enhanced capacities of institutions, specifically the MTI staff, through provision of various trainings, knowledge exchange visits, and practical engagement in project interventions. In addition, the analytical work carried out significantly contributed to evidence-based policy design, ensuring that programmes and actions meet the needs of the citizens.

The project contributes to the work of the Department of Industry in filling knowledge gaps, supporting staff capacities and instructing policy development with regard to industrial sectors. The knowledge products and tools, such as the Industrial Database developed, provide the institutions with some of the first evidence-based insights on the state of affairs in strategic industries, barriers faced by export-oriented firms, the concept of cluster development, and policy interventions needed to improve the situation. The Division of Industrial Policies (DIP) under the Aft support also managed to produce eight sector policies (food processing and packaging; textile; wood processing; metal processing; tourism; ICT; rubber and leather industry and chemical industry) and an Industrial Policy Concept Paper to provide the framework guidance for industries involved in these sectors.

### *Output 2: Support to Small and Medium Enterprises*

The project helped small and medium entrepreneurs to gain from the opportunities generated by transport corridors through the provision of market information and targeted capacity development activities. The aim of this support was to reduce poverty by improving the operational prerequisites of the private sector operating in the ERS and Mitrovica region and strengthening their capacities for local service delivery in the municipalities of Prizren, Suva Reka, Rahovec, Malisheva, Mamusha and Dragash.

The baseline assessment conducted for the ERS focused on six business sectors with a higher competitive advantage (agricultural products, food processing, construction materials, wood processing, artisanal crafts and tourism). In the Mitrovica region, the trade baseline assessment was accompanied by a value chain analysis on wood processing and non-wood forest products sectors (the need derived from the baseline assessment). This activity was implemented efficiently in cooperation with the GBV programme.

The activities focused mainly on import substitution and export promotion in the targeted six sectors, and were implemented in close cooperation with respective municipalities, local businesses support institutions and other relevant organisations.

### *Output 3: Support to Rural Communities*

The agriculture sector in ERS and Mitrovicë region, based on its potential, was supported in the form of in-kind grants, training, and connections to markets at micro level for small and medium farmers. Statistics from Aft draft final report, yet to be published, indicate that 1,073 farmers benefitted from project support. Direct in-kind grants supported 98 farmers in the form of direct farming inputs for enhanced cultivation and processing of small fruits, berries and medicinal crops, establishment of greenhouses for vegetables, incubators for cultivating vegetable seedlings and provision of appropriate agriculture extension services organised by IADK. A total of 101,600m<sup>2</sup> of farming land was planted.

A total of 633 beneficiaries improved their knowledge through numerous training events on production and the process and requirements for applying and benefiting from MAFRD grants. Organised study and experience-sharing visits increased the knowledge of 103 farmers on contemporary and qualitative production. 81 farmers enhanced their knowledge on cultivation of raspberry and medical herbs and aromatic plants through round-table discussions.

130 farmers benefit from 2 milk collection points and 2 milk processing facilities were established. In addition, a special focus was given to women farmers, particularly to increase production of milk and improve market connections. Moreover, 28 milking machines were distributed to women farmers.

Under output 3, Aft jointly with the GBV and the Forestry programmes financed the "Support domestic production in Northern municipalities of Mitrovicë Region and ERS Economic Region South" project, with the following inputs:

<i>Programme</i>	<i>Input, EUR</i>
Aft	56,781
GBV	36,110
Forestry programme	35,757
<b>Total (EURO)</b>	<b>128,648</b>

### *Initial evidence of the impact*

Aid for Trade has succeeded to enhance capacities of the MTI staff to develop and implement evidence-based and pro-poor trade and industrial policies, support SMEs' access to market, information and finance, and encourage farmers operating in the ERS and Mitrovicë region. High flexibility, adaptability and adjustments are behind the success of this project. The project has contributed to the territorial integration of Northern Kosovo.

With the direct interventions, the impact in the short-term comes from the creation of 134 new jobs (improved livelihoods for 824 family members) and raised incomes of many others. Enhanced capacities of relevant decision-makers and the MTI staff to develop and implement evidence-based and pro-poor trade and industrial policies, are expected to contribute to the economic development in the project target area.

### **Sustainability**

The Aft programme produced several tools aimed to ensure sustainability, such as the databases that are meant to provide continuous information on the state of affairs related to the industrial sector. The project also produced a manual on policy evaluation that could be used by the DIP staff in the future. At the local level, the project produced

guidelines on export marketing plans, step-by-step on exporting stages and a handbook on the quality standards that can still be used by local authorities and businesses. In order to expand the reach and scope of knowledge products, despite clear benefits from the Aft programme, institutions should have strong capacities. Therefore they still need a continuation of capacity-building efforts in particular for integration of northern structures in Kosovo system.

The Aft2, planned by UNDP, was expected to be financed from Finland and planned to continue the work with institutions at central and local levels, private sector, business associations, farmer's associations and social partners in order to:

- Support central and municipal level institutions to jointly design and implement policies on private sector development and job creation;
- Enhance income generation and employment creation through a better organised and competitive private sector; and
- Increase domestic production/import substitution and production for exports through supporting farmers.

Despite the amount of effort put into the Aft 2 preparation stage, it was cut from MFA budget planning. This financing for Aft 2 is still on hold and there is a high risk of it not being funded by any other donor agency so far consulted (GIZ is providing support to the DoI, but not to the extent it was done by Aft).

However, some funding has been provided by the MAFRD and Kosovo Investment and Enterprise Support Agency (KIESA). The MAFRD is financing support to farmers in the municipalities of Economic Region South (ERS) and the municipalities of Mitrovicë region with EUR 35,000 during November 2016 – September 2017. This additional funding implies the entire region of Mitrovicë thus benefitting farmers also from Southern Mitrovicë, Skenderaj and Vushtrri, which were not supported through the Aft programme. With regards to funds from MTI, the amount of EUR 136,166 has been allocated to support the promotion of the mandate of KIESA during September 2016 – June 2017.

## **Aid effectiveness and coherence**

The programme has been well designed in line with MTI's needs for institutional capacity building and its strategic priorities towards enhancement of the Kosovo's competitiveness. It was executed with close involvement of the MTI's staff. Moreover, the Aft programme was very flexible and adapted to the capacity building needs of MTI, and it started in the time when MTI's Department of Industry was being reorganised, with a fresh team willing to engage and take a full ownership.

The project has closely cooperated with international organisations involved in the area of trade, to ensure donor coordination and complementarity. The Aft programme was also well coordinated with the Forestry and GBV programmes, as well as with the ALMP and other relevant projects like the Austrian InterDev project "Increase Competitiveness and Export Promotion" and the new EU project "Assistance for Implementing the Stabilisation Association Agreement – The EU Service Directive".

## **HRBA and cross-cutting objectives**

### *HRBA, youth and gender*

The human right based approach to development (HRBA) means that human rights are used as a basis for setting the objectives for development policy and cooperation. In addition, it means that the processes of development cooperation are guided by human rights principles such as i) Universality, Interrelatedness and Indivisibility, ii) Equality and Non-discrimination, iii) Participation and Inclusion, iv) Accountability and v)

Transparency.<sup>20</sup> As an UN organisation, UNDP applies the HRBA to design and implementation of its projects, following the specific UNDP guidelines (A Human Rights-Based Approach to Development Programming in UNDP<sup>21</sup>).

The key target beneficiaries of Aft are youth and women. Throughout the implementation of project activities, the project team paid a specific attention to gender mainstreaming. Project activities were formulated in a way to show gender balance through inclusion of women-led businesses, and gender markers were included in project reporting tools. In 2015, close to 40% of project beneficiaries were women. Equal gender participation was taken in consideration when organising the trainings and workshops. A total of 73 MTI staff members (47% women) were involved in study visits, various trainings, conferences, workshops and international fairs. A total of 134 jobs were created with 52% of female beneficiaries (from 2012 till now).

### *Environmental approach*

Even though the Aft is not an environmentally-oriented programme, some direct support to environmentally friendly technologies and green commodity production promotion has been provided under Outputs 2 and 3.

## **3.1.2 Active Labour Market Programme 2 (ALMP 2) - UNDP**

### **Project description**

The Active Labour Market Programme 2 (ALMP II, 03/2014-12/2018) is a continuation of the Active Labour Market Programme for Youth, financed by the Government of Norway with a budget of US\$ 3,676,171 and Spain (US\$ 12,000) and Government of Denmark (US\$ 18,657). This project was implemented in 2005 - 2013.

In the Project Document signed with the Ministry for Foreign Affairs, the Finnish contribution is expected to end by April 2017. However, UNDP is asking for a no-cost extension until the end of 2017.

A brief Project Fact Sheet of ALMP 2 is given in Annex 1. The overall goal of this programme, is to build-up on current UNDP achievements in addressing Kosovo's labour market challenges, as well as to pave the way for long-term and sustainable local mechanisms that are capable to address such challenges on their own. The project's objective and expected outputs are given below:

Overall objective: To improve the capacities of the labour market institutions to design relevant gender responsive policies at central level and to deliver integrated services at local level, focusing on the most vulnerable groups among the unemployed.

### Expected outputs:

- 1) Output 1: Vulnerable youth across Kosovo- with particular focus on women received integrated employment services (Component 1)
- 2) Output 2: Enhanced knowledge base on labour market leading to evidence-based gender sensitive decision making (Component 2)
- 3) Output 3: Feasible modalities to establish an Employment Fund are developed (Component 3)

### Implementing Agency

- UNDP

<sup>20</sup> <http://formin.finland.fi/public/default.aspx?contentid=343266&nodeid=15445&contentlan=2&culture=en-U>

<sup>21</sup> [http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/human\\_rights/a-human-rights-based-approach-to-development-programming-in-undp.html](http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/human_rights/a-human-rights-based-approach-to-development-programming-in-undp.html)



Beneficiaries

- Women and men jobseekers
- Readmitted persons and People with Disabilities
- Private Enterprises
- Ministry of Labour and Social Welfare (MLSW)

Project finance/donor information

The MFA Finland has financed ALMP 2 with a budget of EUR 1,200,000. This funding as well as contribution by other donor agencies and the Government of Kosovo is set out below:

<i>Project finance</i>	<i>Amount, EUR</i>
Government of Kosovo	2,079,083
Government of Finland	1,200,000
Government of the United Kingdom	68,000
<u>United Nations Development Programme</u>	<u>312,500</u>
<b>Total:</b>	<b>3,659,583</b>

The Finnish funding for ALMP 2 is expected to be used by April 2017.

**Major results**

- Labour Market Institutions have increased capacities to provide individualised employment assistance;
- Significant input provided to the development of the Kosovo Employment Strategy;
- Various training measures designed and implemented based on Operational Guidelines developed in cooperation with MLSW;
- In 2014 – 2016, 1 670 jobseekers attended training measures and the Self-employment programme and were awarded certificate of completion: i) On-the-Job Training 833 participants (39% women); ii) Wage Subsidy programme 641 participants (39% women); iii) Internship programme 135 participants (73 % women) and iv) Self-Employment Programme 61 participants (46% women)
- Based on tentative monitoring results about half of the beneficiaries have found a permanent working opportunity

The employment services, the registration of unemployed and the management system, are now computerised and the public employment service's staff of the region of Mitrovicë have the capacity and tools to implement the self-employment programme (SEP) commenced in 2015 based on the new operational guidelines and necessary capacities for other employment services.

Through ALMP II, the number of active job seekers registered at the Public Employment Service (PES) has increased by 21% compared to the baseline from the year 2015. This means that additional 15,304 job seekers have chosen PES to search for a job and involved in different types of training or other ALMP activities in 2016. On the other hand, 10,453 new vacancies have been announced in the PES by private sector companies, with 9% increase from the year 2015. 43% of the vacancies have been filled through employment counsellors.

An updated nomenclature of professions is ready to be adopted by the Socio-Economic Council based on the international standard classification of occupation (08 - ILO). This classification supports the MLSW in more effective data collection, Kosovo Agency of Statistics (KAS) to be able to compare labour statistics against the EUROSTAT indicators,

and the Ministry of Education, Science and Technology (MEST) to draft the standards for the qualifications needed for each profession.

*Output 1: Vulnerable youth across Kosovo- with particular focus on women received integrated employment services (Component 1)*

In terms of **skills development opportunities and job creation**, 1,670 young women and men jobseekers have been able to gain skills and find employment opportunities in private enterprises through different ALMP activities, such as On the Job Training (OJT), Wage Subsidy Programme (WSP), Internship Program and the Self-Employment Programme (SEP). Nearly 47% of the beneficiaries are women.

Additionally in 2016, 253 women and men were employed for a period of one year through the WSP: 28% of the beneficiaries were women, 25% of the beneficiaries were young (below 24 years old); 7% were from minority communities. 221 repatriated persons to Kosovo were supported through the reintegration program.

The self-employment programme was implemented in the region of Mitrovica (Mitrovica, Leposavić, Skenderaj, Zubin Potok, Zvečan, Vushtrri) in 2016, in cooperation with two other MFA Finland supported UN implemented projects (FAO Forestry programme, GBV programme). 265 jobseekers in total applied support to a business idea, of which 102 candidates were selected for 10-day training on business skills and developing business plans. 79 business plans were developed and submitted and 39 from them were provided with the grant and mentoring services.

In addition to direct support to skills development and employment opportunities to the repatriated persons, ALMP 2 has assisted the Department for Reintegration of the Repatriated Persons (DRRP) within the Ministry of Internal Affairs (MIA) by providing technical expertise for drafting the legislative framework, which regulates the support provided to repatriated persons in Kosovo. This support covers the following subjects:

- Amendment of the Action Plan 2014 -2016 of the National Strategy for Reintegration of Readmitted Persons 2013-2017
- Regulation No.08/2015 on Reintegration of Readmitted persons and Management of the Reintegration Program, the Guideline on Sustainable Socio-reintegration of Readmitted Persons;
- Regulation of Subsidizing Projects on Sustainable Reintegration 2015 - the Draft Cooperation Agreement on Subsidised Projects 2015;
- Integrity Plan for the Staff of the MIA Reintegration Department 2014. Currently the DRRP in MIA is in the process of transferring the competencies for sustainable reintegration of repatriated persons to the relevant institutions.

As UNDP continues to concentrate in improving youth employability and job creation through direct employment-supporting instruments at local level (through employment offices and vocational education centres) it has extended its support at the policy level to develop and implement sustainable employment policies.

*Output 2: Enhanced knowledge base on labour market leading to evidence-based gender sensitive decision making (Component 2)*

Through Output 2, ALMP 2 has provided qualitative market data and analytical reports to relevant institutions in Kosovo. In accordance with the project document, it had to produce at least six (6) policy analyses and briefs. The project has achieved this target by producing the following reports:

1. Labour Force Survey 2014;
2. Labour Force Survey 2015;

3. Labour Force Survey 2016;
4. Skills needs analysis for six economic sectors and 15 types of occupations
5. Human Development Report on "Making the labour market work for women and men"; and
6. Employment policy document 2016-2018.

The Labour Force Surveys, drafted together with the DEED programme, provide detailed information on the main labour market indicators in Kosovo for Kosovo Agency for Statistics. These reports are being widely used by research institutions and policy makers (they also have been used to provide data for the Kosovo Context of this document).

The Employment Policy document has been used to set the performance indicators for the Public Employment Service (PES) in 2016, while the results of an employer survey assessing the skills gaps in the sectors of food processing and packaging, metal processing, wood processing, textile, ICT and tourism, will inform curricula development of the Vocational Training Centres and future short and medium term training programmes of MLSW, MEST or private sector training providers.

*Output 3: Feasible modalities to establish an Employment Fund are developed (Component 3)*

The activities for this output were still ongoing during the evaluation. A feasibility report on establishing of Kosovo Employment Fund along with proposed implementation guidelines will be produced. Finally the Employment Fund is to be taken into use only after the Employment Agency is functional, fully operational and has its own budget code for this purpose.

## **Relevance**

### *Alignment with the development cooperation policy of Finland*

The project is fully aligned with the main goal of Finland's development policy, "to eradicate poverty and inequality and the promotion of sustainable development". Based on this, all Finnish development cooperation activities are aiming to strengthen developing countries' own resources to allow them to be less dependent on development aid. The ALMP 2 is also well in line with Finland's development cooperation focus to contribute to Kosovo's economic development and job creation, taking into account the gender aspect and needs of vulnerable groups as cross-cutting objectives.

### *Alignment with the Programme of the Government of the Republic of Kosovo (2015-2018)*

The project responds directly to the first priority of the Programme of the Government of the Republic of Kosovo (2015-2018), Economic development, employment and welfare.

More jobs and more productive workers are vital to building the critical human capital in Kosovo and to ensure that also low-income households participate in and benefit from economic growth. ALMP 2 overall objective and project purpose address the labour market issues and employment, one of the development priorities of the nation.

The Ministry of Labour and Social Welfare in Kosovo, supported by the ALMP 2, has designed a Strategic Document 2014-2020 focusing on improving efficiency, availability and coverage of its employment services. ALMP 2 is fully in line with this document and supports implementation of the strategy specifically in its four main intervention areas, namely i) supporting the labour market institutions develop and strengthen their capacities in policy making, operational and business processes; ii) direct support to the job seekers and private sector companies to increase employability and job creation; iii) enhancing the quality and availability of reliable data to create the space for evidence based policy making; and iv) ensuring the sustainability of active labour market

measures through feasible financing mechanisms.

### *Territorial integration*

Regarding Kosovo's political priorities for territorial integration, ALMP 2 has supported the Regional Employment office of Mitrovicë to initiate and strengthen the collaboration with the employment offices of the MLSW in the most northern municipalities of Kosovo. This was done (also in cooperation with the Forestry programme and the GBV programme) by expanding the service delivery in those municipalities and offering programmes such as on-the-job training, wage subsidy and self-employment to the jobseekers registered in those employment offices. The programmes and services were used as tools, which could help the employment offices collaborate with each other and the MLSW to strengthen its services in those municipalities. Eventually improved labour markets contribute through economic development also to political stability and social development in the region.

### **Efficiency**

This assignment addresses to portfolio evaluation of the Finnish supported projects in Kosovo. However, through this brief project-wise review, ALMP 2 seems to indicate relatively high efficiency. It has succeeded to create new employment opportunities at a low cost (less than EUR 5,000 euro/job<sup>22</sup>) through wage subsidies; and other support seems to be addressed in an efficient way, too.

### **Effectiveness and Impact**

#### *Progress towards achieving project's overall objective*

Based on observations of the evaluation team, results of the stakeholder interviews and responses to the online questionnaire (Annexes 6 - 8), it seems that ALMP 2 has produced the expected outputs and that through these outputs it will meet the project's objective. The human resource capacities have been improved and active labour market measures for vulnerable groups implemented. The labour market database has been updated by registration of the job seekers from the northern municipalities.

#### *Initial evidence of the impact*

Kosovo continues to face high structural unemployment, low labour force participation rates, and a large reliance on non-wage income in households leading to declining productivity. With an average age of about 26 years, Kosovo's population is the youngest in Europe, and a well-trained labour force could be a comparative advantage and a key resource for the economic growth in the future.

Despite the short implementation period of ALMP 2 in the northern municipalities, at least some initial evidence of the impact of the project is starting to be available. With the project's support, labour market institutions in the project area are capable of providing a package of services comprising of job-search assistance, employment counselling and labour market training; registration of unemployed persons have been implemented and the related registry and management system computerized. As listed under "*Major results*" above, this already helps labour supply and demand meet, contributing to an increase of employment for job seekers. In this way it contributes to the economic development of Kosovo, particularly in the northern municipalities.

Additionally ALMP 2 has provided a significant input to the development of the Kosovo Employment Strategy. The impact of this strategy will be seen during the coming years.

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<sup>22</sup> Meeting at the Ministry of Labour and Social Welfare, Pristina 24 January 2017: assessment of the cost of created employment opportunities by Mr. Selatin Kllokoqi

## Sustainability

Currently PES in Kosovo is undergoing a major reform regarding its labour markets, which includes building of an internal training system, establishment of a performance management framework, diversification of the active labour market measures, and others. One of the major reforms is the institutional separation of labour policy design from labour policy implementation. To ensure this clear division, MLSW has drafted and the Kosovo Assembly has approved the Law on establishing and making functional the Kosovo Employment Agency (EA). However, the EA has yet to become functional. The proper functioning of the EA would require a full separation of employment policy making from their implementation, with different institutional competences and a monitoring framework for each. This separation is in line with the European Union best practices in the area of Employment Policy, and in line with the EU accession guidelines.

The Government of Kosovo has realised that ALMP 2 is working well. It has allocated a budget of 1.6 million for the year 2017 to the implementation of active labour market measures from its own consolidated budget. This means a 50% increase compared to the previous years. Still the Government is dependent on donor funding for its ALMP measures.

Based on the discussions with the representatives of the European Union Office (EUSR) in Kosovo, there is an EC-planned IPA project fiche 2016 of EUR 8 million for ALMP planned to start by mid-2017 (with EUR 2 million for the labour inspectorate, EUR 1 million for technical assistance and EUR 6 million grants for ALMPs)<sup>23</sup>. At this moment, it seems that grants will be distributed through a competitive procedure, in which employment offices, centres of excellence, vocational training centres and relevant NGOs will be eligible to apply. This is a great concern Finland has raised both for the Minister of Labour and in coordination meetings in Pristina and Brussels: if NGOs or other entities would implement ALMPs bypassing the local government structures, there is a higher risk of corruption. In addition, this would risk losing the results of the Finnish-funded ALMP 2 programme and its predecessor ALMP 1 – namely, the institutionalisation of the ALMP within relevant government agencies that has been achieved in the municipalities and at the central level in Pristina.

The greatest challenge in sustaining and empowering the achievements of the project will be the financial and political commitment of higher level institutions, especially having in mind the wide range of actors involved in implementation. It is important that the Government of Kosovo would establish an Employment Fund and use it specifically to finance the implementation of different active labour market programmes. During 2017, a feasibility study on employment will be carried out to see how the active labour market can be financed. This will show the way on future alternative funding.

## Aid effectiveness and coherence

ALMP 2 is engaged in labour market issues in Kosovo both at the central (policy development) and local levels (service delivery). It continued to focus on job creation through direct employment-supporting instruments but it has also extended this support to the policy level to develop and implement sustainable employment policies through improved governance and policy-setting capacities by supporting legal and institutional infrastructure for active labour market measures, and developed capacities of employment counsellors and vocational trainers.

ALMP 2 is closely coordinating and cooperating with other ongoing projects such as:

- EU Kosvet 6 (Development of Vocational and In-Company Training Schemes and

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<sup>23</sup> Meeting at the European Union Office/EUSR in Pristina, 26 January 2017



#### Development of Entrepreneurship Scheme)

- Enhancing Youth Employment, financed by the Government of Switzerland (EYE 2, <http://www.eye-kosovo.org/>)
- EU funded project ALMPs for Vulnerable Groups (people with disabilities and beneficiaries of social assistance category II).
- Aligning Education with Labour Market Needs, EU-Austria (ALLED, <http://www.alledkosovo.com>)
- GIZ: Youth, Employment, Skills (YES)
- GIZ: Youth Employment Promotion in Kosovo

This cooperation covers also NGOs that implement small-scale employment projects.

### **HRBA & Cross-cutting objectives**

#### *Cross-cutting themes and gender*

As AFT, ALMP 2 is also implemented by UNDP. As an UN organisation, it applies the HRBA to design and implementation of its projects, following the specific UNDP guidelines (A Human Rights-Based Approach to Development Programming in UNDP).

Among project beneficiaries, the project mainly targets young female and male long-term jobseekers, minority communities, people with disabilities, repatriated persons, and vocational education students. They are supported through ALMPs to have more economic and livelihood opportunities, and benefit from better public and social services. The percentage of women taking advantage of gaining skills and finding employment opportunities in private enterprises through different active labour market programmes (such as OJT, WSP and SEP) has been 36% (based on the Progress Report January - June 2016).

From 253 women and men who were employed for a period of one year through the WSP, 28% of the beneficiaries were women, 25% of the beneficiaries were young (under 24-year old); and 7% were from no-majority communities. 221 participants were repatriated persons and supported through the reintegration program.

Gender is mainstreamed effectively and actively at all stages of project cycle. During 2016 the project together with PES has started to use quotas also for the types of professions, trying to engage more women into private companies operating in sectors with higher potential for growth. Additionally, project staffing is done on a merit-based, gender equal basis, whereby women and men have equal opportunities for becoming a member of each project team.

#### *Environmental approach*

Although the project has not been specifically designed for environmental purposes, the priority in ALMPs has been given to support environmentally friendly companies and companies using clean technologies especially within the self-employment scheme.

### **3.1.3 Diaspora Engagement in Economic Development of Kosovo (DEED) – UNDP & IOM**

#### **Project description**

The DEED programme has been designed jointly by the two implementing organisations, UNDP and IOM (International Organisation for Migration/The UN Migration Agency in Kosovo) in close consultations with the main national stakeholders, the Ministry of Diaspora of Kosovo (MoD) and the Ministry of Trade and Investment (MTI). The programme is an extension (July 2014 – December 2016) of a joint DEED programme



(2011-2014), which assisted the MoD in designing the first ever National Strategy for Diaspora, a comprehensive document guiding the next five years of strategic policy work on diaspora issues in Kosovo. A brief Project Fact Sheet of DEED is given in Annex 1.

Overall objective: To empower the Kosovo diaspora to play a greater role as development actors in their communities of origin in order to have a positive impact on the local economy and the livelihood of their residence.

Overall outcome: To enhance the contribution of the Kosovo diaspora to poverty reduction in the short-term and to sustainable, gender equitable local economic development in the long run. The objective will be reached through facilitating and encouraging investment and saving behaviour among migrants and remittance receiving households.

Output 1: Strengthened capacities of Kosovo authorities to implement the National Strategy for Diaspora 2013–2018;

Output 2: Increased capacities of relevant stakeholders to facilitate migrants' investments in Kosovo; and

Output 3: Strengthened capacities of remittance recipients, diaspora business networks and Kosovar authorities to increase the positive impact of migration on the socio-economic environment of Kosovo.

#### Beneficiaries

- Remittance receiving households, Kosovo diaspora, private sector companies, relevant government authorities in Kosovo

#### Implementing agencies

- UNDP, IOM

#### Partnering organisations

- Ministry of Diaspora (MoD), Ministry of Trade and Industry (MTI), Bankers' Association of Kosovo (BAK), private companies in Kosovo, economic associations in Kosovo, Diaspora Business Networks
- Other key stakeholders include Kosovo Investment and Enterprise Support Agency (KIESA), municipalities, Municipal Diaspora Liaison Office (MDLO)

#### Project finance / donor information

820,000 EUR / Ministry for Foreign Affairs of Finland (extension period); Government of Kosovo contribution 148,500 EUR during 2015-2016.

### **Major results**

Our interviews of the project related staff from UNDP, IOM, Ministry of Diaspora and business networks highlighted the following achievements:

- DEED programme contributed to the return of remittances to enhance economic growth.
- DEED programme organised business trainings and finalised five (5) small grant programmes throughout Kosovo, to support entrepreneurship initiatives, especially focusing on women-led remittance-receiving households. This contributed to the employment of at least 85 Kosovars (out of which 46% were women and 37% from non-majority communities) through supporting 47 private enterprises with matching grants with a diaspora investment of around EUR 150,000.
- License-free economic zone in Mitrovicë developed.

- DEED programme provided grants to business women, including in North Kosovo.
- 25 diaspora business networks established in Europe, US, Canada, Turkey and Australia. Additionally, the Global Union of Diaspora Business Networks established as the Umbrella institution for all diaspora business networks worldwide (jointly with the MoD), in cooperation with the Ministry of Trade and Industry / KIESA and the American Chamber of Commerce in Kosovo (AMCHAM).
- Establishment of the Coordination Office / Diaspora Business Network's Union in Prishtina.
- Establishment of the online Diaspora registry<sup>24</sup>, promoting the registry among diaspora communities across five continents.
- The first Kosovo Strategy on Diaspora and Migration 2013-2018 developed and finalised with the support of DEED, and adopted by the Government of Kosovo in August 2013.
- Business networks created with support of Ministry of Diaspora/Department of Research and Investment Support of Diaspora.
- In cooperation with MTI/KIESA and USAID Empower Project, two international trade fairs supported in Cologne/Germany and Bern/Switzerland promoting domestic products.

The DEED programme has managed to reach a large number of Kosovars who live abroad even though at this stage information about the number of registered members of diaspora networks seems to vary with the source (IOM sees this registration to be at the level of around 500,000 members<sup>25</sup>). Probably different parties have different approaches to recording registration and involvement of relevant networks. Additionally, the numbers are tentative estimates and the registration as a continuous process is still ongoing. Regardless of the above mentioned concerns, the project has involved in the establishment of 25 diaspora business networks in Europe, US, Canada, Turkey and Australia and facilitated studies, training events and other capacity building to operationalize these networks, which, in the long run, are expected to have a significant impact on the economic development of Kosovo.

## Relevance

The Kosovar diaspora, estimated to be 800,000 people<sup>26</sup>, has played a vital role throughout the recent history of Kosovo and remains one of the greatest potentials for development of Kosovo. The financial transfers from the diaspora accounts according to the EU report on Kosovo over 10% of GDP. Furthermore, Kosovars living abroad have skills and knowledge that can help Kosovo overcome many of the challenges faced by the country.

### *Alignment with the development cooperation policy of Finland*

This project responds directly to the priority number two of Finland's development policy, reinforcing developing countries' economies to generate more jobs, livelihoods and well-being. It also works with the first priority, the rights of women and girls; and the third priority, democratic and well-functioning societies, including taxation capacity. In general, the project is well aligned with the main goal of Finland's development policy, "to eradicate poverty and inequality and the promotion of sustainable development".

<sup>24</sup> <http://www.kosovodiaspora.org/diaspora-registry/>

<sup>25</sup> Tajma Kurt/Tenzin Dolker, comments on the Draft Evaluation Report 16 March 2017

<sup>26</sup> <http://kosovo.iom.int/kosovo-diaspora-0>

### *Alignment with the Programme of the Government of the Republic of Kosovo (2015-2018)*

Of the priorities of the Programme of the Government of the Republic of Kosovo (2015-2018), the DEED programme is fully aligned with Economic development, employment and welfare (Priority 1), including improvement of business environment, support to small and medium enterprises, and investment promotion. It also contributes to improvement of Rule of Law (Priority 2), specifically related to fight against corruption and increased transparency and citizens' participation, and European Agenda and Foreign Policy (Priority 3), especially in relation with the diaspora and economic diplomacy.

The DEED fully supports the aspirations of Ministry of Diaspora (MoD), evidenced by the close collaboration and support in production of the Strategy on Diaspora and Migration 2013-2018, among others.

### *Territorial integration*

The DEED programme also contributes to territorial integration. The project has assisted the Government to extend its investment-related services to Northern Kosovo by working for the development of the Mitrovicë free economic zone. The DEED has also been very effective in supporting start-ups and expansion of businesses of especially women led remittance receiving households and minorities throughout Kosovo, an activity implemented jointly with five Regional Development Agencies (RDAs), East, West, North, South and Central.

### **Efficiency**

Based on a review of project related documentation, discussions with stakeholder representatives during the joint in-country mission of the team and responses to the online questionnaire, Diaspora Engagement in Economic Development of Kosovo has been able to reach the outcomes and produce most of the related outputs given in the project document achieving important results. Taken into account that the matching grant component is not covered by this evaluation (will be reviewed separately), we consider the used budget, donor funding from Finland of EUR 820,000, reasonable compared to the results and correspondingly efficiency of the project moderate - high.

The project had a slow start due to inability to implement several activities as a result of the government standstill that lasted for six months in 2014, the total expenditure in 2014 being only 47% of budgeted. By the end of June 2016, however, the overall expenditure was 78% of the total budget and the project was extended on no-cost basis until the end of 2016. Only a few outputs were not achieved by June 2016 (mainly resulting from the political instability), including training of Municipal Diaspora Liaison Officers (MDLO) in substantive knowledge and existence of an M&E system in the MoD. These activities have been postponed to the end of the project.

### **Effectiveness and Impact**

#### *Progress towards achieving project's overall objective*

Based on observations of the evaluation team, results of the stakeholder interviews and responses to the online questionnaire (Annexes 6 - 8), it seems that the project, by the completion, will mostly deliver outcomes given in the project document.

The project seems to have been able to mitigate the challenges described in the project document by enhancing the capacities of central and local institutions and their commitment, developing safe and effective measures for enabling diaspora investment in Kosovo and advocating for the acknowledgement of the potential of the Kosovar diaspora as a development driver.

*Output 1: Strengthened capacities of Kosovo authorities to implement the National Strategy for Diaspora 2013–2018*

In line with the National Strategy for Diaspora and Migrants 2013-2018 objectives, and the Roadmap for functionalizing the registry, the DEED programme supported the MoD in developing, promoting and assessing the Diaspora registry, available as Diaspora Virtual Registration (DVR) platform. As a result of comprehensive registration campaigns, the number of registered diaspora members has increased. Overall, this Diaspora Registry will be used to encourage partnerships between diaspora members and their homeland as well as between diaspora organisations and other institutions in Kosovo.

*Output 2: Increased capacities of relevant stakeholders to facilitate migrants' investments in Kosovo*

This output is a continuation of the activities from the project's first phase. The project has been able to support the MTI, MoD, municipality officials and other key counterparts in Kosovo to provide guidance in developing crucial assessments, recommendations, incentive schemes as requested by diaspora and plans in line with international best practices that provide a solid groundwork for facilitating investments encouraging sustainable long term economic growth.

The DEED programme, in collaboration with MTI, KIESA, MoD, AMCHAM, municipalities and business associations, has supported the private sector and related business associations in Kosovo in taking concrete measures to engage with diaspora as potential investors. These measures include for instance supporting and organising investment conferences/B2B meetings and enhancing the cooperation and partnerships among the diaspora business networks worldwide within the Global Union of Diaspora Business Networks. In addition, the Global Union of Diaspora Business Networks will facilitate and promote diaspora investments in Kosovo and abroad.

Moreover, supported by the DEED programme, the Government of Kosovo has established specific economic zones in the municipalities of Gjakova, Mitrovicë and Prizren.

Kosovo Diaspora Investment Fund (KDIF) was legally and formally established in September 2014. However, this fund is out of the scope of our evaluation (MFA Finland will conduct a separate evaluation on KDIF).

*Output 3: Strengthened capacities of remittance recipients, diaspora business networks and Kosovar authorities to increase the positive impact of migration on the socio-economic environment of Kosovo*

Despite the delay caused by the organisational changes introduced in 2014 within the EU supported Regional Development Agencies (ARDA) in Kosovo, the DEED programme succeeded to promote diaspora investments through remittances under its Grant Scheme activity, implemented jointly with the ARDA. The small grants programme supported new and old entrepreneurship initiatives that had the best business proposals and 50% co-funding from the diaspora, focusing on women-led, remittance-receiving households.

The DEED also promoted diaspora investments through facilitating access of Kosovar producers to the European market. In partnership with the USAID EMPOWER project and the MTI, DEED facilitated the participation of 5 Kosovar textile/workwear producers in the International trade fair for Occupational Safety, Health Protection & Health Promotion in the Workplace.

Throughout the project's implementation, diaspora investors have expressed concerns with skills gaps in Kosovo. To respond to these needs and provide a guideline to relevant institutions, DEED, together with Active Labour Market Programmes (ALMP2) conducted an employer survey in selected economic sectors (wood processing, food processing and

packaging, tourism, textile, business process outsourcing and customer support centres and metal processing) and occupational profiles. The report, which is currently under finalisation, will inform relevant labour market institutions on the skills needs (about 590 employers surveyed) and consequently will impact the curricula/training development in formal and non-formal educational institutions.

### *Initial evidence of the impact*

The DEED programme has involved in the establishment of 25 diaspora business networks in Europe, US, Canada, Turkey and Australia and facilitated studies, training events and other capacity building to operationalize these networks, which, in the long run, are expected to have a significant impact on the economic development of Kosovo.

### **Sustainability**

The activities of the DEED programme are based on careful analysis of the evidence and research data gathered throughout the previous phase and beyond, and all activities have been negotiated with the key stakeholders like the MoD, MDLOs, the diaspora representatives, KBA, the business community in Kosovo and potential investors abroad. It is thus reasonable to expect that the ownership and commitment of local partners will continue after the project implementation. Joint implementation strategies and co-funding also increase the ownership and sustainability of activities. It can be expected that once the mechanisms for investments have been established, they will continue to run based on the investments coming to Kosovo through the diaspora. Recently, the diaspora business networks have registered and established a coordination office in Pristina, validating that they are now fully independent and functioning as one entity, increasing the sustainability of the results of the DEED programme.

In the case of the first phase the DEED, the two year timeframe was proven to be too short to allow for a long-term sustainable, gender equitable local economic development to become visible. The extension phase has built on the results of the Phase 1. The last year of the project was marked with direct investments from diaspora, a significant increase in diaspora registration, and a great interest of other organisations, local and international, to synergize activities with DEED and bring the importance of diaspora in Kosovo's higher in the development agenda.

Activities and events facilitated spontaneously, out of donor funding, by diaspora organisations also tell about sustainability. The first yearly meeting of Global Union of Albanian Business Diaspora (of Albania and Kosovo) held in New York in September 2016 is an example of this kind of activity. The event involved 300 participants from 25 countries and presidents of relevant Diaspora Business Unions established in these countries.

### **Aid effectiveness and coherence**

The MoD and the MTI/KIESA have remained involved throughout the entire implementation period of the programme. Moreover, the DEED has established cooperation with the KosovoDiaspora.org and the Norway based NGO Diaspora Group, which offer important experience and expertise to the project activities. Additional partnerships have been strengthened in cooperation with the EU Regional Development Agencies (RDA) and the American Chamber of Commerce in Kosovo and the role of the Global Union of Diaspora Business Networks has been strengthened.

Moreover, the DEED programme has actively shared expertise, experience and knowledge with the similar initiatives of international development agencies, such as USAID and GIZ, and IOM and UNDP offices in FYR of Macedonia, Albania and Nepal.



## HRBA & Cross-cutting objectives

### *Cross-cutting themes and gender*

As UN organizations, UNDP and IOM apply HRBA to design and implementation of its projects, following the specific guidelines (A Human Rights-Based Approach to Development Programming in UNDP<sup>27</sup> and Rights-based Approach to Programming – IOM<sup>28</sup>).

The DEED programme has successfully improved the economic situation of vulnerable groups through the grant scheme. The Project Board has appreciated the inclusion of women in DEED activities as well as other involvement of gender mainstreaming in the programme implementation. The effectiveness of support to start-ups and expansion of businesses has been recognised since a large number of them belong to women led remittance receiving households and minorities. By creating mechanisms to facilitate remittances to investments the programme aims to improve livelihoods and create jobs. Both of these aims are directed to women.

The vulnerable groups have been taken into consideration. For instance in 2015, the Project Board underlined the importance of inclusion of the Kosovar languages also in promotion of diaspora registry support provided by DEED to the MoD through the contractor, [www.KosovoDiaspora.org](http://www.KosovoDiaspora.org). During the evaluation, the virtual registration format was available in eight languages.

### *Environmental approach*

Based on the assessment of project related material and responses to the online survey, a specific environmental approach was not applied to the DEED programme.

## **3.1.4 Support to Minority Communities during and after the Decentralisation Process, Project Extension 2014-2016: Towards a Sustainable and Inclusive Growth for all Newly-established Municipalities in Kosovo (TSIGaN) – ECMI**

### **Project description**

The Support to Minority Communities programme aims to provide the Serb-majority municipalities in Kosovo with sustainable solutions on improving their local socio-economic conditions both empowering local governments as well as local communities. This new phase is an extension of the past "Support to Minority Communities during and after the Decentralisation Process" projects. The first project (2008-2011) focused on the institutional establishment of five municipalities in line with the provisions of the so-called Ahtisaari Package and the Law on Local Self-Government. The second project (2011-2013) attempted to improve conditions for local economic development, and to improve the dialogue between municipalities and communities.

### Overall objective:

Promote strong, effective, accountable and transparent local self-government for Kosovo Serbs, triggering sustainable and inclusive growth as a means to strengthen reconciliation and to contribute to a stable, democratic and multi- ethnic Kosovo as envisaged in the Ahtisaari Plan.

### Sub-Objectives:

Sub-objective 1: To promote strong and effective local governments for sustainable growth

<sup>27</sup> [http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/human\\_rights/a-human-rights-based-approach-to-development-programming-in-undp.html](http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/human_rights/a-human-rights-based-approach-to-development-programming-in-undp.html)

<sup>28</sup> [https://publications.iom.int/system/files/pdf/rba\\_manual.pdf](https://publications.iom.int/system/files/pdf/rba_manual.pdf)



The project seeks to increase the capacities of local governments to fully and effectively implement their competencies attributed by the Ahtisaari plan, by the Constitution of Kosovo and by the Law on Local Self-Government, in order to establish growth-oriented policies at municipal level for the benefit of the local communities. This notably aims to identify key sectors for development, better planning and programming, adapting the local policy regulatory framework for a more business-conducive environment and making a better usage of local resources.

- Result 1.1: Capacities of appointed municipal officials and elected municipal representatives to boost local economic development and create the conditions for economic growth and employment are increased.
- Result 1.2: The local business environment is more favourable to individual income-generating initiatives in high potential sectors.
- Result 1.3: Issue-based relations between local and central government are improved.

Sub-objective 2: To empower local communities and vulnerable groups for inclusive growth

The project seeks to encourage active participation and engagement of all local communities and vulnerable and marginalised groups (VMGs) in the decision-making process, in social life, and in local economic development. This notably aims at fostering the employability and skills of VMGs (such as ethnic minorities, women, youth, and repatriated persons), raising awareness on decentralisation, empowering local CSOs to participate in and monitor public life, empowering entrepreneurs and business communities to access public support and finance.

Results related to Sub-objective 2:

- Result 2.1: Participation of VMGs in public life increased and access to municipal information is improved for communities.
- Result 2.2: Employability and skills for self-employment of VMGs are increased.
- Result 2.3: Local civil society organisations are empowered to participate in and monitor public life.

#### *Target Groups and Beneficiaries*

- Municipal administration of Serb-majority municipalities of Graèaniça/Graçanicë, Leposavić, Klokot, North Mitrovica, Novo Brdo, Parteš, Ranilug, Štrpce, Zubin Potok and Zvečan. Civil society organisations involved in local economic development
- Minority communities and vulnerable groups: Serb community, Roma, Ashkali and Egyptian (RAE) communities, repatriated persons, women, youth

Implementing agency

- European Centre for Minority Issues Kosovo (ECMI)

Partnering institutes

- Ministry of Local Government Administration (MLGA)
- Ministry of Internal Affairs (MIA)
- Ministry of Trade and Industry (MTI), MLSW).

#### **Project finance/donor information**

EUR 400,000 / Ministry for Foreign Affairs of Finland

## Implementation period

February 2014 – January 2017 (36 months)

## Major results

From 2014 to 2016, the project has managed to reach substantial results under both sub-objectives (components):

Sub-objective/Component 1: To promote strong and effective local governments for sustainable growth

The Support to Minority Communities programme provided training courses to 62 municipal officials in North Kosovo on topics ranging from communication, economic development and urban planning, and their roles and responsibilities. Moreover, in selected municipalities, the programme supported the already existing structures promoting tourism and agriculture, while in other municipalities, where they are not present yet, ECMI worked on creating the necessary conditions required for their establishment.

In the municipality of Štrpce, the Support to Minority Communities programme assisted in establishing a tourist office, while in Ranilug and Klokot municipal strategies on local economic development (LED) were created. In Parteš, a municipal strategy on education and health was developed.

Objective II: To empower local communities and vulnerable groups for inclusive growth

The Support to Minority Communities programme completed trainings on the basics of entrepreneurship and employability for 57 women and youth in North Kosovo, which concluded with a field trip to businesses in southern municipalities. The team facilitated debates on municipal budgets between municipal officials and vulnerable groups in five (5) municipalities. The programme also empowered grassroots CSOs through a training session on project formulation, advocacy and outreach, assistance with registration and increasing visibility and assisting in the annual "Week of Women" organised in Novo Brdo.

These substantial results were achieved in cooperation with the municipalities and the communities built by the project team in various years of working in the field. The MFA Finland was regularly informed on major activities implemented under the project and received periodic Progress Reports throughout the year.

According to the final report of the project, the objectives 1.1 - *Capacities of appointed municipal officials and elected municipal representatives to boost local economic development and create the conditions for economic growth and employment are increased* and 1.3 - *Issue-based relations between local and central government are improved* were partly met, while the rest of the objectives were fully met.

In accordance with responses to the online questionnaire, the project has promoted strong and effective local government, among other things by assisting in the development of municipal strategies on local economic development (training events). Furthermore, it has successfully conducted a series of trainings for vulnerable and marginalised groups and civil society organisations to increase their participation skills, strengthen their networking with each other and their connections with community officials.

## Relevance

*Alignment with the development cooperation policy of Finland*

The project is well aligned with the main goal of Finland's development policy, "to eradicate poverty and inequality and the promotion of sustainable development". It also responds directly to the priorities 1 (Rights of women and girls), 2 (Reinforcing

developing countries' economies to generate more jobs, livelihoods and well-being) and 3 (Democratic and well-functioning societies, including taxation capacity) of this policy.

*Alignment with the Programme of the Government of the Republic of Kosovo (2015-2018)*

The National Strategy for Development aims to improve the institutional capacity of Kosovo to manage development policies. Of the priorities of the Programme of the Government the project is mostly working with i) Sustainable economic development, employment and welfare and iii) Education, science, culture, sports and youth development.

#### *Territorial integration*

As given above (Project description), TSIGaN is an extension of the project "Support to Minority Communities during and after the Decentralisation Process" and it works also to provide the Serb-majority municipalities in Kosovo with sustainable solutions on improving their local socio-economic conditions. By doing this also in the northern municipalities, it contributes to improved livelihoods and living conditions there and at least indirectly to socio-economic and political stability in the region and through it to territorial integration.

#### **Efficiency**

According to the final progress report, the project was able to produce majority of the outputs and meet the project objectives.

Based on a review of project documentation, discussions with stakeholder representatives during the joint in-country mission of the team and responses to the online questionnaire, the evaluation found that the project has been able to produce considerable results, contributing to the local development in the target municipalities and development in Kosovo in general. We consider the used budget, donor funding from Finland of EUR 400,000, reasonable compared to the results, and correspondingly we rate the efficiency of the project as high.

#### **Effectiveness and Impact**

##### *Progress towards achieving project's overall objective*

Based on observations of the evaluation team, results of the stakeholder interviews and responses to the online questionnaire (Annexes 6 - 8), it seems that the project, by the completion, will deliver the expected results given under Project description.

##### *Sub-objective 1: To promote strong and effective local governments for sustainable growth*

Three legislative and constitutional framework related trainings were conducted jointly with UK-funded 'Promoting Good Governance and Enhancing the Capacity of Kosovo's Newly Established Municipalities in Protecting Community Rights' project reaching six Serb-majority municipalities (Gračanica, Gračanica, Klokot, Novo Brdo, Parteš, Ranilug, and Štrpce) and two Albanian-majority municipalities supported by the UK-funded project (Kamenica, and Vitia).

In Mitrovicë six (6) municipal officials within the Department of Urbanism completed a computer based skills training programme and are now better equipped to fulfil their duties, which will in turn promote sustainable economic development within the municipality. 53 municipal officials from Zvečan, Leposavić and Zubin Potok were trained in communication and English course being empowered to increase relations with external stakeholders. Furthermore, three participants, including the Chief of Staff of the Mayor of North Mitrovica, were trained on administration and management, strategic

planning and project implementation, recognition and inclusion of stakeholders and beneficiaries, creation and implementation of relevant protocols, and professional communication with internal and external parties.

The establishment of the tourist office in Štrpce is a substantial step forward for the municipality with high potential for tourism. The tourist office will serve as a guiding structure to advance tourism, and by default local businesses. The development of the municipal strategies on local economic development in Ranilug, Klokot and Leposavić will provide clear guidance for municipal officials to promote economic development in the municipalities for years to come. The strategy on education and health in Parteš will improve current state in the municipality related to these fields.

The Support to Minority Communities programme discussed with local authorities the limited amount of communication between local and central levels of government. The main problematic areas that were pointed out were the implementation of the decentralisation process, the use of languages, the annual budget approval and the reintegration fund. Furthermore, at least 2,000 individuals were briefed on the political situation regarding the development of the Association of Serb majority municipalities.

Although many activities were conducted within this objective, the need of municipalities for capacity-building programmes and support in its development remains.

*Sub-objective 2: To empower local communities and vulnerable groups for inclusive growth*

The first cycle of awareness raising focus groups targeting women and youth (VMGs) in all ten Serb-majority municipalities both in the South and North Kosovo was completed with a total of twenty meetings held; the second cycle of meetings, focusing on increasing the professional skills of VMGs, already started in two municipalities in the North. By law, three public meetings are required to be held by the municipality in order for citizens to voice their concern regarding the municipal budget. However, VMGs are frequently overlooked and thus the Support to Minority Communities programme held six (6) focus group discussions in Novo Brdo, Klokot, Parteš, and Ranilug with an average participation of 30 to 80 individuals each to ensure the voices of VMGs do not go unheard.

The Support to Minority Communities programme conducted extensive research on the healthcare situation in Serb-majority municipalities. The information has been gathered through 750 questionnaires and interviews with healthcare officials in all ten municipalities, as well as reviewing existing literature and the legal framework. This will serve as a means to voice the concerns of community members, as the report is primarily based around their needs and experiences highlighting the challenges the Serb community faces in accessing various forms of healthcare.

The programme implemented a training course for entrepreneurs in North Kosovo on how to develop business plans and search for funding. Approximately 40 participants attended the trainings in all four northern municipalities and 26 participants attended study visit to businesses in South Kosovo, including Prizren, Reçan and Štrpce. Employability trainings were organised in Zubin Potok and North Mitrovica to further build capacities of 16 VMGs that attended the entrepreneurship trainings. The trainings on the basics of entrepreneurship proved to be a success.

The Support to Minority Communities programme offered capacity-building activities to grassroots CSOs on their participation in and monitoring of public life in municipalities of Ranilug and Novo Brdo. One Memorandum of Understanding was signed with the association of women-returnees 'Naš Dom'. The results obtained with both 'Naš Dom' and the 'Forum Zena Pomoravlja' were very positive, although the programme will have to increase the number of associations of this kind supported in different municipalities, including also the North Kosovo.

Training in project proposal writing, advocacy and outreach was organised for 30 women from 9 municipalities from CSOs in Serb-majority municipalities both North and South of the Ibar/Ibër. Not only were their skills increased, but the training served as a platform for the women to network, exchange ideas and share experiences. Moreover, the Support to Minority Communities programme provided logistical support to several NGOs, such as visibility and assistance with registration.

#### *Initial evidence of the impact*

We can expect that by producing the expected results the project has had an impact on the development of the target municipalities and Kosovo, promoting effective local governments for sustainable growth and empowering local communities and vulnerable groups for inclusive growth.

### **Sustainability**

A longer time period is needed to demonstrate the final sustainability as well as impact of the project. However, in order to achieve a sustainable impact, the project has tried to ensure the ownership and commitment of all target groups and relevant stakeholders to the project, by conducting dialogue and consultations, ensuring their full participation and involvement, and establishing clear roles and responsibilities.

#### *Financial sustainability*

The programme provides individualised support to VMGs and Civil Society Organisations (CSOs) in applying for additional funding either to launch or expand their own income-generating activities or to seek funding opportunities in project development. This assistance, in addition to the concrete results delivered through the project, will increase the chances of VMGs and CSOs gaining additional financial support both during and after the project. By providing VMGs and CSOs with a solid knowledge and skills, the programme increases their likelihood of obtaining future funding.

#### *Institutional sustainability*

By working closely with municipalities (Objective I) and with the central government (Result 1.3), the project aim to hand over good administrative practices as the result of dialogue sessions. The capacity building activities aimed at municipal officials and members of municipal assemblies (Result 1.2) provide participants with valuable knowledge on and skills for local economic development (LED).

### **Aid effectiveness and coherence**

The Support to Minority Communities programme has been formulated as an extension for Support to Minority Communities during and after the Decentralisation Process (Phase I 2008-2011 and Phase II 2011-2013) and it is in line with Kosovo's development objectives.

The project design pays attention to synergies with the Aid for Trade project funded by the MFA Finland and implemented by UNDP. In particular, ECMI has liaised with UNDP to present the Regional Microcredit Guarantee Facility to potential beneficiaries amongst the VMGs. The project has cooperated also with i) Capacity Development for Scaling up the Results in Enhancing Access to and Retention in Education for Vulnerable and Disadvantaged Children – Phase III (ECMI – UNICEF), ii) Empowering Non-Serb CSOs in Northern Kosovo (ECMI – European Union Office in Kosovo), iii) Equal Rights For All Coalition (EC – ECMI), and iv) Promoting Good Governance and Enhancing the Capacity of Kosovo's Newly Established Municipalities in Protecting Community Rights project (ECMI – UK funds).



## HRBA & Cross-cutting objectives

### *Cross-cutting themes and gender*

European Centre for Minority Issues (ECMI) work with human rights and applies HRBA to programs designed and implemented by it.

ECMI aims to continue to work with the target groups and relevant stakeholders also in the future. It tries to ensure that trained municipal officials and vulnerable and marginalised groups can play a more effective role in local economic development beyond the project's duration.

Traditional gender mainstreaming approaches have been followed throughout the implementation of the programme. Special attention has been paid to the effective participation of women in the established focus groups and business associations. Women have also been duly represented amongst the beneficiaries of individual coaching sessions. Activities aimed at empowering VMGs have been specifically adapted as to address women's needs. For instance, under result 2.1, focus groups have been exclusively composed of women, as well as some of the discussion forums have been exclusively focused on issues raised by women as a VMG.

### **3.1.5 Support to implementation of the Forest Policy and Strategy in Kosovo – FAO**

#### **Project description**

The current phase of the FAO project (2015-2016) is designed to ensure sustainability of the project results of the first phase (2011-2014), and, in partnership with UNDP, to extend project activities to the northern part of Kosovo with the aim to contribute to the process of reconciliation through economic activities and harmonisation of the forest management practices. The national implementing partner of the project is the Ministry of Agriculture, Forestry and Rural Development. The project has been extended with no additional cost. The expected end date of the project is 31 December 2017.

A brief Project Fact Sheet of the Forestry programme is given in Annex 1. The overall objective of the project is to increase the contribution of the forest sector to the national economy through sustainable use of forest resources, taking into account the multipurpose forestry including the economic, social and environmental benefits as well as its contribution to climate change mitigation.

The objective of UNDP's involvement is to develop capacities for forest management in the northern municipalities as well as identify and build the skills of potential beneficiaries, private forest owners and potential entrepreneurs in the forestry sector to promote active employment measures. These measures are focusing on young women and men, small farmers and other vulnerable groups. The project will support the development of forest-related businesses and promote entrepreneurship initiatives, including potential provision of grants.

Overall objective: To increase the contribution of the forest sector to the national economy through sustainable use of forest resources, taking into account the multipurpose forestry including the economic, social and environmental benefits as well as its contribution to climate change mitigation.

#### Project components and outcomes:

##### Component 1: Institutional support to the implementation of forest policy and strategy

- Outcome 1.1: Kosovo Government capacities are strengthened to Coordinate and Implement the Action Plan (AP) as formulated in the Policy and Strategy Paper 2010–2020



- Outcome 1.2: Basic forest legislation is updated and harmonised with new policy and strategy
- Outcome 1.3 (Phase I): An information strategy on importance of forest sector is developed and implemented
- Outcome 1.4: Support the completion of the decentralisation process in forestry
- Outcome 1.5: Kosovo Forest Information System (KFIS) put into full operation and maintained by Ministry of Agriculture, Forestry and Rural Development (MAFRD)/Kosovo Forestry Agency (KFA) – new Outcome and Activities for Phase II

#### Component 2: Integrated forest management and practices

- Outcome 2.1: Improved condition of low-growth forests through better forest management and silvicultural practices (mostly implemented under Phase II)
- Outcome 2.2: Updated information on the status of existing forest plantations / enhanced with Establishment of KFIS (Kosovo Forest Information System)
- Outcome 2.3: Forest health situation in Kosovo improved
- Outcome 2.4: Capacities for sustainable forest management in North Kosovo developed (new Outcome for Phase II), in partnership with UNDP

#### Component 3: Forest sector and climate change

- Outcome 3.1: Increased understanding on and capacity to combat climate change in forest sector.

Additionally project Document defines a number of outputs and specific main activities for each outcome.

#### Beneficiaries

- Individuals and their families with previous experience in forest related activities (especially local residents, unemployed and marginalized/vulnerable groups)
- Municipalities and their staff, forestry staff of MAFRD and KFA

#### Implementing agencies

- FAO

#### Partnering organisations

- Ministry of Agriculture, Forestry and Rural Development (MAFRD)
- Ministry of Labour and Social Welfare (MLSW)
- Ministry of Local Self-government
- Ministry of Environmental and Spatial Planning (MESP)
- Ministry of Education, Science and Technology (MEST)
- Ministry of Trade and Industry (MTI)
- Kosovo Forest Agency (KFA)
- Employment Offices
- Vocational Training Centres
- Civil Society Organisations
- Municipalities

#### **Project finance/donor information**

EUR 1,000,000/Ministry for Foreign Affairs of Finland (total budget for Phase I and Phase II EUR 4,000,000 in total); EUR 200,000 contribution of Kosovo Ministry of Agriculture, Forestry and Rural Development.

#### **Major results**

Responses to the online questionnaire addressed to stakeholders and mostly filled by project managers highlight the following results of the project:

- Introduction and setting of the sustainable forest management practices, i.e. planning, harvesting, monitoring, afforestation, protection, use of wood biomass, and their implementation in accordance with the objectives of the national forestry strategy
- 142 women and men have been supported through different activities to improve their production capacities or to establish forestry related businesses
- Communication between KFA and former employees of Srbija Sume in the north established and negotiations to integrate ex-employees of Srbija Sume' staff with KFA and other GoK institutes in the north facilitated

Our interviews of the project related staff from FAO and UNDP and during a field trip with representatives of northern municipalities highlighted the following achievements:

- Development, establishment and operationalizing of Kosovo Forest Information System (KFIS), maintained by MAFRD/KFA
- Improved awareness of forestry, forest protection and climate change
- Personnel of Northern Kosovo forestry offices are familiar with Kosovo's most recent forest policies and legislation and have been trained to carry out their tasks in line with these policies
- Support to the development of the forestry related secondary legislation/new forest law (still the forest law was not adopted by January 2017; it is foreseen that this would take place later in 2017)
- Support to tree planting/reforestation and other forest management activities
- Support and guidance provided to KFA in implementing forest management plans prepared during Phase I of the project, in particular with involving rural population and businesses in forest operations
- Preparations for the endorsement of national forestry system and M&E of Forest Policy and Strategy

## Relevance

### *Alignment with the development cooperation policy of Finland*

Finland's development policy has four priorities: 1. The rights of women and girls; 2. Reinforcing developing countries' economies to generate more jobs, livelihoods and well-being; 3. Democratic and well-functioning societies, including taxation capacity; and 4. Food security, access to water and energy, and the sustainable use of natural resources. This project responds directly to the priorities 2 and 4 but it also works with the priorities 1 and 3. In general, the project is well aligned with the main goal of Finland's development policy, "to eradicate poverty and inequality and the promotion of sustainable development".

### *Alignment with the Programme of the Government of the Republic of Kosovo (2015-2018)*

Of the priorities of the Programme of the Government of the Republic of Kosovo (2015-2018) "Support to implementation of the Forest Policy and Strategy in Kosovo" is working with Economic development, employment and welfare (Priority 1) and Rule of Law (Priority 2).

### *Territorial integration*

The forestry project also contributes to territorial integration. The project has assisted the Government to extend its forestry services to Northern Kosovo, and establish and gradually operationalize forestry offices there. Skills and knowledge of the staff of these offices have been improved through training and other capacity building measures.

Previously State Forest Enterprise of Serbia (Srbija Sume) was responsible for management of state owned forests in the northern municipalities. It took care of

silvicultural operations and timber harvest as well as sales of timber. The project has supported MAFRD and Kosovo Forest Agency (KFA) to negotiate with structures of Srbija Sume the role of 103 staff members of this organisation working in the area of Northern Kosovo. The parties seem to have consensus on the solution even through the final official decision is still hanging: 60 staff members would move to work in the Kosovo forest offices (KFA) in the region; part of remaining 43 persons shall be provided with new positions under other GoK institutes whereas some retire on a pension. After execution of this decision, parallel forestry institutions will not be operational in Kosovo anymore but Kosovar authorities will govern and manage forestry also in the north.

## Efficiency

Support to Implementation of the Forest Policy and Strategy in Kosovo has been able to complete most of the outcomes given in the project document and produce related outputs achieving important results. Its involvement in developing the new forestry legislation can be expected to have the important impact on forest protection, forestry related livelihoods and combating climate change. This has been done using a total budget of EUR 1.2 million. Slow progress, mostly out of the programme's control, with the Forest Law lower our rating so that we consider efficiency of the project between moderate – high.

## Effectiveness and Impact

### *Progress towards achieving project's overall objective*

Based on observations of the evaluation team, results of the stakeholder interviews and responses to the online questionnaire (Annexes 6 - 8), it seems that the project, by the completion, will deliver outcomes given in the project document.

### *Component 1*

The project has delivered the outcomes and mostly produced the related outputs given in the project document. During the MFA's review in June 2016, some shortcomings remained regarding Kosovo Forest Information System (KFIS) and that time the website ([www.kosovoforests.org](http://www.kosovoforests.org)) covered only limited information about Kosovo's forests<sup>29</sup>. KFIS is still under development, but by now, relevant information has mostly been added. KFIS is also used to support decentralisation of the management of forests in Kosovo.

Additionally the project did not succeed to produce the Outcome 1.2: "*Basic forest legislation is updated and harmonised with new policy and strategy*". Related delay is largely out of the project's control, but since the development of the new forestry legislation is an important sub-component and a precondition for other reforms, this delay clearly weakens the efficiency and effectiveness of the project.

### *Component 2*

In June 2016 (during the MFA's review), the implementation of two forest management plans prepared by the first phase of the project (for the FMU of Bodoshnjak and FMU of Murguell Bellasice) was ongoing and these plans locally applied to forest management, whereas some management plans previously developed for other Forest Management Units (FMU) were not totally taken into use.

Intensive inventory of forest plantations and analysis and evaluation of earlier experience in forest plantation establishment and management have been completed as well as preparation of the development plan for the forest nursery in Peja (Pec). Operational planning for afforestation activities in the norther part of Kosovo has been completed whereas preparation of national afforestation and reforestation programme is still

<sup>29</sup> Vesa Kaarakka, MFA Finland, June 2016

ongoing in January 2017.

Additionally key stakeholders of forestry have been trained on forest health issues and main Kosovo forest pests and pathogens identified by international and national experts and related publications prepared, printed and distributed and made available on FAO website. The project also supported establishment of a forest health monitoring system in Kosovo.

### *Component 3*

This component aims to assess the forestry sector's adaption and capacity for mitigating climate change. Only one output, "vision on opportunities for climate change mitigation in Kosovo through effective use of wood energy", has been defined in Project Document for Phase II.

The project has started to incorporate the findings of the study of the Wood Biomass Sector in Kosovo and the Study on Wood Fuel Consumption in Kosovo Households, Public Buildings, Wood Processing Industry and by Other Commercial Users (conducted during Phase I) in the implementation of forest management plans developed during Phase I. Operational Plans were prepared for two management units taking into consideration the demand and supply ratio of wood biomass as indicated in the study of wood biomass sector in Kosovo.

Annual afforestation/reforestation activities and areas and other relevant information on wood biomass are included in Kosovo Forest Information System (KFIS). In parallel with training and other awareness raising activities related to the health of forests in Kosovo also forest's role in climate change mitigation and adaptation has been discussed.

### *Initial evidence of the impact*

Observation of the development of forestry sector, status of forest management, forestry based livelihoods, health of forests and their environmental benefits for instance regarding erosion control and carbon stock, requires relatively long monitoring period. Since many of the project activities already initiated during the Phase I (2011-2014), implementation of the three components (1. Institutional support to the implementation of forest policy and strategy; 2. Integrated forest management and practices; and 3. Forest sector and climate change) already indicates at least partial achievement of the overall objective having impact through policy and forest strategy development and intensified forest management planning on improved conditions for sustainable forest management, in long-term also on forestry related livelihoods and environmental services produced by forests.

Illegal wood cutting has been one of the most serious problems of the forestry sector in Kosovo. Through improved forest governance, law enforcement and forest management illegal logging can be reduced also in Northern Kosovo. However, we did not meet any evidence of this yet (presumable more time is needed for this kind of development).

### **Sustainability**

The strategic documents for forestry in Kosovo are the Law on Forest 2003, amended on 2004, Forest Sector Plan compiled in 2002, Policy Paper compiled in its first version in 2003, Policy and Strategy Paper on Forestry Sector Development 2010 – 2020 and Action Plan for Implementing Forestry Policies and Strategies 2010 – 2020. Development of related legislation and amendment of the Forestry Law are expected to include means for implementation of these laws and strategies.

At present the Kosovo government does not have a direct budget allocation to forest policy and strategy development, while none of the donor organisations has expressed its willingness to continue to support the forestry project. In the case of the forest

Programme, it was, however fortunate that the two-year extension (2016-2017) could be secured and tied before the budget cuts that were agreed by mid-2015. In the beginning of the extension, it was already clear that Finland's support will end by December 2017.

### **Aid effectiveness and coherence**

Support to Implementation of the Forest Policy and Strategy in Kosovo has been identified and formulated based on new policies and strategies for future development of Kosovo's forest resources. The objectives are also coherent with European Union Forestry Action Plan and other international agreements on sustainable use of forests and thereby link forestry development in Kosovo to similar processes in Europe.

### **HRBA & Cross-cutting objectives**

#### *Cross-cutting themes and gender*

As an UN organisation, FAO applies the HRBA to design and implementation of its projects, following the specific FAO guidelines on Gender Mainstreaming and a Human Rights-based Approach.<sup>30</sup>

In Phase II, project activities were extended to North Kosovo, in order to foster inter-ethnic equality and rights of minorities. FAO as an implementing agency has followed UN policies and reserved equal rights for men and women to actively participate in planning and implementation of the project activities, also related to income and employment generation efforts. This also applies to the project administration and the jobs in the execution of forest management at the local level.

Most vulnerable groups in Kosovo are households under the so called system for social welfare support. These are the households with no employed members and they receive minimum assistance from the state (35,000 households with 150,000 members), households with dependants, female head of households, ethnic minority groups, unemployed people (around 40% of Kosovo population), etc. These groups are the target beneficiaries of the project in particular for those activities related to Outcomes 3 and 4 of Component 2. With this approach the project contributes to reduced tensions among ethnic groups, establishing a basis for provision of long-term employment opportunities. Reduced tensions and employment opportunities are also important factors for securing sustainable project results.

#### *Environmental approach*

The project aims to support multipurpose forestry, including the economic, social and environmental benefits as well as its contribution to climate change mitigation. Thus environmental roles, also maintaining and development of various environmental services provided by forests, are built-in the project approach.

### **3.1.6 UN Joint Programme on Domestic/Gender-Based Violence (GBV) in Kosovo – UNDP, UNFPA, UN Women, OHCHR and UNICEF**

#### **Project description**

The GBV programme is an extension of the previous UN joint programme on Domestic/Gender-Based Violence, implemented during 2011-2015 in three pilot municipalities, Dragash, Gjakova and Gjiilan, to support the implementation of the Kosovo Action Plan on Domestic Violence. Based on the experience and lessons learned through this programme, the GBV Phase II (April 2015 to March 2017) expanded the approach to four new municipalities located in the northern part of Kosovo, North Mitrovica,

<sup>30</sup> <http://www.fao.org/3/a-i6808e.pdf> (Gender Mainstreaming and a Human Rights-based Approach, FAO)



Zvečan, Leposavić and Zubin Potok. The project aims to develop local capacities of service providers in Northern Kosovo to respond on domestic violence cases and contribute to creation of coordination mechanisms involving institutional and civil society actors while in parallel continuing with monitoring of activities in the three previous pilot municipalities. The programme is implemented through the UN Kosovo Team (UNKT) of five UN organisations including UNDP, UNFPA, UN Women, OHCHR and UNICEF.

A brief Project Fact Sheet of GBV programme is given in Annex 1. The purpose of the programme is to tackle the presence of domestic violence in a compact manner. In that sense, individual activities range from direct assistance to the survivors of domestic violence, capacity building support to the municipalities, service delivery institutions and civil society organisations, and creation and strengthening of coordination mechanisms in order to effectively respond to domestic violence cases. An important attribute is the reintegration component of the programme, setting up mechanisms that will contribute to (re)integration of (potential) victims and survivors of gender and domestic based violence into the labour market.

The programme's objectives, outcomes and outputs are given below.

#### The objectives of the Programme:

- 1) To raise awareness of Domestic Violence (DV) and enhance access to services for survivors of domestic violence in pilot communities
- 2) To strengthen formal/informal service chain of DV prevention, protection and reintegration services through catalytic interventions in pilot municipalities
- 3) To enhance the economic independence of (potential) survivors of domestic violence and provide counselling for families and perpetrators
- 4) To disseminate programme results, capitalising on lessons learned for scale-up in other municipalities.

#### Outcome 1: Prevention – Implementation of the NAPDV prevention pillar increased in targeted municipalities

Output 1.1 Coordination mechanisms and civil society mobilised in implementing communication and advocacy campaigns for changing social norms around gender and domestic violence as part of the municipal work plans

Output 1.2 Civil society Organisations Including faith-based organisations actively involved in advocacy and outreach activities in prevention of GBV in targeted municipalities

#### Outcome 2: Protection – Increased capacity and financial sustainability of DV protection mechanisms to provide quality services in pilot municipalities

Output 2.1 Municipal fiscal and human resources are allocated in a gender responsive manner

Output 2.2 A greater number of DV/GBV survivors demand access and benefit from integrated, quality social services

Output 2.3 Increased capacity of social, medical and education sectors involved in the GBV/DV protection mechanisms to provide qualitative services

#### Outcome 3: Increased economic opportunities of GBV/DV survivors and their families in three pilot municipalities

Output 3.1 Local service providers' knowledge/understanding of the economic situation of GBV/DV survivors is increased

#### Outcome 4: Dissemination, validation and replication of program results & lessons learned in three pilot municipalities



## Output 4.1 Inter-municipal synergies are enhanced

## Beneficiaries

- Survivors of domestic violence, municipalities, relevant public service delivery institutions, civil society organisations

## Implementing agencies

- UNDP, UNFPA, UN Women, OHCHR and UNICEF

## Partnering organisations

- Local and central level institutions (municipal institutions, police, courts, Legal Aid Offices, women shelters, Centres for Social Services, Ministry of Labour and Social Welfare, Employment offices, MLSW Vocational Training Centres, Civil Society Organisations and International organisations)

**Project finance /donor information:**

EUR 1,000,000 / Ministry for Foreign Affairs of Finland

**Major results**

Our interviews with the responsible officers from the UN Kosovo Team (UNKT) programme management, UN Women, OHCHR and UNDP, and during a field trip with representatives of the northern municipalities highlighted the following achievements:

- GBV programme succeeded to depoliticize the issue of gender based violence in northern municipalities and establish cooperation with all the relevant stakeholders. For the first time northern parallel structures directed from Belgrade are working with Kosovar governance structures to respond to gender based violence in northern municipalities (Leposavić, Zvečan, Zubin Potok and North Mitrovica).
- Increased public awareness and sensitizing the GBV issue in Kosovo.
- Women encouraged to report violence, reporting of violence has increased in northern municipalities of Kosovo. For instance this reporting increased 35% in 2015 compared to the situation of the year 2014.
- Domestic violence coordination mechanism established.
- New strategy for protection of women from violence for 2016-2020 formulated.

**Relevance***Alignment with the development cooperation policy of Finland*

Finland's Development Policy Programme 2012-2015 included four priorities: 1) A democratic and accountable society that promotes human rights; 2) An inclusive green economy that promotes employment; 3) Sustainable management of natural resources and environmental protection; and 4) Human development. The GBV programme contributes to the priorities 1, 2 and 4, but also to priority 3. The project's design is based on Finland's HRBA and responds directly to equality and non-discrimination policy concepts promoted by Finland. The GBV programme responds directly also to the priority 1, the rights of women and girls, of the 2016 Development Policy of Finland.

*Alignment with the Programme of the Government of the Republic of Kosovo (2015-2018)*

The Project is highly relevant according to findings from the desk review and the field interviews. Domestic violence remains one of the most prevalent forms of violence affecting women and girls in Kosovo. This is worsened by economic underdevelopment, high unemployment being the biggest challenge for Kosovo.

*"The Kosovo Government did well in adapting EU's legislative packages towards gender equality, but implementation is difficult due to limited budget"*

Statement by an interviewed representative of an implementing agency

Although Kosovo is not a signatory country, two important documents reflect on Kosovo laws and other gender related regulations and strategies: The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the United Nations Security Council Resolution 1325. These documents have served as guidebooks for the development of the legal framework for gender equality in Kosovo, and the GBV programme was also designed to contribute to the latter.

The main laws and documents on gender issues in Kosovo are the Law on Gender Equality, Law on Protection against Domestic Violence, Constitution of Republic of Kosovo, Labour Law against Discrimination, Family Law, Penal Law, Law on Social and Family Services, Law on Child Protection, and Inheritance Law. Regarding strategies and programmes, the most relevant documents are the National Programme on Gender Equality, the National Programme against Domestic Violence and the Anti-trafficking Strategy.

GBV programme was designed to support the key objectives of the national document related to domestic violence "Kosovo Programme against Domestic Violence and Action Plan 2011-2014" and its three main objectives:

- To establish effective mechanisms for the prevention, protection, treatment, rehabilitation and integration of victims of violence;
- To find more ways to empower and include every marginalised individual who experiences domestic violence in normal life; and
- To raise awareness in our society that domestic violence is one of the causes of social and economic problems.

### *Territorial integration*

The GBV programme is implemented in a very complex and sensitive political and institutional context in North Kosovo. After years of stalemate and stagnation due to the highly politicised environment, resulting from extremely limited functioning of rule of law, an unstable security situation and non-existence of many services necessary for everyday life of residents, the population in Northern Kosovo had high expectations for their livelihoods to improve as a trade-off for supporting the implementation of the Brussels Agreement.

Results have been slow regarding the implementation of the reached agreements, which is especially reflected in relations between central and local structures, as well as Kosovo and Serbian funded institutions (so called parallel institutions) in northern municipalities. So far, the integration of police and civil protection has been completed, while recruitment of Kosovo Serb judges, prosecutors and administration staff by the Kosovo Ministry of Justice is on hold due to the deadlock in the dialogue. Institutional dualism and limited functioning of rule of law have led to the situation in which many elements of the referral mechanism for domestic violence cases are either not in place or are non-functional while relevant actors are not familiar with their roles within the referral system. Results of the GBV programme regarding territorial integration can be seen only after establishment of the Judiciary Prosecutors in the north during 2017.

*"So far the project contributed to collaboration for dialogue and generating information about disparities in the system, and making the GBV issue more visible"*

Statement from stakeholder interviews

However, the GBV programme is the first programme working closely with all northern municipal structures, both with legally registered governance structures and parallel

structures directed from Belgrade, at the local level in North Mitrovica, Zvečan, Leposavić and Zubin Potok. Through this cooperation, it contributes to the territorial integration of Kosovo.

## Efficiency

Implementation of the GBV programme continues to March 2017. Regardless of a slow start and a long preparation phase in 2015, by January 2017 it has succeeded to complete nearly all of the outcomes/results and outputs defined for the programme in the Project Document. We consider the GBV programme's results significant compared to the budget (EUR 1 million) and its efficiency high.

*"Working together as one by using a joint up approaches I think it's a great achievement, complementing each other's work and by respecting different mandates. The challenges could be prolonged procedures, and complex working environment.*

*Pros are: Strength, Capacity, Knowledge at 1 place;*

*Cons: Bureaucracy of 5 different UN agencies"*

Statement from the online survey

## Effectiveness and Impact

*Progress towards achieving project's overall objective*

*Result 1 - Prevention: enhanced awareness among women/girls and men/boys on DV and women's rights in selected municipalities*

Various awareness raising activities reaching over fifty thousand people were conducted to explain and raise the issue of GBV/DV and unequal position of women, which is still deeply entrenched in the Kosovo society. As a direct result of these activities, reporting of gender based violence and domestic violence cases in Northern Kosovo in 2015 increased by 35% compared to reporting in 2014.

The report on perception and level of awareness on GBV among school children and youth is being finalised under the lead of UNICEF. About 80 high school boys and girls students have increased awareness as a result of 16 training events held on topics of gender equality and gender-based violence prevention in four northern municipalities.

In order to join forces and educate the society on GBV/DV as a cross-cutting problem, cooperation with the local religious leaders in the northern municipalities continued through UNFPA. A draft Work Plan was prepared jointly to ensure the topics of GBV/DV are included in their classes described from the religious perspective. Based on the statements during the field interviews, inputs from the Orthodox Church come slowly and cooperation is not so fluid in the North, compared to the experience in the three initial municipalities, Gjakova, Prizren, Gjiilan.

*Result 2 - Protection: Increased capacity and financial sustainability of DV protection mechanisms to provide quality services in selected municipalities*

The programme has succeeded to establish grounds for an institutional system that provides protection and assistance to GBV/DV victims on three levels: central and municipal levels, and the level of individual service providers.

At the Central level, the new Kosovo Strategy and Action Plan against Domestic Violence 2016-2020 has been finalised and submitted to the Office of National Coordinator for approval. The GBV programme team actively participated and provided technical support on development of this strategy, in close cooperation with OSCE (Organisation for Security and Co-operation in Europe) and the US Embassy.

At the municipal level, foundation has been laid to systematic approach for local institutions to deal with domestic violence cases: capacities of municipal service providers have been strengthened and the number of users of their services is increasing. The

coordination mechanism (CM) for protection against GBV/DV was established at the regional level together with four CMs in each target municipalities (technical sub-groups), involving all relevant actors. About 80 professionals from various local institutions, such as Kosovo police, Centre for Social Welfare (CSW), health care providers, municipal officials, educational system, employment counsellors and NGOs, have strengthened capacities and increased knowledge enabling them to react to domestic violence cases, also to approach (or identify) the victims with the necessary care and professionalism.

Under the lead of UNICEF, municipalities are also supported in their technical capacity to provide friendlier and less stressful environment to the victims by establishing an additional child-friendly interviewing room in Zubin Potok in the premises of CSW. The network of peer mediation is further extended to already existing UNICEF juvenile justice programme, now covering all of the four northern municipalities. Through a partnership with local NGO "Centre for Prevention and Protection on Women Violence", OHCHR established integrated psychosocial services for GBV survivors and started creation and capacitation of violence reporters' network, merging gap caused by constant underreporting of the DV/GBV cases.

The advocating activities of the UNKT Zvečan office resulted in commitments by the northern municipalities to provide a shelter for DV/GBV survivors and victims. The existing Serbian structures in the northern municipalities have financed and built two houses. One of these was made available as a Safe House in North Mitrovica.

*Result 3 - Reintegration: Enhanced economic independence of (potential) DV survivors and counselling for families and perpetrators; provision of skills development and employment opportunities of potential victims and survivors of DV and GBV (preventive and reintegration measures)*

The GBV programme, in this case largely cooperating with the ALMP 2, has reached targets of almost all planned activities under Result 3, except capacity development of judicial bodies or victim's advocates on domestic violence yet to be started.

The number of economically and socially more independent survivors reached 91 (74 women), as reported in September 2016. These women and men directly benefitted from skills development, employment and enterprise development measures. About 25% of the survivors, who completed a three-month training course with the programme support, now have a full time sustainable job, most of them in the same company that provided on-job-training. Beneficiaries have reported that the skills and support gained from employment counsellors, municipal technical groups against GBV/DV and the programme team, contributed to finding their current jobs.

In addition, 40 DV/GBV survivors are supported through ALMP job training activities, and about 20 DV/GBV survivors continue to work in private companies as full time employees under the wage subsidy support programme. Through the Aft programme, 22 local farmers were supported with small direct investments as well as advisory services provided by sectorial technical experts in their agriculture activities that secure income for their families. Out of 15 unemployed GBV/DV survivors 6 women and 3 men who completed start up business trainings are supported with grants to establish their new businesses as part of the self-employment programme. This has resulted in opening up 9 new businesses in the northern municipalities registered within Kosovo system.

Prior to initiation of the GBV programme and the ALMP 2, employment offices in northern municipalities were not functional due to lack of infrastructure, computers, database etc., and limited human capacities. Although material needs persist to some extent, they now have the knowledge and strengthened capacities to provide employment services to the citizens. The employment counsellors from the northern municipalities have further developed and improved knowledge and skills to implement active labour market

programmes, in a gender sensitive manner.

*Result 4 – Sustainability and Scaling-up: dissemination, validation, and replication of programme results & lessons learned through policy dialogue among key stakeholders at different levels*

Planned activities under Result 4 are still in progress, such as the monitoring implementation of the Domestic Violence Municipal Action Plan and Strategy including budget allocation for GBV/DV activities in 3 pilot municipalities from the previous GBV programme phase (Gjakova, Dragash and Gjilan). There is an increased commitment by municipalities to financially support the operation of coordination mechanisms (CM).

The new Strategy and Action Plan on GBV/DV 2016 – 2020 has been finalised pending approval from central institutions. The programme continues to work to complete the GBV Action Plans in northern municipalities.

## Sustainability

In order to ensure sustainability beyond the project life, training on providing needs-specific employment counselling and job mediation for victims/survivors of GBV/DV is part of the MLSW training system. The MLSW has approved the new profiling system proposed by UNDP for all the employment offices around Kosovo, along with profiling/criteria indication for potential victims/survivors of GBV/DV. The indicators will measure the vulnerability of jobseekers to enter the labour market, and the type of services needed by each individual/group. Through potential cooperation with UNMIK, the UN Women is aiming to continue its support to established coordination mechanism addressing domestic violence in the north.

*"We believe we just set the good basis, a lot still need to be done"*

Statement during field interviews

More than three years after the Kosovo local elections, none of the northern municipalities have become fully functional, especially regarding their staff capacity and capability to provide services to the population. Most of the municipal departments are still not established, negatively affecting access to services for residents particularly the most vulnerable. Newly established municipalities also need further capacity building to make budget process more inclusive, participatory, gender responsive and transparent.

As in the case of the sustainability of other projects in the northern municipalities, GBV's sustainability depends much on the Mayor's/municipal authorities' commitment. Although the coordination mechanism has been established, the citizens' voluntary contribution increased, regular meetings with the presence of selected key services providers held, and MoU and Protocols for actions against GBV developed, shared and signed by mayors, the GBV Action plans in northern municipalities are yet to be financed and the gender responsive budgeting made available.

The approach applied has proven to be replicable: currently the OSCE is working to create GBV coordination mechanisms in seven municipalities in Kosovo based on the experiences and methodologies of the GBV programme. However, interviews during the field visit of the evaluation team concluded that there is a risk that institutions would stop ongoing communication on GBV and joint meetings under the regional coordination mechanism in the north because of the political sensitivity.

*"Sustainability will not work if GBV programme will stop now! We needed time to prepare. It was not easy. Even after 6 months implementation we did not have results to show. We just have set up structures - coordination mechanism, psychosocial counselling etc. ... **but sustainability will not work.**"*

Statement from the stakeholder interviews



The continuity of GBV programme for 3-4 years in the northern municipalities could ensure sustainability and impact as stated by interviewed stakeholders.

### **Aid effectiveness and coherence**

The GBV programme has effectively cooperated with the other MFA Finland-funded and UNDP implemented projects (ALMP 2, Aft and the FAO Forestry programme) regarding provision of labour market reintegration opportunities for the GBV/DV survivors (and potential victims). Additionally, effective collaboration has been established with OSCE, EULEX, KFOR, INMIK, USAID EMPOWER, ARDA North, PPSE Swisscontact and the NGO Sabor, operating in the fields of human rights, economic empowerment and the rule of law, ensuring complementary work, exchange of information, synergy, joint planning, partnership and coordination of activities.

### **HRBA & Cross-cutting objectives**

The GBV programme works with the human rights, especially with principles of *equality and non-discrimination* and *participation and inclusion* of the Human Rights Based Approach. As UN organizations, UNDP, UNFPA, UN Women, OHCHR and UNICEF jointly implementing the programme apply the HRBA to project design and implementation following their specific guidelines on HRBA.

All programme activities are gender mainstreamed. The programme makes efforts in engaging both women and men from central and local institutions into implementation of the programme. The number of women beneficiaries of the programme is higher and correlated to the fact that the vast majority of GBV/DV survivors are women (more than 85%). Half of the members working for the Coordination Mechanism are women.

The programme also provides opportunity for economic reintegration and empowerment for GBV victims: around 80% of the beneficiaries of employment programmes in this context have been women.

## 3.2 Portfolio Evaluation

### 3.2.1 Relevance of the project portfolio funded by Finland

*Alignment with the Programme of the Government of the Republic of Kosovo (2015-2018)*

As it comes out through a review by projects (Sections 3.1.1-3.1.6), the portfolio (Aft, ALMP 2, DEED, Support to Minority Communes, Forestry programme and GBV) of the projects supported by Finland in 2014–2016 (2017) is largely concentrated on Kosovo's economic and social development and job creation taking into account the gender aspect and vulnerable groups as cross-cutting objectives or having these groups as the main focus (TSIGN, GBV).

Based on our evaluation, this portfolio is well aligned with the needs of Kosovars and the development priorities given in the Programme of the Government of the Republic of Kosovo (2015-2018), especially with the Priority 1. Economic development, employment and welfare. The alignment of supported projects with these priorities as well as specific priorities of the Finnish development policy is summarised in Table 1 below.

Table 1. Summary of the alignment of the Finland funded projects with the Priorities of the Programme of the Government of the Republic of Kosovo (2015-2018) and the specific priorities Finland's Development Policy Programme 2012-2015.

Project	Priorities of the Programme of the Government of the Republic of Kosovo (2015-2018)					Finland's Development Policy Programme 2012-2015 Specific Priorities			
	1. Economic development, employment and welfare	2. Rule of Law	3. European Agenda and Foreign Policy	4. Education, Science, Culture, Youth and Sports	5. Modern Healthcare	1. Democratic and accountable society that promotes human rights	2. Inclusive green economy that promotes employment	3. Sustainable management of natural resources and environmental protection	4. Human development
i) Aid for Trade (Aft)	***		*	*		*	***		
ii) Active Labour Market Programme 2 (ALMP2)	***		*	*		**	***		*
iii) Diaspora Engagement in Economic Development of Kosovo (DEED)	***		**			**	***		*
iv) Support to Minority Communities during and after Decentralisation Process (TSIGN)	**	*	*			***	**		**
v) Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)	***	**				*	**	***	*
vi) UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV)	*	***			*	***	*		**
*** Main focus                      ** Contributing                      * Supportive role									

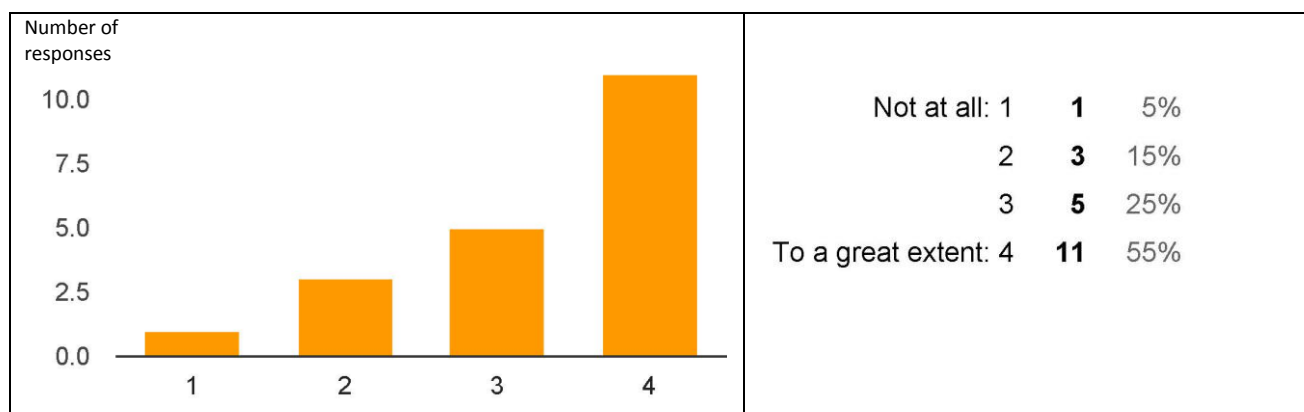


Figure 1. Alignment of Finland supported projects with beneficiaries' requirements and the priorities of the government of Kosovo.

A sample of representatives of implementing agencies and relevant ministries were asked through an online questionnaire to what extent the project portfolio's objectives are consistent with beneficiaries' requirements and national development priorities. The responses to this question presented in Figure 1 also support our observation of the projects' set-up – they are largely considered important for the development of Kosovo (80% of responses indicating a fairly good alignment or an alignment to a great extent with the local needs and the national development targets).

#### *Alignment with the development cooperation policy of Finland*

As the portfolio is considered to contribute to the achievement of the national development priorities of Kosovo, it also fully aligns with the main goal of the current development policy of Finland "to eradicate poverty and inequality and the promotion of sustainable development" and its specific priorities discussed in Section 1.2. The alignment with these priorities is summarised in Table 1 above.

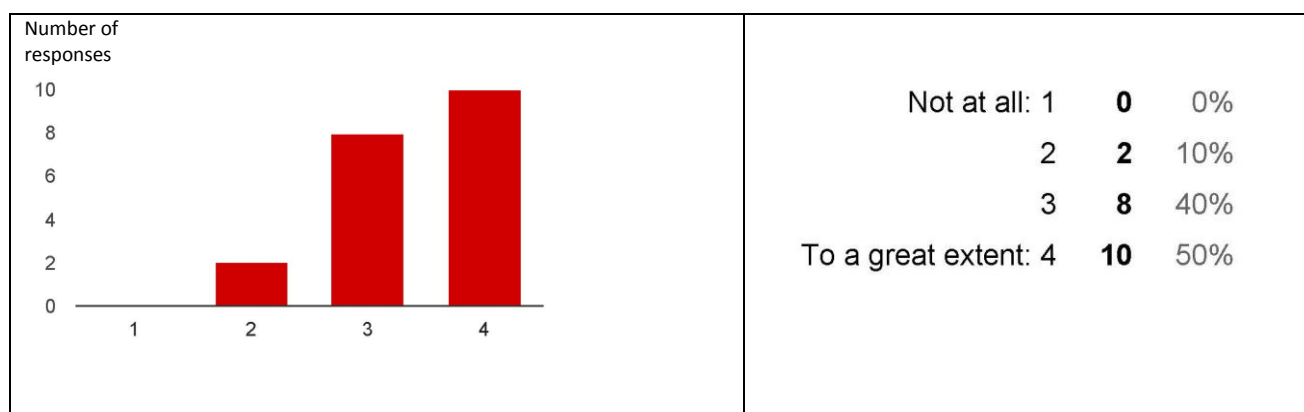


Figure 2. Alignment of the supported projects with the development cooperation policy priorities of 2012- 2015 of Finland

Representatives of implementing agencies, relevant ministries and other stakeholders were also asked through an online questionnaire (Annexes 6 - 8) to what extent the project portfolio's objectives are consistent with beneficiaries' requirements and the development cooperation priorities of 2012-2015 of the government of Finland in force during the formulation of the project portfolio. As given in Figure 2 above, a clear majority, 90% of responses, indicated a fairly good or very good alignment also with these priorities.

### *Problem analyses behind the selected approaches and relevance of the introduced best practices and methods*

According to feedback from stakeholders during the evaluation team's joint in-country mission and information collected through an online questionnaire, the identification of problems (problem analyses) in connection with the formulation of the project portfolio has been appropriate supporting projects, their objectives and purposes, to address the correct problems. 75% of the online study responses (Annex 7) indicate either good or excellent problem analyses behind the formulation of this project portfolio. Additionally 80% of respondents consider the introduced best practices and methods (e.g. technology, methods, systems, and networking) fairly well or very relevant in relation to the needs and possibilities of different target groups/levels of community beneficiaries, and local and national level stakeholders (Annex 7).

### **3.2.2 Aid effectiveness and coherence**

#### *Aid effectiveness*

Aid effectiveness is the effectiveness of development aid in achieving economic or human development (or development targets). This aid effectiveness is assessed regarding each project of the portfolio in Sections 3.1.1-3.1.6. Based on our observations, implementation of the entire Finnish portfolio of projects really gives a good value for money and contributes to economic and social development of Kosovo improving conditions for sustainable economic development, job creation and social development.

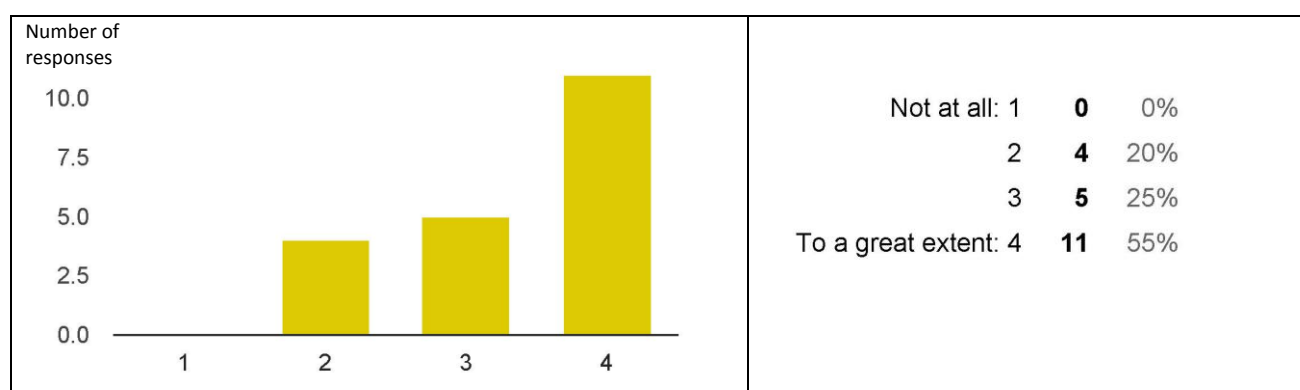


Figure 3. Ownership and alignment with national/regional policies and strategies.

Representatives of implementing agencies, relevant ministries and other stakeholders were asked through an online questionnaire how well the projects have promoted ownership and alignment with national/regional policies and strategies. 80% of responses indicated a fairly good or very good alignment (Annex 7).

#### *Coherence of the Finnish funded project portfolio*

As discussed in the project-wise presentation (Sections 3.1.1-3.1.6) and under "relevance of the portfolio" (Section 3.2.1) the Finland funded projects and the entire portfolio in its entirety aligns well with the Priorities of the Programme of the Government of the Republic of Kosovo (2015-2018) and the specific priorities Finland's development policy. This portfolio also indicates a good coherence with national policies and strategies of Kosovo and other development initiatives ongoing in the country.

Finland has achieved relevance by taking a complementary approach to other donors and aid agencies. Collaboration with the Finnish development cooperation programme in Kosovo is perceived to be very relevant by all interviewed stakeholders. They stated that the programme was not political but rather addressing issues in the context and bringing positive change in the Kosovar society. Complementarity has been a tool, in effect, for aligning the projects with the context analysis of other donors and aid agencies.

Finland's earlier 'comprehensive approach' to development proved to be over ambitious in Kosovo (based on MFA 2014 evaluation), with the Finnish programme comprising too many projects of limited scope across four broad thematic areas. By comparison, effectiveness and coherence have been increased in the last two years 2014-2016 by a tighter focus of Finnish support on a smaller number of sectors or specific issues in Kosovo.

The online questionnaire also asked to what extent the Finnish development cooperation is coherent with and complementary to the development strategies and programmes of other major bilateral and multilateral donors (UN agencies, EU and its member states, World Bank and USA). 45% of the respondents considered the coherence and complementarity to be rather good; 55% assessed projects to be largely coherent and complementary (Annex 7).

Coherence and complementarity are discussed by projects below:

**Aid for Trade** (Aft) responds to MTI's needs for institutional capacity building and its strategic priorities towards enhancement of the Kosovo's competitiveness, involving the Department of Industry, (DOI) and its Division of Industrial Policies (DIP), Division of Tourism (DOT) as well as the Department of Petroleum Market Regulation and Strategic Goods (DPMSG) and Department of Trade. Aft has cooperated with the Forestry programme and GBV programme implemented by UNDP, as well as with ALMP 2, the Austrian InterDev project, and the new EU technical assistance funded projects which both started in May 2016 ("Increase Competitiveness and Export Promotion" and the project of "Assistance to Implementing the SAA – The EU Service Directive").

**ALMP 2** is closely coordinating and cooperating with other ongoing projects, such as EU Kosvet 6, Enhancing Youth Employment (EYE, financed by the Government of Switzerland) and the EU funded project ALMPs for Vulnerable Groups (people with disabilities and beneficiaries of social assistance category II).

**DEED** (Diaspora Engagement in Economic Development of Kosovo) has implemented activities in relation to economic zones, diaspora registration promotion, Kosovo Diaspora Investment Fund (KDIF) and establishment of the Global Business Union in close cooperation with the staff of relevant ministries (MoD, MTI) and especially with the Kosovo Investment and Enterprise Support Agency (KIESA). This collaboration has been evidenced by the MTI's, MoD's and KIESA's commitment to contribute financially to project activities.

Moreover, DEED has established cooperation with two diaspora organisations, namely KosovoDiaspora and Norway based NGO Diaspora Group that offer an important experience and expertise to the project activities. Additional partnerships have been strengthened with the EU established Regional Development Agencies (RDA), with the American Chamber of Commerce in Kosovo. DEED, together with the MoD and MTI/KIESA, has promoted and further established the diaspora business networks, while strengthening the role of the Global Union of Diaspora Business Networks.

**Support to Minority Communities** pays attention to synergies with the Aid for Trade project funded by the MFA Finland and implemented by the UNDP. In particular, ECMI has liaised with UNDP to present the Regional Microcredit Guarantee Facility to potential beneficiaries amongst vulnerable and marginalised groups (VMGs). The project has cooperated also with i) Capacity Development for Scaling up the Results in Enhancing Access to and Retention in Education for Vulnerable and Disadvantaged Children – Phase III (ECMI – UNICEF), ii) Empowering Non-Serb CSOs in Northern Kosovo (ECMI – European Union Office in Kosovo), iii) Equal Rights For All Coalition (EC – ECMI) and iv) Promoting Good Governance and Enhancing the Capacity of Kosovo's Newly Established Municipalities in Protecting Community Rights project (ECMI – UK funds).

The **Forestry programme** (Support to Implementation of the Forest Policy and Strategy



in Kosovo) has been identified and formulated based on new policies and strategies for future development of Kosovo's forest resources. The objectives are also coherent with the European Union's Forestry Action Plan and other international agreements on sustainable use of forests, and it thereby links forestry development in Kosovo to similar processes in Europe.

**The GBV programme** has found synergies with the MFA funded UNDP projects, such as the ALMP 2, Aid for Trade and the joint Forestry programme with FAO with respect to providing labour market reintegration opportunities for the GBV/DV survivors (and potential victims). The results are achieved in a coordinated way and through joint efforts of involved UN agencies (UNDP, OHCHR, UN Women and UNFPA) to ensure aid effectiveness.

### 3.2.3 Efficiency of the portfolio

Efficiency as an evaluation criterion describes whether the project results have been achieved at reasonable cost and how well inputs/means have been converted into activities, in terms of quality, quantity and time, and the quality of the results achieved. Final reports, given inputs, detailed activity budgets and realised costs (expenditure) of the projects are not yet available for the evaluation team. Therefore we assess the efficiency against total costs of the projects and results of the portfolio. Funding of the project portfolio of 2014 – 2016 (2017) is set out in Table 2 below.

Table 2. Funding of the project portfolio.

Project	Project finance, EUR			Total, EUR
	MFA Finland	Other donors	Own contribution (Kosovo)	
i) Aid for Trade (Aft)	1,487,738	21,188 (USD 28,600)	171,166	1,680,092
ii) Active Labour Market Programme 2 (ALMP 2)	1,200,000	380,500	2,079,083	3,659,583
iii) Diaspora Engagement in Economic Development of Kosovo (DEED)	820,000		148,500	968,500
iv) Support to Minority Communities during and after Decentralisation Process (TSIGaN)	400,000			400,000
v) Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)	1,000,000		200,000	1,200,000
iv) UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV)	1,000,000			1,000,000
<b>Total, EUR</b>	<b>5,907,738</b>	<b>401,688</b>	<b>2,598,749</b>	<b>8,908,175</b>

Results, impact and sustainability of the projects funded by Finland are discussed in Sections 3.1.1-3.1.6. The total budget from the MFA Finland for the project portfolio is EUR 5,907,738 (not all disbursed yet by January 2017) and the total budget of these projects EUR 8,908,175. Against considerable results of the projects and already available initial evidence of the impact of this support, this budget and its allocation to separate projects can be considered reasonable and efficiency of the support high.

Discussions with Mr. Lari Peltonen, First Secretary of the Embassy of Finland in Pristina (22.12.2016 and 17.1.2017), Ms. Anne Huhtamäki, Ambassador in Kosovo (27.1.2017),

and Mr. Mika Vehnämäki, Senior Economic Adviser of the Department for Development Policy, MFA Finland (24.2.2017), indicate that the donor agency representatives also see the implementation of the evaluated project portfolio to be highly efficient. Both Mr. Vehnämäki and Mr. Peltonen highlight that the budgets of supported projects are relatively low while the projects, at the same time, are well focused, each of them with their own framework of results and activities. Additionally Mr. Vehnämäki considered implementation through UN organisations, especially UNDP, as a factor behind the cost-effective implementation of the projects.

Project budgets, implementation and results were discussed also with representatives of implementing agencies and cross-checked through discussions with other stakeholders. Results of these discussions also supported our observation that the evaluated portfolio, regarding development efforts, provides a good value for money.

### 3.2.4 Effectiveness and impact

#### *Progress towards achieving projects' overall objectives*

Based on observations of the evaluation team, results of the stakeholder interviews and responses to the online questionnaire (Annexes 6 - 8), it seems that the entire portfolio of Finnish funded projects project, by the completion, will deliver outputs/results given in the relevant project documents. The commencement of some projects (DEED) delayed and some of them had a slow start (Support to Minority Communities) working first mostly with the methodology and planning. However, these projects have been able to mitigate the effect of this delay and will be completed by the end of 2016/in 2017. A timetable of the implementation of the Finland funded project portfolio is set out in Table 3.

Table 3. Implementation periods of the MFA Finland funded projects.

Project	Commencement	Original completion	Completion (as of situation in Jan. 2017)	Remarks
i) Aid for Trade (AfT), Phase II (EUR 150,000 new funding for 2015 and no-cost extension for Phase I)	July 2015	(2017)	12/2016	Phase I of the project was implemented 2012-2015, Phase II was planned to go for 2015 – 2017 but the Finnish funds are finished by the end of 2016.
Aid for Trade (AfT), Phase I	2012	June 2015		
ii) Active Labour Market Programme 2 (ALMP 2)	3/2014	12/2018	4/2017	Finnish funding expected to end by April 2017. The project shall apply no-cost extension for the use of Finnish funding until the end of 2017.
iii) Diaspora Engagement in Economic Development of Kosovo (DEED), Phase II	7/2014	12/2016	December 2016	Delay caused by parliamentary elections and government stalemate for almost 6 months, which caused rearrangement of a number of activities and changes in the implementation plan.
DEED Phase I	2011	2014		

Project	Commencement	Original completion	Completion (as of situation in Jan. 2017)	Remarks
iv) Support to Minority Communities during and after Decentralisation Process (TSIGaN)	2014	2016	1/2017	Delay on preparations with the northern complex and politicised context. (ECMI officials were threatened at the early stage of the project implementation in the north).
v) Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)	6/2015	1/2017	12/2017	Delay from the side of Kosovo Government.
iv) UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV), Phase II	4/2015	3/2017	3/2017	Preparations for the commencement in the north took rather long, activities started in the end of 2015 only.
Phase I	2011	2015		

A sample of representatives of implementing agencies and relevant ministries were asked through an online questionnaire to what extent the mix of Finnish development cooperation aid instruments and modalities was appropriate to achieve objectives. 90% of respondents considered these instruments and modalities appropriate or very appropriate for the support to Kosovo (Annex 7).

The online questionnaire also asked how well the projects have succeeded to produce the planned results and outputs, both in terms of quantitative targets & quality. The answers to this question, given in Figure 4, tell that 80% of respondents consider the project performance regarding delivery of the planned results and outputs good or excellent.

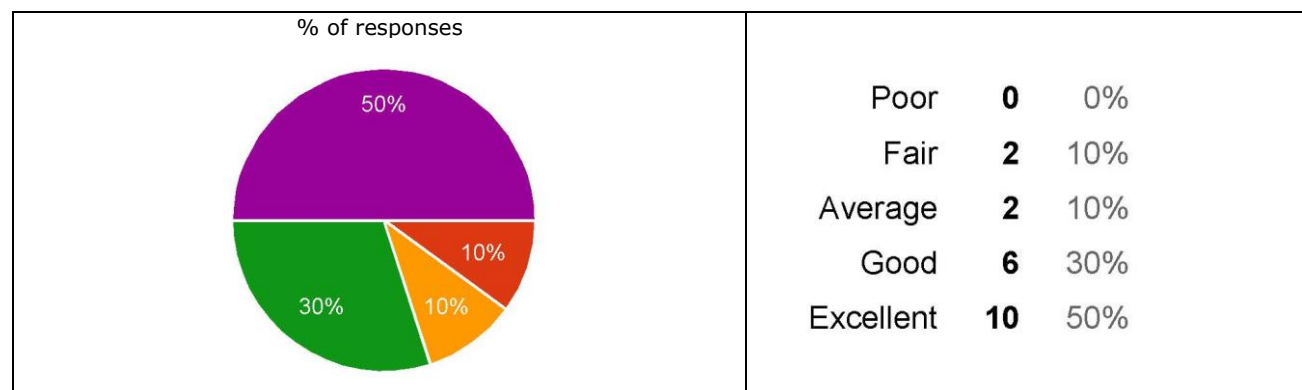


Figure 4. Performance of the Finland funded projects (delivery of planned results and outputs).

#### *Initial evidence of impact*

In the strategic documents of Kosovo, sustainable economic development, employment and welfare are raised as priorities in the development of Kosovo along with the rule of law. The portfolio of the six projects under evaluation contributes to Kosovo's economic development and job creation, taking into account the gender aspect and vulnerable groups as cross-cutting objectives. Even though the implementation period of this portfolio has been short, in some cases only around two years, some initial evidence of impact of this support start to be available. This impact, sorted by projects, is presented in Table 4 below.

Table 4. Initial evidence on the impact of the Finland funded projects in Kosovo.

Project	Impact
i) Aid for Trade (AfT)	<p><b>Short-term:</b></p> <ul style="list-style-type: none"> <li>SMEs access to market, information and finance enhanced in ERS and Mitrovicë's region</li> <li>Created jobs improve livelihoods</li> </ul> <p><b>Long-term:</b></p> <ul style="list-style-type: none"> <li>Ameliorated National Economic Development Strategy for Kosovo through the development and inclusion of the first Industrial Policy Platform</li> <li>Institutions at the central and local levels have enhanced cooperation (the process is still fragile in North Kosovo)</li> <li>Positive impact on job market gender equality</li> </ul>
ii) Active Labour Market Programme 2 (ALMP 2)	<p><b>Short-term:</b></p> <ul style="list-style-type: none"> <li>Labour market institutions have increased capacities to provide individual employment assistance and services; Unemployment registry and management system functional – help labour supply and demand meet enabling economic development</li> <li>Increased sustainable employment</li> </ul> <p><b>Long-term:</b></p> <ul style="list-style-type: none"> <li>Development of the Kosovo Employment Strategy – the impact will realize during the coming years</li> <li>Skills development of young women (50%) and other vulnerable jobseekers (20%) can improve gender equality on job market</li> </ul>
iii) Diaspora Engagement in Economic Development of Kosovo (DEED)	<p><b>Short-term:</b></p> <ul style="list-style-type: none"> <li>Enhanced access to women-led remittance-receiving households to entrepreneurship initiatives and improved livelihoods</li> <li>Development of the first Kosovo Strategy on Diaspora and Migration 2013-2018</li> </ul> <p><b>Long-term:</b></p> <ul style="list-style-type: none"> <li>Established diaspora business associations/networks can increase business opportunities and the Global Union of Diaspora Business Networks will facilitate and promote diaspora investments in Kosovo and abroad in months and years to come</li> <li>Diaspora registry within MoD enables diaspora members straighten ties, participate to policy development –remittances return to feed the economic growth and potentially impact on the socio-economic state of Kosovo</li> </ul>
iv) Support to Minority Communities during and after Decentralisation Process (TSIGaN)	<p><b>Short-term:</b></p> <ul style="list-style-type: none"> <li>Increased capacities of municipal officials; Change in business environment to be more favourable to individual income-generating initiatives can improve conditions for economic growth and employment</li> <li>Vulnerable and marginalised groups (VMGs) are more involved in public life and have better employment prospects - ameliorated conditions for inclusive growth</li> </ul> <p><b>Long-term:</b></p> <ul style="list-style-type: none"> <li>Enhanced municipal structures promoting tourism and agriculture and strategies on local economic development can attract investments</li> <li>The final impact is visible during the coming years</li> </ul>
v) Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)	<p><b>Short-term:</b></p> <ul style="list-style-type: none"> <li>Policy and forest strategy development and Intensified forest management planning improve conditions for sustainable forest management</li> <li>Development, establishment and operationalizing of Kosovo Forest Information System (KFIS), maintained by MAFRD/KFA provide basis for sustainable development in the sector</li> <li>Improved awareness of forestry, forest protection and climate change</li> </ul> <p><b>Long-term:</b></p> <ul style="list-style-type: none"> <li>Good forest governance, law enforcement and forest management may reduce illegal logging also in Northern Kosovo supporting environmental sustainability</li> <li>Forest related livelihoods and environmental services produced by forests</li> </ul>

Project	Impact
vi) UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV)	<p><b>Short-term:</b></p> <ul style="list-style-type: none"> <li>Local and central level institutions have Increased knowledge and capacities of dealing with gender/domestic violence</li> <li>The issue of gender-based violence was depoliticised - for the first time, northern parallel structures are working with Kosovar governance structures to respond to GBV in northern municipalities</li> <li>Increased public awareness and sensitizing of GBV issue and Increased reporting of GBV/DV</li> </ul> <p><b>Long-term:</b></p> <ul style="list-style-type: none"> <li>Increased commitment of municipalities to financially support the operation of DV Coordination Mechanisms.</li> <li>The new Strategy and Action Plan on GBV/DV 2016 – 2020, has been finalised pending approval from central institutions (the GBV action plans in northern municipalities have not yet been financed)</li> </ul>

### 3.2.5 Sustainability

We assess the sustainability of each project included in the portfolio separately in Sections 3.1.1-3.1.6. In this chapter, we provide information about the responses to online questionnaire (Annex 6) and a summary of evaluation of sustainability of the Finland-funded project portfolio.

A short implementation period of the project portfolio under evaluation makes assessment of sustainability difficult: only little direct evidence can be available after about two-year implementation of the projects, especially in case that many of these projects are operational in the new area for the donor agency (in northern municipalities), and the area, which is demanding also for implementing agencies. At this stage, the Government of Kosovo and local municipalities would still be largely dependent on external finance and technical assistance to continue processes initiated by these projects. The financial status of potential extension is given by projects in Table 5 below.

Table 5. Status of the future financing/extension of the MFA Finland supported projects.

Project	Financial status of the potential extension
i) Aid for Trade (Aft)	Aft programme II with inception report was prepared before the decision of the MFA Finland to stop financing of development projects in Kosovo. The project was continued with existing finance to December 2016. No solutions have been found yet to support the MTI Department of Industry to extend the implementation on the previous scale. New commitments by the Government of Kosovo allocate EUR 35,000 for the MFA project initiated grant scheme and EUR 136,166 for supporting KIESA mandate, both of these to be implemented by UNDP.
ii) Active Labour Market Programme 2 (ALMP 2)	No finance available for the extension. EU project funds will address education, employment and social policies in Kosovo implementing a rather different approach concerning UNDP's work on building capacities of local employment offices. EU will invite proposals also from NGOs but UNDP will not be eligible to apply available funds.
iii) Diaspora Engagement in Economic Development of Kosovo (DEED)	There is no financial solution yet for DEED's extension. Field interviews concludes that follow up for diaspora engagement activities will depend on the level of the government institutions', Ministry of Diaspora and MTI KIESA, own initiatives. The Diaspora Business Network Union has been established as an umbrella institution in Pristina for all diaspora business networks worldwide. This Union needs first to build own capacities and trust among different networks to create a joint vision with a full ownership of the 25 international diaspora business networks.
iv) Support to Minority Communities during and after Decentralisation Process (TSIGaN)	No financial solution for extension. The Finnish support has been very important for ECMI and the project' beneficiaries. Activities for municipality support have been stopped and existing project managers are re-assigned to other ECMI projects



Project	Financial status of the potential extension
v) Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)	No funding solution identified for the extension regardless of good preparations done by FAO with a follow up concept note and recommendations for forest management to Kosovo Government. Actual donors of the forestry sector are Finland and Sweden. Other donors are hesitant to capital investment activities, and not courage to get involved in activities in the north.
vi) UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV)	UN Women and UNDP are in process of finalizing a proposal for the UNMIK for the follow up support. Additionally, the GBV programme provided continuous services to GBV and DV women survivors through extending support to the Centre for Prevention and Protection on Women Violence (CPPWV). The centre has been until now supported by an EU funded project (CPPWV from January 2015 – June 2016) and considering the critically important services the centre provides, in consultation with the donor, the Programme decided to support them in order to ensure provision of services. The project team of OHCHR gave efforts to support the centre in designing a strategy that would help them to find ways for potential financing from EU.

Representatives of implementing agencies, relevant ministries and other stakeholders were asked whether there is a solid base for maintaining results of the projects after the external support ends, including possible continuing financing by the Government of Kosovo or other financiers. The related responses are presented in Figure 5: only one of the respondents indicated "to a great extent" and 30% considered that there is only little base for maintaining the project results (one of the respondents even stated "no base at all"). Still 60% considered that there is "a base to some extent" for maintaining the results.

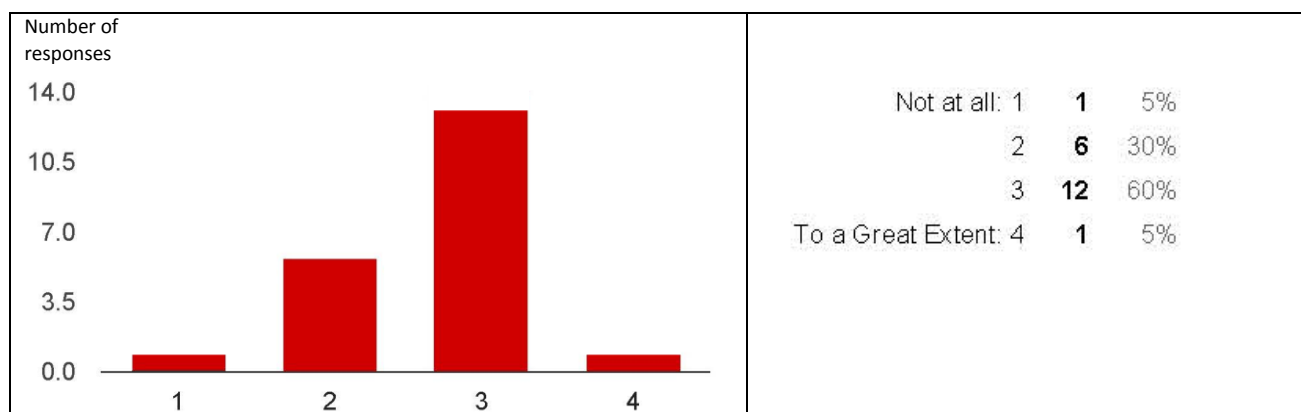


Figure 5. Assessment of sustainability of results of the projects after external support ends.

The online questionnaire also asked an assessment of the likelihood of benefits produced by the projects to continue to flow after external funding has ended, and with particular reference to factors of ownership by beneficiaries, policy support, economic and financial factors, socio-cultural aspects, gender equality, appropriate technology, environmental aspects, and institutional and management capacity. Responses to this question indicated a bid better sustainability: 5% of respondents scored "to a great extent", 75% "to some extent" and 5% indicated "to small extent" (see Annex 7).

During the interviews and meetings held with representatives of implementing agencies and relevant ministries in Pristina in January 2017 it came out that these agencies are surprised by the end of Finnish development cooperation and that, in most of the cases, they have not been able to identify an alternative source for financing. Especially a short implementation period of the projects in northern municipalities is seen a problem, undermining the sustainability of the projects. Table 5 summarizes the status of the implemented projects regarding potential for extension and additional support.

The achievement of the Brussels Agreement in April 2013 by the EU between the

Republics of Serbia and Kosovo and the participation by all Serb communities for the first time in the Kosovo-wide municipal elections held in November 2013 are the indications that the process of accommodation between Kosovo Serbs and Albanians has advanced. Serbian community which has been isolated from Kosovo's status is nowadays collaborating with Kosovo Government and gradual integration of parallel structures in northern municipalities is happening. However, security threats in Northern parts of Kosovo remain and therefore political context is not yet stabilized.

*"This is not stable context. Context is changing every day. We have to be alert to monitor situation continuously, as everything could happen"*  
Statement from field interviews.

Therefore Finland's support to recently completed initiatives in Kosovo, including northern municipalities would increase potential sustainability. Continuity of development cooperation over the longer term is required to achieve impact.

### 3.2.6 HRBA and crosscutting Issues

#### *HRBA, gender and cross-cutting objectives*

A Human Rights Based Approach (HRBA) integrates the norms, principles, standards and goals of the international human rights system into the plans and processes of development. It is based on national and international legal responsibilities, and identifies rights-holders and duty bearers.

The Human Rights-Based Approach (HRBA) in Finland's Development Cooperation applies to the design of program activities, to their implementation, monitoring and reporting. They should also enhance the capacities of the rights' holders and/or duty bearers. Programme activities should be at least HRBA-sensitive, and 'do no harm', and if harm is anticipated, then mitigating measures are required. By working with UN agencies, this also emphasises a HRBA.

All the projects included in the portfolio of 2014-2016 have been implemented following the principles of the human rights based approach (HRBA). For instance, most of the Kosovo projects focus on the more disadvantaged groups in society, and particularly those in the northern municipalities. They are also applying principles of equality and non-discrimination, and ensuring participation and inclusion in project design, implementation and monitoring. This is not always perfect; at times the design stage has been very fair, but at the point of implementation, some groups have benefited more.

For instance ALMP 2 programme targets young women and men long-term jobseekers, minority communities, people with disabilities, repatriated persons and vocational education students; even though in reality project beneficiaries are mostly young women and men long term job seekers, repatriated persons and vocational education students from Serbian minority community in North Kosovo.

Finland's support during last two years (2014-2016) has been extended also to northern municipalities in Kosovo populated by a Serbian community and other communities of Roma, Bosnians and Albanians. However, it seems that these other, locally often small, communities did not benefit equally from the Finnish funded projects (projects' progress reports are showing mainly Serbian beneficiary names living in the north).

Project activities were formulated in a way to show gender balance through inclusion of women-led businesses and gender indicators in project reporting tools, and throughout the implementation, the projects' teams paid a specific attention to gender mainstreaming. Greater attention has been paid to a treatment of this gender balance and the rights of women than to other vulnerable or excluded groups also deserving

special attention, notably people with disabilities. Youth has also been a target group of beneficiaries, in an effort to raise their skills and employment rates.

In recent years, Finland's support in Kosovo has achieved real impact in the field of special needs and inclusive education, which by extension embraces impact in promoting the rights of all children, particularly those with disabilities, learning difficulties, and those from ethnic minority communities.

Implementers of the projects under the Fund for Local Cooperation (FLC) are local NGOs led by Kosovar Albanians, mainly in Pristina, and Serbians in northern municipalities. Through a capacity building project of the local consultancy contracted by the Finnish Embassy, FLC partner organisations were trained on human rights based approach, global principles on aid effectiveness and civil society effectiveness and better planning and reporting based on Result Based Management.

### *Environmental approach*

Most of the Finnish funded projects give direct support to environmentally friendly technologies and promotion of the production of green commodity. ALMP supported environmentally friendly companies and companies using clean technologies especially within the self-employment scheme, while AfT programme has supported agriculture and rural development through provision of grants to local farmers and "green" households. The forestry project aims to support multipurpose forestry, including the economic, social and environmental benefits as well as its contribution to climate change mitigation. Thus environmental roles, also maintaining and development of various environmental services provided by forests, are built-in the Forestry project approach.

The GBV programme has been neutral to environment, as environmental topics were not among the aims of the project. However, priority was given to supporting environmentally friendly companies, and companies that use clean technology resources, especially within the newly launched self-employment scheme also involving the GBV programme. Moreover, GBV, Forestry and AfT programmes were complementary to each other regarding HRBA, gender and cross-cutting objectives using the ALMP built system of active labour market.

### **3.2.7 Contribution of the Finnish support to Northern Kosovo to the reconciliation and integration of the northern municipalities to Kosovo structures**

Contribution of the Finnish support to Northern Kosovo to the reconciliation and integration of the northern municipalities to Kosovo structures is discussed by projects in Sections 3.1.1–3.1.6. Herewith we refer to responses to the online questionnaire and discussions with stakeholders during the joint in-country mission of the evaluation team.

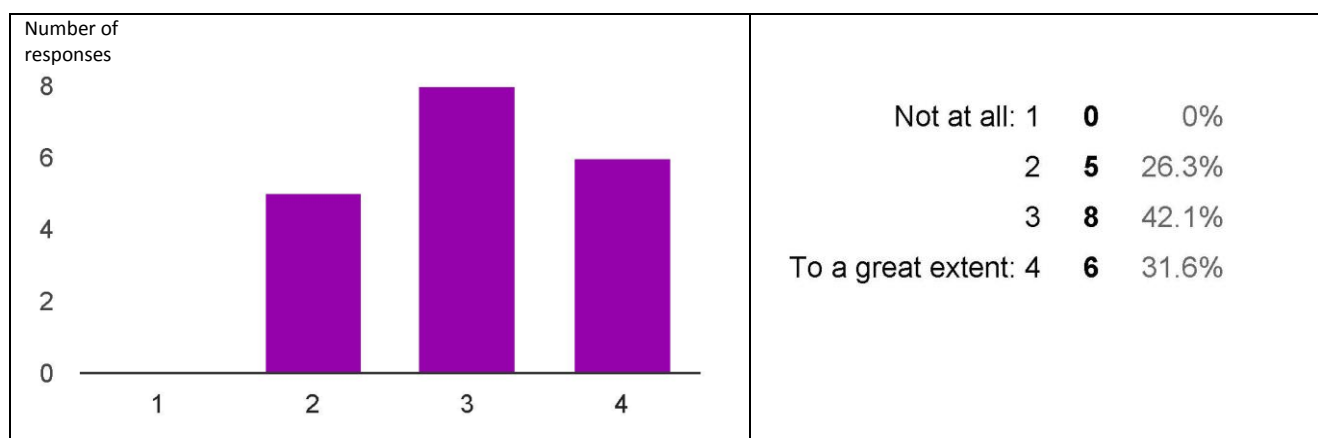


Figure 6. Contribution of the Finnish support to the reconciliation and integration of the northern

municipalities to Kosovo structures.

The online questionnaire also asked to what extent the Finnish support to Northern Kosovo has contributed to the reconciliation and integration of the northern municipalities to Kosovo structures. Over 70 responses to this question set out in Figure 6 indicated "to some extent" or "to a great extent". Still over 26% considered this contribution minor.

Some of the supported projects, such as the FAO Forestry programme, the GBV programme and ALMP 2 involve in extension of Kosovo structures also to northern municipalities. Based on discussions with stakeholders, we consider that remarkable part of the contribution to territorial integration is indirect. Improved livelihoods and economy, increase in job opportunities and enhanced social welfare all contribute to standard of living in the northern municipalities and effect to social and political stability in the area, and that way contribute to improved conditions for reconciliation and integration of these municipalities to Kosovo structures.

### 3.2.8 Pros and cons in implementing projects jointly by different organisations in Kosovo

The MFA funded project portfolio has been carried out by agencies already operational in the country. In case of DEED (UNDP, IOM) two organisations involve and even five UN agencies work for the Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV). These implementing agencies and well as main partners are given for each project in Table 6 below.

Table 6. Implementing agencies and partners of the MFA Finland funded projects.

Project	Implementing agency/agencies	Main partner(s)
i) Aid for Trade (Aft)	UNDP	Ministry of Trade and Industry (MTI)
ii) Active Labour Market Programme 2 (ALMP 2)	UNDP	Ministry of Labour and Social Welfare (MLSW)
iii) Diaspora Engagement in Economic Development of Kosovo (DEED)	UNDP & IOM	Ministry of Diaspora (MoD); Ministry of Trade and Industry (MTI)
iv) Support to Minority Communities during and after Decentralisation Process (TSIGaN)	European Centre for Minority Issues Kosovo (ECMI)	Ministry of Local Government Administration (MLGA), Ministry of Internal Affairs (MIA)
v) Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)	FAO	Ministry of Agriculture, Forestry and Rural Development (MAFRD)
vi) UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV)	UNDP, UNFPA, UN Women, OHCHR and UNICEF	Local and Central level institutions (Municipal institutions, Police, Courts, Legal Aid Offices, Women Shelters, Centres for Social Services; Ministry of Labour and Social Welfare, Employment offices, MLSW Vocational Training Centres; Civil Society Organisations and International organisations)

The implemented projects have typically had a clear main partner, such as the Ministry of Trade and Industry (MTI) in the case of the Aid for Trade project. In some cases more than one main partner has been identified, and the GBV programme applied a real multi-partner approach cooperating with a number of local and central level institutions, as shown in Table 6.

The approach applied to the set-up of project implementation seems to work well. Firstly, the implementing agencies are already operational in Kosovo - they know the conditions,

have permanent office facilities and possess a large network of necessary contacts. This improves the efficiency of the projects. Secondly, in case of fragile North Kosovo and the demanding working conditions there, UNDP has been working there already before these MFA funded projects began, and has good access to the project area.

*“The projects implemented strongly demonstrated delivering as one UN policy more than ever before in Kosovo. GBV/DV project partnered with Aid for Trade, Active Labour Market and Forestry for economic empowerment of GBV survivors, while participating UN agencies acted in complementary manner”*

Statement from the online survey

As given by respondents in the online survey, the agreed arrangements for project implementation have also improved cooperation between agencies involved in these projects and contributed to alignment with common strategies and policies. Moreover, involvement of the same agency in several projects may have added inter-project cooperation, and in many cases two or even several separate projects have successfully implemented development initiatives in cooperation.

“The multi-agency implementation” also supports application of the multi-sectoral sectoral approach to complex projects. In these cases involved agencies, their skills and capacities, can be seen to be complementary.

In principle, the multi-agency solution applied to implementing agencies could increase the necessary administration and cause some additional bureaucracy (as noted in a few comments in the online survey). It also could weaken the leadership and lead to a loss of the sense of responsibility, but we did not meet any evidence of this during the evaluation. Instead, the donor agency had recorded some problems (delay, additional effort needed to solve administrative issues) regarding different bureaucracies and implementation procedures of the participating agencies.



## 4 POSSIBILITIES OF TRANSITION TO OTHER FORMS OF COOPERATION AFTER THE BILATERAL COOPERATION HAS ENDED

The evaluation team noticed that some representatives of ministries of Kosovo involved in the evaluated projects had been and still are both surprised and disappointed by the decision of the Government of Finland to stop bilateral cooperation in Kosovo. Regarding other alternative cooperation instruments, they indicated a low awareness of these instruments and, at the same time, also told that tools for financial, business orientated development, mostly addressed to the private sector, could not compensate for development cooperation projects in the short term. These representatives highlighted the limited business relationships between the countries, low volume of exports from Kosovo to Finland and as well as a relatively low volume of imports from Finland. Additionally, their confidence in the attractiveness of Kosovo as a business partner for Finnish enterprises appeared to be low.

Herewith we briefly introduce three financing tools available to Kosovo:

**Finnpartnership** is an organisation providing Business Partnership Support (BPS) grants to Finnish companies and other organisations for commercially viable, long-term activities aimed at economic cooperation in developing countries, such as establishing a subsidiary or joint venture (e.g. production or services), subcontracting production or services, importing from a developing country, other long-term business activity (such as long-term maintenance, franchise or licensing contract), piloting technology and solutions, and the self-financing required by international organisations (EU, UN organisations, international financing institutions).

Non-governmental organisations/educational institutions may carry out essential activities for a company that supports the Finnpartnership BPS projects, where the non-governmental organisation/educational institution is not seeking a profitmaking partnership.

Business partnerships refer to long-term joint activities between companies or other economic actors in Finland and in developing countries, such as joint ventures or importing from developing countries.

Finnpartnership provides a specific **Finnpartnership Matchmaking Service**. Using this service companies and organisations in Kosovo and other developing countries can seek out new cooperation opportunities and business partners from Finland. As part of this service, Finnpartnership channels business partnership initiatives, when available also from Kosovo, to companies in Finland. Through this arrangement, companies in Kosovo can post information on their business initiatives in the PartnerSearch service, which may help in finding a suitable business partner from Finland for their project. Finnpartnership may assist these companies in contacting potential partner companies in Finland.

**Finnfund** (Finnish Fund for Industrial Cooperation Ltd.) is a Finnish development finance company that provides long-term risk capital for private projects in developing countries. Apart from co-investing with Finnish companies we can finance ventures that use Finnish technology, cooperate with Finnish partners on a long-term basis or generate major environmental or social benefits.

The aim of **Tekes** (Finnish Funding Agency for Innovation) and the Ministry for Foreign Affairs' joint programme, **BEAM – Business with Impact**, is to generate new, sustainable business in developing countries. BEAM assists Finnish enterprises and other actors in using innovations to address global development challenges, by converting such innovations into successful and sustainable business in both Finland and developing countries. Tekes support is primarily addressed to growth stage companies with product or service-based business, a plan to extend their business and to increase cooperation in

emerging markets, a paying clientele, and sufficient resources (approximately 50% self-financing rate is required, in order to be eligible for Tekes funding).

All these instruments have certain limitations to be used in Kosovo. Finnpartnership Business Partnership Support (BPS) and Tekes BEAM give the initiative to Finnish companies. They should have, or they should be willing and ready to establish or further develop, commercially viable businesses in Kosovo. In addition to Finnish companies, Finnfund can also “finance ventures that use Finnish technology, cooperate with Finnish partners on a long-term basis or generate major environmental or social benefits”.

Kosovo has not commonly attracted Finnish investors and a number of potential companies and other eligible actors for these instruments can be rather low. The Finnpartnership Business Partnership support requires 30% (SMEs) or 50 % (large company) self-financing from the Finnish companies in Kosovo. A 50% self-financing requirement in case of BEAM and, in case of Finnfund its involvement typically in a rather large-scale investments (over EUR 5 million), also limit the number interested/potential applicants.

Small-scale businesses have already developed in Kosovo spontaneously through the Kosovo diaspora in Finland. Additionally, both Finnpartnership’s Matchmaking Service and operation of Diaspora Business Union in Finland (<http://www.kosovodiaspora.org/diaspora-business-union-in-finland/>) may increase and accelerate investments in joint business initiatives in Kosovo in the future.

**The Fund for Local Cooperation (FLC)** is a modality for the implementation of the development policy of the Government of Finland, and complements other Finnish development efforts. FLC for Kosovo has been a funding instrument managed by the Embassy of Finland in Pristina. In 2015 and for some years before, the annual FLC budget made available to the applicants was EUR 300,000. However, it was decreased to EUR 150,000 in 2016. These funds have been distributed under the following three components and priority areas:

1. Support to human development

Promotion of human rights, reconciliation, integration of minorities, gender equality, children’s rights, rights of people with disabilities, enhancing youth employment, improving the status of women and girls, alleviation of domestic violence and human trafficking, environmental protection.

2. Support to income generating activities

3. Special initiatives supporting the decentralisation process

The Embassy has launched calls for Concept Notes, and organisations with successful Concept Note have been asked to provide a full application with annexes. This financing instrument has been considered a practical mean for locally important initiatives focusing on a geographically limited area and/or a limited field(s) of activities, i.e. projects with a clear focus. However, a decision to close Finnish development assistance in Kosovo also applies to this instrument.

## 5. CONCLUSIONS

OECD classifies Kosovo as a fragile state. Its long-term vision for international engagement in fragile states is to help national reformers build legitimate, effective and resilient state institutions. Progress towards this goal requires joined-up and coherent action within and among governments and organisations. The OECD Principles for Good International Engagement in Fragile States recognises that these states confront particularly severe development challenges such as weak governance, limited administrative capacity, chronic humanitarian crisis, persistent social tensions, violence or the legacy of civil war, and that in addition to their own efforts these countries, including Kosovo, need international support for developing their society.

The portfolio of projects (AfT, ALMP 2, DEED, Support to Minority Communes, Forestry programme and GBV) supported by Finland in 2014–2016 has been designed well to respond local needs and it is in line with development priorities of Kosovo and priorities of Finland's development cooperation policy. The projects have shown flexibility in terms of adapting and mitigating the challenging political environment. They also have been in forefront of supporting and promoting the territorial integration of North Kosovo.

Finnish development cooperation in Kosovo is known for the quality, effectiveness, and a sharp focus on the specific problems and target groups. Based on our observations, implementation of the entire Finnish portfolio of projects really contributes to the development of Kosovo. It also seems that the supported projects have good result measurement and reporting routines. Against the considerable results of the projects and already available initial evidence of the impact of this support, the allocated budget (around EUR 5.9 million for the years 2014 – 2016/2017) and its allocation to separate projects can be considered reasonable and efficiency of the support high.

Even though the implementation period of the supported portfolio has been short, in some cases only around two years, some initial evidence of impact of this support starts to be available as follows:

- Increased sustainable employment among participants provides economic development (AfT, ALMP 2, Forestry programme, GBV)
- Job market gender equality (ALMP, GBV, Support to Minority Communities)
- More investments attracted to North Kosovo region and other parts of the country, developing local and regional economies (AfT, ALMP 2, DEED, Forestry programme)
- Improved conditions for individual income-generating initiatives and economic growth and employment (AfT, ALMP 2, Support to Minority Communities, GBV, Forestry programme)
- Vulnerable and marginalised groups (VMGs) are more involved in public life and have better employment prospects (GBV, ALMP 2, Support to Minority Communities)
- Improved conditions for sustainable forest management and forestry related livelihoods (Forestry programme)

The supported projects have been in the forefront in planning and implementing jointly: collaboration between the Finnish-supported projects and other development projects has worked well. The MFA-funded project portfolio has been carried out by agencies already operational in the country. Except for "Support to Minority Communities" (ECMI), various UN organisations work for these projects as implementing agencies. In the case of DEED two organisations are involved (UNDP, IOM), and even five UN agencies work for the Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV). The multi-agency approach applied to the set-up of project implementation seems to work

well, different agencies being complementary to each other. However, it does result in some additional bureaucracy.

Even though the MFA Finland has decided to close the bilateral development cooperation in the country there are still some other project financing instruments applicable also to Kosovo, such as:

- Finnpartnership **Business Partnership Support (BPS) Grants** to Finnish companies and other organisations for commercially viable, long-term activities aimed at economic cooperation in developing countries.
- **Finnfund** (Finnish Fund for Industrial Cooperation Ltd.) to provide long-term risk capital for private projects in developing countries.
- **BEAM – Business with Impact**, a joint programme of Tekes and the MFA Finland to generate new, sustainable business in developing countries.

However, these instruments require involvement of Finnish companies and a remarkable degree of self-financing by applicants. This may limit the number of potential initiatives in Kosovo, taking into account that Kosovo is a rather small and currently poor country, and is not the most attractive target country for Finnish investors.

Kosovo can be considered as “an unfinished story”. It declared independence in February 2008, and since then it has made progress in institutional/state building and the EU integration process and achieved some economic development. However, at this stage, the Government of Kosovo and local municipalities are still largely dependent on external finance and technical assistance to continue processes initiated by Finnish-funded projects. Especially a short implementation period of the projects in northern municipalities is seen a problem, seriously undermining the sustainability of the projects and the flow of benefits produced by the portfolio supported by Finland.

Finally, it seems that the “new business orientated” tools for cooperation between the countries could not compensate development cooperation projects in Kosovo in the short-term, and that the discontinuity of Finnish financing reduces the sustainability of the results of the recent Finnish development cooperation in this country.

## 6. RECOMMENDATIONS

- 1) The MFA Finland funded project portfolio has been carried out in Kosovo by organisations already operational in the country. In case of the DEED, two organisations are involved (UNDP, IOM) and even five UN agencies work for the GBV programme in the position of the implementing agency. This type of “multi-agency approach” applied to the implementation of complex projects seems to work well, involved organisations being complementary to each other regarding their capacities and skills. **We recommend that the donor agencies and the Government of Kosovo would apply this type of multi-agency approach to demanding multi-sectoral projects also in the future.**
- 2) An EC IPA project fiche for Kosovo of EUR 8 million for the ALMP is planned to start by mid-2017. At this moment it seems that this support would be implemented mostly through grants to NGOs. This is a great concern Finland has raised both for the Minister of Labour and in donor coordination meetings in Pristina and Brussels: if NGOs or other entities would implement ALMPs bypassing the local government structures, there is a higher risk of corruption. In addition, this would risk losing the results of the Finnish-funded ALMP 2 programme and its predecessor ALMP 1, namely the institutionalisation of the ALMP within relevant government agencies that has been achieved in the municipalities and at the central level in Pristina. **We recommend that the Ministry of Labour and Social Welfare of Kosovo, European Union Office in Kosovo (EUSR) and the other donor society actively present in Pristina, also involving the MFA Finland, would draw lessons learnt and define best practices for ALMPs based on implemented programs and find ways to continue to support relevant government institutions to strengthen their capacities to implement active labour market policies.**
- 3) The Finnish bilateral development cooperation has come to the end in Kosovo. The evaluation team noticed that regarding other alternative cooperation instruments, such as e.g. Business Partnership Support (BPS) grants by Finnpartnership, Finnfund and BEAM – Business with Impact programme by TEKES, representatives of Kosovar stakeholder organisations indicated a low awareness of these tools available for commercially viable businesses in Kosovo. **We recommend that the MFA Finland would increase promotion of these instruments and would use the Diaspora Business Union in Finland and the Global Union of Diaspora Business or Chamber of Commerce in Pristina to facilitate this promotion.**
- 4) The Fund for Local Cooperation (FLC) is a part of the implementation of the development policy of the Government of Finland and it complements other Finnish development efforts. FLC for Kosovo has been a funding instrument managed by the Embassy of Finland in Pristina. In 2016, the yearly fund available was EUR 150,000 (in 2015 and some years before the annual FLC budget was EUR 300,000).

The Embassy has launched calls for Concept Notes, and organisations with a successful Concept Note have been asked to provide a full application with annexes. This financing instrument has been considered a practical mean for locally important initiatives focusing on a geographically limited area and/or a limited field(s) of activities, i.e. projects with a clear focus. However, a decision to close Finnish development assistance in Kosovo also applies to this instrument.

Instead of closing the FLC instrument **we recommend that the MFA Finland would reinstate the FLC in Kosovo to pave the way for further transition and cooperation through business linkages and commercial stakeholder cooperation.**

- 5) Kosovo is still a fragile country, politically, socially and economically in an unstable



situation. Therefore **we recommend that the MFA Finland would reconsider phasing out of its support, and review any opportunities for continuation of bilateral development cooperation in Kosovo even on a limited scale.** This support could be addressed, for instance, to youth education and employment with equal participation of all ethnic minorities and vulnerable groups.

## ANNEX 1 BASIC INFORMATION SHEETS OF THE PROJECTS COVERED BY THE PORTFOLIO EVALUATION

### Aid for Trade (Aft)

Aft programme aims to enhance capacities of relevant decision-makers of the Ministry of Trade and Industry (MTI) staff to develop and implement evidence-based and pro-poor trade and industrial policies, support small and medium enterprises' (SMEs) access to market, information and finance, and farmers operating in the Economic Region South (ERS) and Mitrovica region, in raising productivity, employment and entrepreneurship, in a gender-responsive manner contributing to improved livelihoods. Phase I of the project was implemented 2012-2014 (June); Phase II was planned from July 2015 to 2017, but the Finnish funding will come to an end by the end of 2016.

The activities of the project include e.g. surveys, reports and assessments; support to policy development – especially industrial policy platform; draft law on tourism; capacity building; information system development; training and staff development for the private sector to designing export-marketing plans, gathering information on export markets, international quality management standards; support farmers with direct investment, advisory services and trainings. Moreover, project initiated dialogue and cooperation between central and local government in relation to economic and rural development. The project is implemented by UNDP in close cooperation with MTI.

The overall objective (development goal) is to foster sustainable and inclusive economic growth through the promotion of trade and the enhancement of the Kosovo's competitiveness. The gains from trade are numerous, and extend beyond the immediate commercial benefits. Trade and investment can contribute to human development by helping to raise productivity, employment and economic growth.

The purpose of the *project* is to improve implementation of pro-poor trade reforms and trade capacity development measures through the identification of trade policy responses, trade-related needs and capacity gaps, as well as an execution of piloting technical assistance interventions.

The Aft-project has three main result lines:

Output 1: Relevant decision-makers' and MTI staff capacity enhanced to develop and implement evidence-based and pro-poor trade policies /industrial policies; and

Output 2: SMEs along trade corridors have better access to market, information and finance, and contribute to improved livelihoods.

Output 3: Local businesses/farmers in the Economic Region South (ERS) and Mitrovicë region have improved and increased their productivity while generating income for families in rural areas.Beneficiaries

Ministry of Trade and Industry (MTI), Division of Industrial Policies, Business and farmers operating in Economic Region South and Mitrovicë region

#### Partners

Ministry of Trade and Industry; Ministry of Agriculture, Forestry and Rural Development and other line ministries; Kosovo Investment and Enterprise Support Agency; Economic Region South and Mitrovicë Region; Regional Development Agency South; Private Sector Enterprises and farmers; Local Business Associations; Specialised agencies: Kosovo Agency of Statistics, Customs of Kosovo, Tax Administration of Kosovo, Civil society, NGOs, independent think tanks, national and local media

More information:

[http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty\\_reduction/AFT.html](http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty_reduction/AFT.html)

## Active Labour Market Programmes 2 (ALMP2)

ALMP2 is the second phase of UNDP's employment programme implemented since 2005 in close cooperation with the Ministry of Labour and Social Welfare (MLSW). The ALMP2 will be implemented 03/2014-12/2017, but the Finnish funding for ALMP2 is expected to be used by February 2017.

The project's **main objective** is to improve the capacities of the labour market institutions to design relevant gender responsive policies at central level and to deliver integrated services at local level, focusing on the most vulnerable groups among the unemployed. To this end, the intervention will strengthen and ensure the sustainability of the links between labour market actors – employers, job-seekers, policy-makers, public employment services and vocational training and educational institutions – through **three components**:

- 1) Improving the human resource capacities and provision of continued direct implementation of active labour market measures for vulnerable groups – with a particular focus on youth and women – and further technical support for the capacities of implementing institutions;
- 2) The enhancement of the labour market knowledge base in order to ensure evidence-based decision-making among labour market actors; and
- 3) Through identifying feasible ways for Kosovo to establish an Employment Fund, in order to ensure sustainability in the financing and implementation of active employment measures.

### Beneficiaries:

Women and men jobseekers,  
Readmitted persons,  
People with Disabilities,  
Private Enterprises,  
Ministry of Labour and Social Welfare

### Partners:

Ministry of Labour and Social Welfare (MLSW)  
Ministry of Education, Science and Technology (MEST)  
Ministry of Trade and Industry (MTI)  
Ministry of Finance  
Ministry of Economic Development  
Ministry of Internal Affairs (MIA)  
Kosovo Agency for Statistics (KAS)  
Regional and Municipal Employment Offices  
Municipalities  
Municipal Offices for Communities and Returns (MOCR)  
Vocational Training Centres (VTC)  
Private Sector Enterprises  
Business Associations (BA) and Regional Development Agencies (RDA),

### Partner projects:

SDC-funded "Enhancing Youth Employment (EYE) project",  
EC-funded KOSVET 6 project (finished),  
EC funded project Enhancing Employment for Vulnerable Groups,  
World Bank projects, GIZ projects  
Aligning Education with Labour Market Needs (ALLED) project  
NGOs

The ALMP2 project includes a Self-employment programme component, which will not be included to this evaluation, but evaluated separately.

More information:

[http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty\\_reduction/active-labour-market-programmes-2.html](http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty_reduction/active-labour-market-programmes-2.html)

### Diaspora Engagement in Economic Development of Kosovo (DEED)

The programme has been designed jointly by the two implementing organisations UNDP and IOM in close consultations with the main national stakeholder, the Ministry of Diaspora of Kosovo (MoD). The programme is an extension of a joint DEED programme (phase I 2011-2014) which assisted the MoD of Kosovo in designing of a first ever National Strategy for Diaspora, a comprehensive document guiding the next five years of strategic policy work on diaspora issues in Kosovo.

The **main objective** of the DEED II programme (July 2014 – December 2016) is to empower the Kosovo diaspora to play a greater role as development actors in their communities of origin in order to have a positive impact on the local economy and the livelihood of their residence.

The **overall outcome** of the DEED II is to enhance the contribution of the Kosovo diaspora to poverty reduction in the short-term and to sustainable, gender equitable local economic development in the long run. The objective will be reached through facilitating and encouraging investment and saving behaviour among migrants and remittance receiving households. In order to address the objective, the programme foresees three intervention **outputs**:

- 1) Strengthened capacities of Kosovo authorities to implement the National Strategy for Diaspora 2013–2018;
- 2) Increased capacities of relevant stakeholders to facilitate migrants' investments in Kosovo; and
- 3) Strengthened capacities of remittance recipients, diaspora business networks and Kosovar authorities to increase the positive impact of migration on the socio-economic environment of Kosovo.

#### Beneficiaries

- Remittance receiving households
- Kosovo Diaspora
- Private Sector Companies
- Relevant government authorities in Kosovo

#### Partners

- Ministry of Diaspora (MoD);
- Ministry of Trade and Industry (MTI);
- Bankers' Association Kosovo (BAK);
- Private companies in Kosovo;
- Economic Associations in Kosovo;
- Diaspora Business Networks

Other key stakeholders include Kosovo Investment and Enterprise Support Agency (KIESA), Municipalities, Municipal Diaspora Liaison Office (MDLO)

The DEED programme includes a Diaspora Investment Fund-component which will be evaluated separately, and not as part of this evaluation.

More information:

<http://deed-ks.org/>

[http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty\\_reduction/diaspora-engagement-in-economic-development--phase2-.html](http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty_reduction/diaspora-engagement-in-economic-development--phase2-.html)

**Support to Minority Communities during and after the Decentralisation Process, Project Extension 2014-2016: Towards a Sustainable and Inclusive Growth for all Newly-established Municipalities in Kosovo (TSIGaN)**

The project aims to provide the Serb-majority municipalities in Kosovo with sustainable solutions on improving their local socio-economic perspectives by both empowering local governments as well as local communities. This new phase is an extension of the past “*Support to Minority Communities during and after the Decentralisation Process*” projects. The first project (2008-2011) focused on the institutional establishment of five municipalities in line with the provisions of the so-called *Ahtisaari Package* and the *Law on Local Self-Government*. A second project (2011-2013) attempted to improve conditions for local economic development, and to improve the dialogue between municipalities and communities. The project is implemented by the European Centre for Minority Issues (ECMI) and is expected to be finished by 31 January 2017.

The **goal** of the project is to promote strong, effective, accountable and transparent local self-government in Serb-majority municipalities, triggering sustainable and inclusive growth as a means to strengthen reconciliation and to contribute to a stable, democratic and multi-ethnic Kosovo as envisaged in the Ahtisaari plan.

**Objective 1:** *To promote strong and effective local governments for sustainable growth*

The project seeks to increase the capacities of local governments to fully and effectively implement their competencies attributed by the Ahtisaari plan, by the Constitution of Kosovo and by the Law on Local Self-Government, in order to establish growth-oriented policies at municipal level for the benefit of the local communities. This notably aims at identifying key sectors for development, better planning and programming, adapting the local policy regulatory framework for a more business-conducive environment and making a better usage of local resources.

**Objective 2:** *To empower local communities and vulnerable groups for inclusive growth*

The project seeks to encourage active participation and engagement of all local communities and vulnerable and marginalised groups (VMGs) in the decision-making process, in social life, and in local economic development. This notably aims at fostering the employability and skills of VMGs (ethnic minorities, women, youth, and repatriated persons), raising awareness on decentralisation, empowering local CSOs to participate in and monitor public life, empowering entrepreneurs and business communities to access public support and finance.

**Target Groups and Beneficiaries**

- Municipal administrations
  - Municipality of Ranillug
  - Municipality of Shterpce
  - Municipality of Zvečan
  - Municipality of Leposavić
  - Municipality of Gracanica
  - Municipality of Partesh
  - Municipality of Novobërda
  - Municipality of Zubin Potok
  - Municipality of Kllokot
- Civil society organisations involved in local economic development
- Minority communities and vulnerable groups (Serb community, Roma communities, Repatriated persons, women, youth)

More information:

<http://www.ecmikosovo.org/en/Current-Projects/Category/Current-Projects/Towards-a-Sustainable-and-Inclusive-Growth-for-all-Newly-established-Municipalities-in-Kosovo>

<http://amp-mei.net/aim/viewActivityPreview.do~public=true~pageId=2~activityId=12162~language=en>



### Support to implementation of the Forest Policy and Strategy in Kosovo

The current phase of the FAO project (2015-2016) is designed to ensure sustainability of the project results of the first phase (2011-2014), and, in partnership with UNDP, to extend project activities to the northern part of Kosovo with the aim to contribute to the process of reconciliation, through economic activities, and harmonisation of the forest management practices. The national implementing partner of the project is the Ministry of Agriculture, Forestry and Rural Development. The project has been extended with no additional cost. The expected end date of the project is 31 December 2017.

The **overall objective** of the project is to increase the contribution of the forest sector to the national economy through sustainable use of forest resources, taking into account the multipurpose forestry including the economic, social and environmental benefits as well as its contribution to climate change mitigation.

The objective of UNDP's involvement is to develop capacities for forest management in the northern municipalities as well as identify and build the skills of potential beneficiaries, private forest owners and potential entrepreneurs in the forestry sector to promote active employment measures. These measures are focusing on young women and men, small farmers and other vulnerable groups. The project will support the development of forest-related businesses and promote entrepreneurship initiatives, including potential provision of grants.

The **components** of the project are: 1) institutional support to the implementation of forest policy and strategy; 2) integrated forest management and practices; and 3) forest sector and climate change.

#### Beneficiaries

Individuals and their families with previous experience in forest related activities, general public (especially local residents, unemployed and marginalized/vulnerable groups)  
Municipalities and their staff, forestry staff of MAFRD and KFA

#### Partners

Ministry of Agriculture, Forestry and Rural Development (MAFRD),  
Ministry of Labour and Social Welfare (MLSW),  
Ministry of Local Self-government  
Ministry of Environmental and Spatial Planning (MESP)  
Ministry of Education, Science and Technology (MEST)  
Ministry of Trade and Industry (MTI)  
Kosovo Forest Agency (KFA)  
Employment Offices,  
Vocational Training Centers,  
Civil Society Organisations,  
Municipalities

More information:

<http://www.fao.org/forestry/policy/84079/en/>

[http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty\\_reduction/support-to-implementation-of-the-forest-policy-and-strategy-in-k.html](http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty_reduction/support-to-implementation-of-the-forest-policy-and-strategy-in-k.html)

### UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV)

The programme is an extension of previous UN joint programme, implemented in three pilot municipalities – Dragash, Gjakova and Gjilan (phase I: 2011-2015). The phase II (04/2015-03/2017) is aiming to develop local capacities of service providers in Northern Kosovo (North Mitrovica, Zvečan, Leposavić and Zubin Potok), to respond on domestic violence cases and contribute to creation of coordination mechanisms involving institutional and civil society actors. The programme is implemented through UN Kosovo Team of five UN organisations including UNDP, UNFPA, UN Women, OHCHR and UNICEF.

The **purpose** of the programme is to tackle the presence of domestic violence in a compact manner. In that sense, individual activities range from direct assistance to the survivors of domestic violence; capacity building support to the municipalities, service delivery institutions and civil society organisations in; creation and strengthening of coordination mechanisms in order to effectively respond to domestic violence cases. An important attribute is the reintegration component of the programme, setting up mechanisms that will contribute to (re)integration of (potential) victims and survivors of gender and domestic based violence into the labour market.

The **objectives** of the Programme are: 1) to raise awareness of DV and enhance access to services for survivors of domestic violence in pilot communities; 2) to strengthen formal/informal service chain of DV prevention, protection and reintegration services through catalytic interventions in pilot municipalities; 3) to enhance the economic independence of (potential) survivors of domestic violence and provide counselling for families and perpetrators; and 4) to disseminate programme results, capitalising on lessons learned for scale-up in other municipalities.

#### Beneficiaries

- Survivors of domestic violence
- Municipalities
- Relevant public service delivery institutions
- Civil Society Organisations

#### Partners

- Municipal institutions
- Police
- Courts
- Legal Aid Offices
- Women Shelters
- Centers for social services
- MLSW Employment offices
- MLSW Vocational Training Centers
- Civil Society Organisations

More information:

[http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty\\_reduction/un-joint-programme-on-domestic-violence-in-kosovo.html](http://www.ks.undp.org/content/kosovo/en/home/operations/projects/poverty_reduction/un-joint-programme-on-domestic-violence-in-kosovo.html)

## ANNEX 2 DOCUMENTS RECEIVED FROM THE MFA

Project documents received from MFA (hard copy if nothing else is mentioned):

### FORESTRY

- Project Document (FAO)
- Project Progress Report January 2015- June 2015
- Project Progress Report June 2015-December 2015
- Project Progress Report January 2016- June 2016
- Project Progress Report June 2016- December 2016
- Project description: Complementary support to Implementation of the Forest Policy and Strategy in Kosovo, September 2016-May 2017
- Comments /observations for the GCP/KOS/005/FIN Steering committee meeting, 8 June 2016 (Vesa Kaarakka, MFA)
- UNDP 2nd Project Progress Report December 2015- May 2016
- Assessment of gender issues in Kosovo's forestry, FAO Prishtina 2016
- Outcome of Joint Annual Review 26 April, 2016 (with relevant background paper)
- Recommendations of the second session of Kosovo Forest Sector (Think Tank), 27 April, 2016
- Policy and Strategy Paper on Forestry Sector Development in Kosovo 2010-2020, Forest Sector Progress Report 2014-2015
- Review of Kosovo Forest Policy and Strategy 2010-2020, Draft Report, May 2015
- Kosovo National afforestation and reforestation programme 2015-2024
- National Forest Health Programme 2015-2025
- Forestry Policy and Strategy phase 1 and phase 2 pro docs + log frame phase 2 + Forestry Policy Budget 10/2014 + Amendment (soft copies)
- MTE Report\_GCP-KOS-005-FIN and annexes, October 2013 (soft copy)

### AID FOR TRADE

- UNDP revised project document
- Indicative work plan July 2015-June 2016
- Financial report for 2014
- Inception report (aid for trade 2), May 2015
- Progress report January - June 2016
- AfT Kosovo MTR final (October 2014) (soft copy)
- AfT Final Prodoc 20-12-2011 (soft copy)
- Amendment of CSA Aid for Trade project final version (soft copy)

### ALMP

- Project board meeting 3 notes
- ALMP 2015 annual work plan (UNDP)
- Annual progress report April- December 2014, and
- Operational manual for wage subsidy, version 1.4, march 2014.
- FINAL Project Document ALMP2 dt 280414 (soft copy)
- Final report ALMP 2 appraisal Kosovo (soft copy)
- Comments to comments ALMP 2 appraisal Kosovo 23.1.2014 (soft copy)
- ALMP2\_Annual Report2015\_030316\_Final (soft copy, internet search)
- Annual Report ALMP2\_220115\_FINAL\_CLEARED (soft copy, internet search)

### GBV

- Project description (with strategic plan of phasing out joint programme on GBV)
- Project narrative report April 2015-March 2106
- Project semi-annual progress report April 2016-september 2016
- FCG International - Kosovo Domestic Violence MTR Report 2014 (soft copy)

- UNKT JP against GBV Final Report 2012-2015 (soft copy, internet search)
- UNKT-GBV 2011-2013-ProDoc signed (soft copy, internet search)

#### DEED

- Project document (IOM, UNDP)
- Combined annual progress report DEED 1 & DEED 2, for December 2013- December 2014
- DEED phase 2, project progress report for January 2015- June 2015.
- 2015 annual work plan
- Narrative progress report 1 January- 30 June 2016, *...and....more documents from Ministry of Diaspora*
- Strategy on diaspora and migration 2013-2018 (Ministry of Diaspora)
- Law on diaspora and migration (Kosovo Assembly)
- Matching grants scheme to incentivize diaspora investments (Ministry of Diaspora)
- Internship programme for diaspora students
- Professional diaspora networking and connection with homeland
- Draft proposal for reintegration of diaspora
- MTR FINAL REPORT DEED PROGRAMME\_November 2013 (soft copy)

#### ECMI

- Annual report 2015
- Financial report and Independent Auditor's Report for the year 2015
- Steering committee power point presentation
- Political Analysis: The Association/ Community of Serb Majority Municipalities: What is Possible within the Legal Framework?
- Biannual progress report February-July 2015: Towards a Sustainable and Inclusive Growth for all Newly established Municipalities in Kosovo
- ECMI MTR report, July 2013 (soft copy)

#### OTHER

- Kosovo programme evaluation 2008 and annexes (soft copy)
- Case Study of Finland's Regional Programme 2014 (soft copy)
- Hardcopies of Kosovo Embassy project progress reports in Finnish (to be destroyed after use)
- Western Balkans Finland's Development Policy Framework Programme for the years 2009-2013 (soft copy)
- Finnish Development policy strategies (Finland's Development Policy Program, 2012 and Government Report on Development Policy, 2016) (soft copies)
- MFA manuals for HRBA and RBM, MFA Evaluation Manual and UNEG Quality Checklist for Evaluation Reports manual (soft copies)
- Kosovo strategies and development policy papers: National Development Strategy 2016-2021; and Government Programme 2015-2018 (soft copies)

**ANNEX 3 LIST OF PERSONS MET DURING THE CONSULTANCY**

Date	Name	Institute	Location
23.11.2016	Anu Rämä, Desk Officer Mika Vehnämäki, Senior Economic Adviser Vesa Kaarakka, Senior Adviser, Development Policy (forest questions)	MFA Finland	Helsinki
22.12.2016	Lari Peltonen, First Secretary, Dev. Cooperation	Embassy of Finland in Pristina	Pristina, Kosovo
16.1.2017	Stein-Ivar Lothe Eide, First Secretary, Deputy Head of Mission Gent Lepaja, Program Officer	Norwegian Embassy in Pristina	Pristina, Kosovo
16.1.2017	Florim Canolli, Director of Department of Development Assistance at the Ministry of European Integration in Kosovo Adea Gashi, Senior Officer for Development Assistance/Environment, DDA	Ministry of European Integration	Pristina, Kosovo
17.1.2017	Lari Peltonen, First Secretary, Dev. Cooperation, Taika Vuori, Trainee	Embassy of Finland in Pristina	Pristina, Kosovo
17.1.2017	Jehona Sejdiu, FLC Coordinator	Embassy of Finland in Pristina	Pristina, Kosovo
17.1.2017	Andrew Russell, UN Development Coordinator	UNKT	Pristina, Kosovo
17.1.2017	Valbona Bogujevci, UNDP Programme Coordinator	UNDP	Pristina, Kosovo
17.1.2017	Visare Mujko Nimani, Programme Specialist OIC	UNFPA	Pristina, Kosovo
17.1.2017	David Svab, Program Officer	UNDP	Pristina, Kosovo
17.1.2017	Ada Shima, ALMP 2 Project manager (David Svab)	UNDP	Pristina, Kosovo
18.1.2017	Anita Smailovic, Project Associate (David Svab)	UNDP	Pristina, Kosovo
18.1.2017	Srdjan Milojeviq, UN Joint GBV programme coordinator ( & David Svab)	UNKT GBV	Pristina, Kosovo
18.1.2017	Alexandar Rapajic, Project Officer (David Svab)	UNDP	Pristina, Kosovo
18.1.2017	Ardian Spahiu, Project Manager Yilka Gerdovci, UNDP Program Analyst	UNDP	Pristina, Kosovo
19.1.2017	Alexander Nikolovski, Chief Technical Advisor	FAO	Pristina, Kosovo
19.1.2017	Naser Krasniqi, National Team Leader	FAO	Pristina, Kosovo
19.1.2017	Ahmet Zejnullahu, CEO	Kosovo Forestry Agency	Pristina, Kosovo
19.1.2017	Tahir Ahmeti, Head of Forestry Department	Ministry of Agriculture, Forestry and Rural Development	Pristina, Kosovo
19.1.2017	Flora Macula, Head of Office	UN Women	Pristina, Kosovo
19.1.2017	Linda Sanaja, Program Officer	UN Women	Pristina, Kosovo
20.1.2017	Milos Vukadinovic, Advisor to mayor of Leposavić	Municipality of Leposavić	North Mitrovica, Kosovo



Date	Name	Institute	Location
20.1.2017	Ms.Natasha Elezovic, Advisor to Mayor of North Mitrovica	Municipality of North Mitrovica	North Mitrovica, Kosovo
20.1.2017	Ljubisa Mijacic, Advisor to Mayor of Zubin Potok	Municipality of Zubin Potok	North Mitrovica, Kosovo
20.1.2017	Jelena Djokic, Advisor to Mayor of Zvečan	Municipality of Zvečan	North Mitrovica, Kosovo
20.1.2017	Svetlana Mihajlovic	Centre for Social Welfare, North	North Mitrovica, Kosovo
20.1.2017	Bojana Todorovic	Employment Office, North	North Mitrovica, Kosovo
20.1.2017	Milica Orlovic	UNDP North	North Mitrovica, Kosovo
20.1.2017	Alexandra Jovanovic	UNDP North,	North Mitrovica, Kosovo
20.1.2017	Ljubisa Basarevic, Human Rights Officer	OHCHR	North Mitrovica, Kosovo
23.1.2017	Alessandra Roccasalvo, UNDP Deputy Representative	UNDP	Pristina, Kosovo
23.1.2017	Alessandra Roccasalvo, UNDP Deputy Representative	UNDP	Pristina, Kosovo
23.1.2017	James Mugaju, Acting Head of Office Blerta Veselaj, Executive Assistant	UNICEF	Pristina, Kosovo
23.1.2017	Besian Mustafa, CEO	Ministry of Trade and Industry/ KIESA	Pristina, Kosovo
23.1.2017	Valbone Dushi, Head of Department of Industry	Ministry of Trade and Industry	Pristina, Kosovo
23.1.2017	Lulzim Krasniqi, Chief of Cabinet and Multitask Coordinator	Ministry of Trade and Industry	Pristina, Kosovo
24.1.2017	Adrian Zeqiri, ECMI Representative in Kosovo Gazmend Saleviq, Program Manager	ECMI	Pristina, Kosovo
24.1.2017	Selatin Kllokoqi, Capacity Development Advisor	Ministry of Labour and Social Welfare	Pristina, Kosovo
24.1.2017	Drin Haraqia, Senior Political Advisor to the Minister	Ministry of Labour and Social Welfare	Pristina, Kosovo
24.1.2017	Izedin Bytyqi, General Secretary Muhamet Klinaku, Senior Officer for Donor Coordination Department for European Integration and Policy Coordination	Ministry of Labour and Social Welfare	Pristina, Kosovo
25.1.2017	Naim Dedushaj, Director for Diaspora Investment	Ministry of Diaspora	Pristina, Kosovo
25.1.2017	Kushtrim Sheremeti, Senior Advisor	Ministry of Diaspora	Pristina, Kosovo
25.1.2017	Linda Lepaja, Portofolio Coordinator	World Bank	Pristina, Kosovo
26.1.2017	Miriam Ghalmi-Chief of the Human Rights Office Ljubisa Bascarevic, Representative of the UN High Commissioner for Human Rights (OHCHR)	UNMIK OHCHR	Pristina, Kosovo
26.1.2017	Tajma Kurt, Chief of Mission Besian Bicurri, Program Manager	IOM	Pristina, Kosovo

Date	Name	Institute	Location
26.1.2017	Lulzim Peci Executive Director, Founder and Senior Fellow	KIPRED	Pristina, Kosovo
26.1.2017	Libor Chlad, Deputy Head of Cooperation Section	European Union Office in Kosovo/EUSR	Pristina, Kosovo
26.1.2017	Sirje Poder, Program Manager/ Cooperation Section	European Union Office in Kosovo/EUSR	Pristina, Kosovo
26.1.2017	Rafael Nievergelt, Program Manager/ Cooperation Section	European Union Office in Kosovo/EUSR	Pristina, Kosovo
27.1.2017	Lulavere Behluli, Director, Gazmend Tahiri, Project Manager	MEST (Inclusive Education Unit)	Pristina, Kosovo
27.1.2017	Ms. Anne Huhtamaki, Ambassador of Finland Taika Vuori, Trainee	Embassy of Finland in Pristina	Pristina, Kosovo
27.1.2017	Mika Vehnamaki, Senior Economic Advisor	MFA Finland	Helsinki

## ANNEX 4 TERMS OF REFERENCE

### FINAL EVALUATION OF THE FINNISH-FUNDED PROJECTS IN KOSOVO IN 2016

#### BACKGROUND OF THE EVALUATION

Since the end of the conflict in June 1999, the reconstruction of Kosovo has been in progress with the help of local efforts and significant donor support. In February 2008, Kosovo's Parliament declared Kosovo's independence. Despite the progress, big challenges remain unresolved particularly in social and economic areas. Poverty is widespread, the unemployment rate is high – especially among youth and women – there are significant environmental issues, and the level of corruption is alarming. In addition to these challenges, Kosovo is ethnically divided. The four municipalities in Northern Kosovo are mainly populated by Serbs. The area is still not fully integrated into Kosovo structures, which contributes to the fragility of Kosovo. In addition, there are Serb-majority enclaves in Southern Kosovo. According to the OECD classification, Kosovo is a lower middle income country, and it is eligible to receive official development aid.

The independent state of Kosovo strives for European integration in all areas. In the strategic documents of Kosovo, sustainable economic development, employment and welfare are raised as priorities in the development of Kosovo along with the rule of law.

Finland has supported Kosovo's development since 1999. The support for the recovery was planned to be of limited duration. During the whole period of time until now Finnish support was directed to many different sectors. In the years 2009–2013 Finland implemented the so called Development Policy Framework Programme in the Western Balkans. The Programme was built around the following interlinked themes: 1. Stability and Security, 2. Aid for Trade, 3. Environment, and 4. Social sustainability. Kosovo was Finland's country-specific priority in the Programme.

Gradually, Finland's Kosovo project portfolio was scaled down and concentrated on fewer sectors. In the recent years Finland's development cooperation with Kosovo has been focused on **projects contributing to Kosovo's economic development and job creation, taking into account the gender aspect and vulnerable groups as cross-cutting objectives**. One of the projects is specifically targeted to combat gender-based violence in Kosovo. In the final phase of the Finnish development cooperation in Kosovo the geographic area of supported projects has been extended also to Northern Kosovo, which is expected to contribute to the integration of the northern municipalities into Kosovo structures.

In 2016 and 2017 all projects supported by Finland in Kosovo are foreseen to be finished, and Finland's bilateral development cooperation in Kosovo will come to an end.

#### PREVIOUS EVALUATIONS

The Kosovo Country Programme was evaluated in 2008. Later on, there were mid-term reviews/evaluations of almost all Finnish-funded projects conducted. In 2013–2014 the projects in Kosovo were included in the Evaluation of Finland's development cooperation in fragile states (Peace and Development in Finland's Development Cooperation: *Case Study of Finland's Regional Programme in the Western Balkans*). The Case Study focused on the evaluation of Finland's Development Policy Framework Programme for the years 2009–2013. The evaluation concluded that results-oriented design would have enhanced the effectiveness, efficiency, and potential final impact of the Programme. In

addition, the Programme's time horizon was too short to achieve sustainable outcomes. According to the evaluation, cross-cutting objectives of the Finnish development policy were not taken into account adequately. The evaluation recommended establishing a workable plan for a gradual phasing out of Finnish support in coordination with other donors. Unfortunately, budgetary cuts in Finnish development cooperation resulted in cancellation of planned activities in Kosovo, and recommendations of the Peace and Development Evaluation were not fully taken into account.

The current evaluation is planned to be an overall final evaluation of the Finnish support in Kosovo, with a special emphasis on the **impact** of the Finnish-funded development projects in Kosovo. The development cooperation of the last couple of years will be evaluated in more detail.

## THE PROJECT PORTFOLIO TO BE EVALUATED

There are six Finnish-funded bilateral projects being implemented in Kosovo in 2016. The projects are implemented by local institutions with a technical support provided by UN organisations and the European Centre for Minority Issues for one project. The project portfolio consists of the following projects:

**Aid for Trade (Aft)** project aims to enhance capacities of relevant decision-makers of the Ministry of Trade and Industry (MTI) staff to develop and implement evidence-based and pro-poor trade and industrial policies, support small and medium enterprises' (SMEs) access to market, information and finance, and farmers operating in the Economic Region South (ERS) and Mitrovica region, in raising productivity, employment and entrepreneurship, in a gender-responsive manner contributing to improved livelihoods.

The activities of the project include e.g. surveys, reports and assessments; support to policy development – especially industrial policy platform; draft law on tourism; capacity building; information system development; training and staff development for the private sector to designing export-marketing plans, gathering information on export markets, international quality management standards; support farmers with direct investment, advisory services and trainings. Moreover, project initiated dialogue and cooperation between central and local government in relation to economic and rural development. The project is implemented by UNDP in close cooperation with MTI, and it will come to an end by the end of 2016.

**Diaspora Engagement in Economic Development of Kosovo (DEED)** The overall objective of the programme is to enhance the contribution of the Kosovo diaspora to poverty reduction in the short-term and to sustainable, gender equitable local economic development in the long run. The objective will be reached through facilitating and encouraging investment and saving behaviour among migrants and remittance receiving households. In order to address the objective, the programme foresees intervention through three key methods: 1) strengthened capacities of Kosovo authorities to implement the National Strategy for Diaspora 2013–2018; 2) increased capacities of relevant stakeholders to facilitate migrants' investments in Kosovo; and 3) strengthened capacities of remittance recipients, diaspora business networks and Kosovar authorities to increase the positive impact of migration on the socio-economic environment of Kosovo. The project is implemented by the UNDP and the IOM with the Ministry of Diaspora being the main beneficiary, and it is expected to be finished in the end of 2016.

**Active Labour Market Programmes 2 (ALMP2)** The project's main objective is to improve the capacities of the labour market institutions to design relevant gender responsive policies at central level and to deliver integrated services at local level,

focusing on the most vulnerable groups among the unemployed. To this end, the intervention will strengthen and ensure the sustainability of the links between labour market actors – employers, job-seekers, policy-makers, public employment services and vocational training and educational institutions – through: 1) improving the human resource capacities and provision of continued direct implementation of active labour market measures for vulnerable groups – with a particular focus on youth and women – and further technical support for the capacities of implementing institutions; and 2) the enhancement of the labour market knowledge base in order to ensure evidence-based decision-making among labour market actors. The project is implemented by the Ministry of Labour and Social Welfare with technical support provided by UNDP. ALMP2 is expected to be finished in February 2017.

**UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV)** The objectives of the Programme are: 1) to raise awareness of DV and enhance access to services for survivors of domestic violence in pilot communities; 2) to strengthen formal/informal service chain of DV prevention, protection and reintegration services through catalytic interventions in pilot municipalities; 3) to enhance the economic independence of (potential) survivors of domestic violence and provide counselling for families and perpetrators; and 4) to disseminate programme results, capitalising on lessons learned for scale-up in other municipalities. The focus of the current phase of the programme (1 April 2015 to 31 March 2017) is in Kosovo North. The programme is implemented through UN Kosovo Team of five UN organisations including UNDP, UNFPA, UN Women, OHCHR and UNICEF.

**Support to implementation of the Forest Policy and Strategy in Kosovo** The overall objective of the project is to increase the contribution of the forest sector to the national economy through sustainable use of forest resources, taking into account the multipurpose forestry including the economic, social and environmental benefits as well as its contribution to climate change mitigation. The components of the project are: 1) institutional support to the implementation of forest policy and strategy; 2) integrated forest management and practices; and 3) forest sector and climate change. The current phase of the FAO project (2015-2016) is designed to ensure sustainability of the project results and, in partnership with UNDP, to extend project activities to the northern part of Kosovo with the aim to contribute to the process of reconciliation, through economic activities, and harmonisation of the forest management practices. The national implementing partner of the project is the Ministry of Agriculture, Forestry and Rural Development. The expected end date of the project is 31 December 2016.

**Support to Minority Communities during and after the Decentralisation Process, Project Extension 2014-2016.** The project aims to provide the Serb-majority municipalities in Kosovo with sustainable solutions on improving their local socio-economic perspectives by both empowering local governments as well as local communities. The project is implemented by the European Centre for Minority Issues (ECMI) and is expected to be finished by 31 January 2017.

In addition to multi-bilateral projects Finland also supports the civil society of Kosovo through the Embassy of Finland. The Embassy's Funds for Local Cooperation are allocated to NGO projects, especially focusing on human rights. The Funds for Local Cooperation complement the portfolio of bilateral projects funded by Finland.

## **OBJECTIVES OF THE EVALUATION**

The overall final evaluation of the Finnish-funded project portfolio will be conducted in order to assess the impact of Finnish development cooperation in Kosovo. In the past couple of years the focus of the cooperation has been on the economic development of

Kosovo. In the evaluation special emphasis is put to the contribution of Finnish-funded projects to the *economic development and employment* in Kosovo.

In 2014-2015 the Finnish support has been focused on the *integration of Northern Kosovo* into Kosovo structures, and the project activities are extended to the northern municipalities. The evaluation will assess whether the work with Northern Kosovo has contributed to reconciliation and national integration.

Finnish funded projects are implemented mainly by local ministries with technical support provided by UN organisations. In many projects collaboration between different organisations is needed. This applies specifically to the GBV programme which is implemented jointly by five UN organisations. The evaluation shall assess the usefulness of this kind of *collaborative project implementation*.

*Cross-cutting objectives* of Finnish development cooperation are taken into account in all Finnish funded interventions. The level of inclusion of CCOs in the Kosovo project portfolio shall be assessed especially from the perspective of human rights and gender equality.

**Also, the evaluation shall assess possibilities of transition to other forms of cooperation after the bilateral cooperation has ended, and give recommendations on further steps.**

The results of the evaluation will be used by the MFA as a part of results monitoring. The MFA is accountable for the development cooperation to the Parliament and to the public in Finland.

The lessons learnt can be used by Kosovo Government, and also by UN organisations when implementing new projects with other donors. The lessons learnt may also be used by MFA in other countries of cooperation.

## **SCOPE OF THE EVALUATION**

Overall Evaluation of the Kosovo project portfolio shall focus on the years 2014–2016, i.e. the period after the Framework Programme of 2009-2013. Practically *all the current Finnish funded projects* aim at the improvement of Kosovo's economy, inclusive growth and livelihoods of Kosovars. Therefore, it was decided not to conduct separate final evaluations, but one overall evaluation of the whole project portfolio. In addition to former cooperation, the geographical area of the development work is extended to Kosovo North, and *the emphasis has been shifted to Northern Kosovo*. The impact of the projects both in the South and in the North shall be assessed.

Two components of current projects will be evaluated separately: The DEED programme Diaspora Investment Fund and the ALMP2 project Self-employment programme. Consequently, these components will be excluded from the overall evaluation.

## **ISSUES TO BE ADDRESSED**

The main issues should be studied against the evaluation criteria below. The evaluation team may also take up other issues.

### **Relevance**

- How has the Finnish development cooperation facilitated transition from bilateral government-to-government cooperation towards other broad-based relations?
- To what extent are the project portfolio's objectives consistent with beneficiaries requirements and the priorities of the government of Kosovo and Finland?



- What is the added value of the Finnish-supported projects in comparison with the EU assistance and other bilateral donors' support?

### **Impact**

- To what extent have the objectives of the Finnish funded projects been achieved *including the cross-cutting objectives of Finnish development policy*?
- What are the intended /unintended, short-term/long-term, positive/negative impacts of the Finnish support (disaggregated by gender where applicable)?

### **Sustainability**

- Is there a solid base for maintaining the project results after the external support has come to an end, including possible continuing financing by the Government of Kosovo or other financiers?
- Are the achievements economically, institutionally, technically, socio-culturally and environmentally sustainable (disaggregated by gender where applicable)?

### **Effectiveness**

- To what extent have the Finnish funded projects achieved the objectives described in the project documents, why/why not?

### **Efficiency**

- Can the financial and human resources put into the projects be justified by the results and their quality, quantity and timeliness?
- To what extent have the management structures of the projects been efficient, especially in projects implemented through several organisations?

### **Aid effectiveness and coherence**

- How well have the projects promoted ownership, alignment, management for development results and mutual accountability?
- How coherently have other programmes and other policies taken into account in implementation of the projects, and how this has possibly affected the project portfolio?

### **Additional issues to be addressed**

- To what extent has the support to Northern Kosovo contributed to the reconciliation and integration of the northern municipalities to Kosovo structures?
- What are the pros and cons in implementing projects jointly by different organisations in Kosovo (GBV, DEED, Forestry Programme), how do the projects contribute to the *Delivering as One UN* policy?

### **METHODOLOGY**

Before starting the field work, the evaluators will study the documents related to the evaluation. They will also propose an approach and formulate a more detailed evaluation methodology. It is expected that the evaluators will use multiple methods, both quantitative and qualitative, and the validation of results must be done through multiple sources. The approach to the evaluation shall be participatory. The evaluation data shall be disaggregated by relevant categories.

### **THE EVALUATION PROCESS AND TIME SCHEDULE**

Tentatively, the evaluation will start in November 2016, and the final evaluation report is expected to be available in February 2017.

After the kick-off meeting, inception phase and desk study, the evaluation team shall do field work in Kosovo. The field work will tentatively be done in November-December.

The evaluators shall propose a detailed work plan.

## **REPORTING**

The evaluation team shall provide an inception report, presentation of field findings, draft final report, final report, and presentation of evaluation findings. The final report shall not exceed 40 pages (plus annexes) with clear findings and conclusions, recommendations and lessons learned.

## **EXPERTISE REQUIRED**

The composition of the expert team is not predetermined but the proposed composition of the team is one international and one national expert. One person shall be nominated as a Team Leader.

The team shall have expertise in:

- programme evaluations and planning especially in the sector of economic development
- integrating cross-cutting objectives, particularly gender equality, into project planning, implementation, monitoring and evaluation
- quality assurance of evaluation.

## **TENTATIVE BUDGET**

The total available budget for the evaluation is EUR 50 000, excluding VAT, which cannot be exceeded. The budget shall include the fees of the experts and the reimbursements.

## **MANDATE**

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorised to make any commitments on behalf of the Government of Finland.

## **ANNEXES:**

- MFA evaluation manual, link:  
<http://formin.finland.fi/public/default.aspx?contentid=288455&contentlan=2&culture=en-US>
- Evaluation report quality checklist (OECD/DAC and EU standards), link:  
<http://www.uneval.org/document/detail/607>
- HRBA guidance note  
<https://foorumi.mfa.uhnet.fi/ws/keo20/HRBA/HRBA%20guidance%20note.pdf#search=HRBA%20guidance%20note>

## ANNEX 5 WORK PLAN

Work plan including proposed activities and their schedule, responsibilities among team members and allocation of working days per experts						Approx daily input of experts		
Activity	Nov'16	Dec '16	Jan '17	Feb '17	Mar '17	Team Leader JH	National Expert RH	Home Office Project Director
<b>Start-up phase</b> (week starting)								
Submission of tender bid	3.11.							
Decision	21.11.							
Signing the MFA-FCG contract and contracts with experts	24.11. & 29.11.							
<b>Inception</b>								
Initial analysis of materials	30.11.					1	0,5	
Briefing/Start-up meeting in MFA	23.11.					0,5	0,5	0,5
Data search and analysis						1,5	1	
Briefing/meeting of the National M&E Expert with the First Secretary of the Embassy of Finland in Kosovo		22.12.					0,5	
Inception Report writing (incl. WP for field, methodology, clarified research)						2	2	
Submission of Inception Report			30.12.					
Preparation & dissemination of online survey							0,5	0,5
<b>Field mission</b>								
Travel to Kosovo			15.1.			1		
Meetings with Embassy in Kosovo			16.1.			1	1	
Meetings with relevant stakeholders and beneficiaries in Pristina						3	3	
Meetings with relevant stakeholders and beneficiaries in Northern Kosovo						6	6	
Team work - preparing initial findings, & any follow up meetings						1	1	
Field findings presented to MFA/Embassy (videolink to MFA Helsinki)			27.1.			0,5	0,5	
Travel back to Finland			28.- 29.1.			1		
<b>Evaluation Report</b>								
Analysis of on-line surveys & follow up of any other data				1.2.		1	1	
Data analysis & preparation of draft evaluation report				10.2.		10	6	0,5
Submission of draft Evaluation Report				28.2.	1.3.			
MFA/stakeholders commenting draft Evaluation Report					21.3.			
Incorporating comments and submitting final draft Evaluation Report					29.3.	1,5	1	0,5
						<b>31</b>	<b>24,5</b>	<b>2</b>
<b>Proposed division of tasks within team</b>						<b>TL</b>	<b>NE</b>	<b>HOPD</b>
Team leadership, evaluation methodology						R	C	C
Ensuring alignment with Finnish development cooperation policies						R	C	C
Business development / employment						C	R	C
Natural resources management & forestry						R	C	C
Assessment of project design, monitoring & evaluation						R	C	C
Human rights based approach						C	R	C
Gender and equality						C	R	C
Capacity development & institutional development						C	R	C
Quality control						C	C	R

R = Responsible C = Contribute

## ANNEX 6 ONLINE STAKEHOLDER QUESTIONNAIRE

### STAKEHOLDER QUESTIONNAIRE - KOSOVO EVALUATION

Finland has supported Kosovo's development since 1999. The support for the recovery was planned to be of limited duration. In the years 2009–2013 Finland implemented the so called Development Policy Framework Programme in the Western Balkans. The Programme was built around the following interlinked themes: 1. Stability and Security, 2. Aid for Trade, 3. Environment, and 4. Social sustainability. Kosovo was Finland's country-specific priority in the Programme.

Finland's human rights-based approach (HRBA) to development includes civil and political rights and freedoms as well as economic, social and cultural rights. Finland's Development Policy Programme 2012-2015 included three cross-cutting objectives: gender equality, reduction of inequality and climate sustainability.

In the recent years Finland's development cooperation with Kosovo has been focused on projects contributing to Kosovo's economic development and job creation, taking into account the gender aspect and vulnerable groups as cross-cutting objectives. In the final phase of the Finnish development cooperation in Kosovo the geographic area of supported projects has been extended also to Northern Kosovo, which is expected to contribute to the integration of the northern municipalities into Kosovo structures.

In 2016 and 2017 all projects supported by Finland in Kosovo are foreseen to be finished, and Finland's bilateral development cooperation in Kosovo will come to an end.

The current evaluation is planned to be an overall final evaluation of the Finnish support in Kosovo, with a special emphasis on the impact of the Finnish-funded development projects in Kosovo. Overall Evaluation of the Kosovo project portfolio shall focus on the years 2014–2016, i.e. the period after the Framework Programme of 2009-2013.

Practically all the current Finnish funded projects aim at the improvement of Kosovo's economy, inclusive growth and livelihoods of Kosovars. In the evaluation special emphasis is put to the contribution of Finnish-funded projects to the economic development and employment in Kosovo.

The portfolio evaluation includes the six Finnish-funded bilateral projects being implemented in Kosovo in 2016:

- Aid for Trade (Aft)
- Active Labour Market Programme 2 (ALMP2)
- Diaspora Engagement in Economic Development of Kosovo (DEED)
- Support to Minority Communities during and after the Decentralisation Process, Project Extension 2014-2016 (ECMI): Towards a Sustainable and Inclusive Growth for all Newly-established Municipalities in Kosovo (TSIGaN)
- Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)
- UN Joint Programme on Domestic/Gender-Based Violence in Kosovo (GBV)

#### \*Required

1. Email address \*

2. Your name \*

3. Gender \*

*Mark only one oval.*

- ☐ Male
- ☐ Female

## 4. Organisation \*

## 5. Project - please choose appropriate(s) \*

*Tick all that apply.*

- ☐ Aid for Trade (AFT)
- ☐ Active Labour Market Programme 2 (ALMP2)
- ☐ Diaspora Engagement in Economic Development of Kosovo (DEED)
- ☐ Support to Minority Communities during and after the Decentralisation Process, project extension 2014-2016 (ECMI): Towards a Sustainable and Inclusive Growth for all Newly-Established municipalities in Kosovo (TSIGaN)
- ☐ Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)
- ☐ UN Joint Programme on Domestic / Gender-Based Violence in Kosovo (GBV)

## 6. Your title / role in the Project / your connection with the project \*

## RELEVANCE

7. To what extent are the project portfolio's objectives consistent with beneficiaries' requirements and the priorities of the government of Kosovo? Priorities in the Programme of the Government of the Republic of Kosovo (2015-2018): 1) Economic development, employment and welfare; 2) Rule of Law; 3) European Agenda and Foreign Policy; 4) Education, Science, Culture, Youth and Sports; and 5) Modern Healthcare.

*Mark only one oval.*

	1	2	3	4	
Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent

8. To what extent are the project portfolio's objectives consistent with beneficiaries' requirements and the priorities of the government of Finland? (Priorities of Finland's Development Policy Programme 2012-2015: 1) A democratic and accountable society that promotes human rights; 2) An inclusive green economy that promotes employment; 3) Sustainable management of natural resources and environmental protection; and 4) Human development).

*Mark only one oval.*

	1	2	3	4	
Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent

9. To what extent the Finnish development cooperation has had influence in political priorities of Kosovo-territorial integration?

*Mark only one oval.*

	1	2	3	4
	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

10. Was the identification of problems (problem analyses) behind the selected approach appropriate (did the project objectives - overall objective, project purpose – address the correct problems)?

*Mark only one oval.*

- ☐ Poor
- ☐ Fair
- ☐ Average
- ☐ Good
- ☐ Excellent

11. How relevant are the introduced best practices & methods (e.g. technology, methods, systems, and networking) in relation to the needs and possibilities of different groups/levels of community beneficiaries, and local and national level stakeholders?

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

## EFFECTIVENESS

12. To what extent the mix of Finnish development cooperation aid instruments and modalities was appropriate to achieve objectives?

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

13. How well has the Programme succeeded (or is estimated) to produce the planned results & outputs, both in terms of quantitative targets & quality?

*Mark only one oval.*

- ☐ Poor
- ☐ Fair
- ☐ Average
- ☐ Good
- ☐ Excellent



**IMPACT**

14. To what extent has the project achieved the objectives described in the project documents?

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

15. What are the major achievements/results of the project?

**SUSTAINABILITY**

16. Is there a solid base for maintaining the project results after the external support has come to an end, including possible continuing financing by the Government of Kosovo or other financiers?

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a Great Extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

17. Your assessment of the likelihood of benefits produced by the project to continue to flow after external funding has ended, and with particular reference to factors of ownership by beneficiaries, policy support, economic and financial factors, socio-cultural aspects, gender equality, appropriate technology, environmental aspects, and institutional and management capacity.

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

**AID EFFECTIVENESS & COHERENCE**

18. How well have the projects promoted ownership and alignment with national/regional policies and strategies?

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

19. At what extent is Finnish development cooperation coherent with and complementary to the development strategies and programmes of other major bilateral and multilateral donors (UN agencies, EU and its member states, World Bank and USA)?

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

**OTHER ISSUES**

20. To what extent has the Finnish support to Northern Kosovo contributed to the reconciliation and integration of the northern municipalities to Kosovo structures?

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

21. What are the pros and cons in implementing projects jointly by different organisations in Kosovo (GBV, DEED, Forestry programme), how do the projects contribute to the Delivering as One UN policy?

#### HRBA & CROSS-CUTTING OBJECTIVES

22. To what extent could the projects have applied stronger HRBA in their operational planning, implementation & monitoring? Are the relevant rights identified?

*Mark only one oval.*

1      2      3      4

Not at all	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	To a great extent
------------	-----------------------	-----------------------	-----------------------	-----------------------	-------------------

23. How is gender mainstreaming actively practiced in the projects (both in field activities and in the project staffing)?

24. In what respect is climate sustainability addressed in the projects?

#### We thank you for your effort!

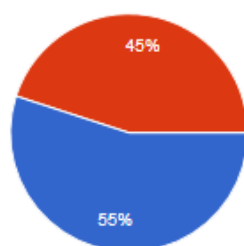
Should you have any questions or comments related to the survey, feel free to write them here or contact us by email ([Juhani.Harkonen@fcg.fi](mailto:Juhani.Harkonen@fcg.fi) or [Rozetah@gmail.com](mailto:Rozetah@gmail.com))

☐ Send me a copy of my responses.

## ANNEX 7 RESPONSES TO THE ONLINE QUESTIONNAIRE

### Summary of Google Forms online survey responses (20)

#### Gender

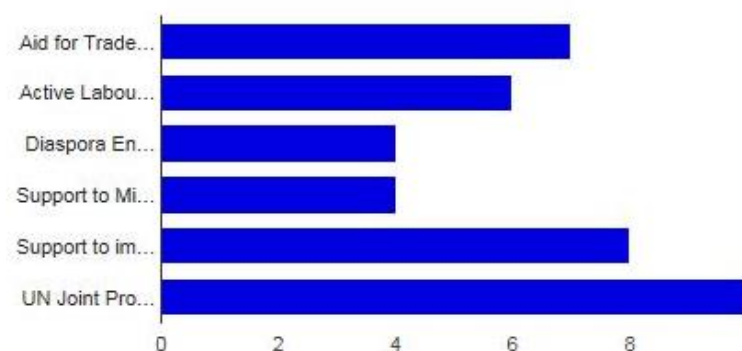


Male 11 55%  
Female 9 45%

#### Organisation

- UNDP
- Office of High Commissioner for Human Rights (OHCHR)
- Ministry of Trade and Industry
- FAO
- UNKT
- UNDP Kosovo
- Kosovo Forest Agency
- UN Women
- UNDP -Mitrovica North Municipality
- KAPIE- Kosovo Association for Promotion of Inclusive Education
- UNFPA
- European Centre for Minority Issues Kosovo

#### Project - please choose appropriate(s)



Aid for Trade (AFT)	7	35%
Active Labour Market Programme 2 (ALMP2)	6	30%
Diaspora Engagement in Economic Development of Kosovo (DEED)	4	20%
Support to Minority Communities during and after the Decentralisation Process, project extension 2014-2016 (ECMI): Towards a Sustainable and Inclusive Growth for all Newly-Established municipalities in Kosovo (TSIGaN)	4	20%
Support to implementation of the Forest Policy and Strategy in Kosovo (Forestry programme)	8	40%
UN Joint Programme on Domestic / Gender-Based Violence in Kosovo (GBV)	10	50%

#### Your title / role in the Project / your connection with the project

- Project Manager
- Project Officer
- Agency Focal Point, one of drafters of the project
- Chief of Staff and Adviser of the Minister of Trade and Industry
- National Team Leader
- Joint Programme Coordinator GBV 2
- Collaborator from UNDP
- Sustainable Development Programme Officer and later Portfolio Manager

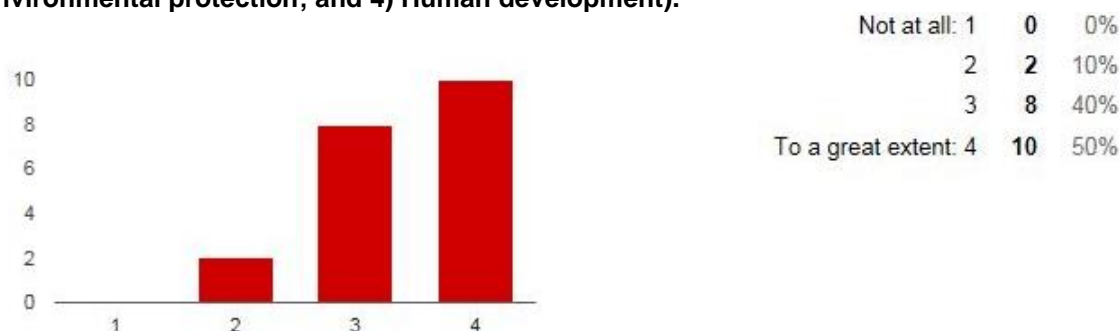
- UNDP Resident Representative and UN Development Coordinator
- Stakeholder
- Project Associate - Responsible for project implementation
- Advisor to the mayor of Zvečan, stakeholder
- Logistics
- Facilitating cooperation between UNDP and local self-government
- Programme Specialist
- Project Coordinator
- Programme Coordinator

## RELEVANCE

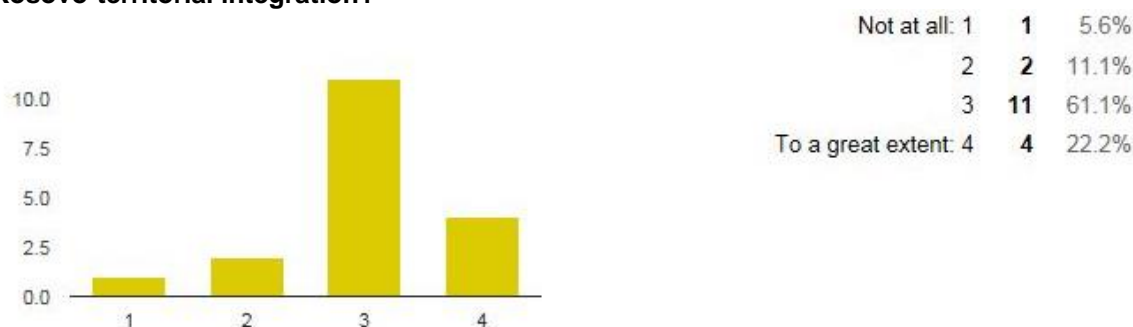
To what extent are the project portfolio's objectives consistent with beneficiaries' requirements and the priorities of the government of Kosovo? Priorities in the Programme of the Government of the Republic of Kosovo (2015-2018): 1) Economic development, employment and welfare; 2) Rule of Law; 3) European Agenda and Foreign Policy; 4) Education, Science, Culture, Youth and Sports; and 5) Modern Healthcare.



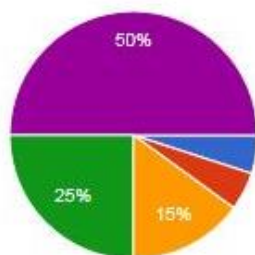
To what extent are the project portfolio's objectives consistent with beneficiaries' requirements and the priorities of the government of Finland? (Priorities of Finland's Development Policy Programme 2012-2015: 1) A democratic and accountable society that promotes human rights; 2) An inclusive green economy that promotes employment; 3) Sustainable management of natural resources and environmental protection; and 4) Human development).



To what extent the Finnish development cooperation has had influence in political priorities of Kosovo-territorial integration?

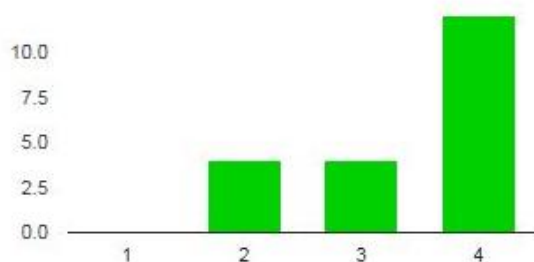


**Was the identification of problems (problem analyses) behind the selected approach appropriate (did the project objectives - overall objective, project purpose – address the correct problems)?**



Poor	1	5%
Fair	1	5%
Average	3	15%
Good	5	25%
Excellent	10	50%

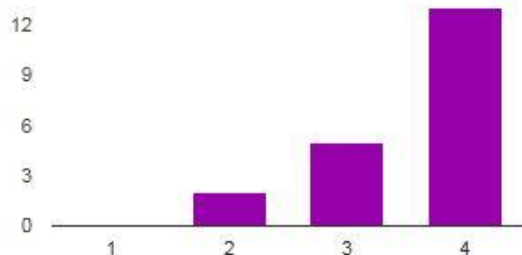
**How relevant are the introduced best practices & methods (e.g. technology, methods, systems, and networking) in relation to the needs and possibilities of different groups/levels of community beneficiaries, and local and national level stakeholders?**



Not at all: 1	0	0%
2	4	20%
3	4	20%
To a great extent: 4	12	60%

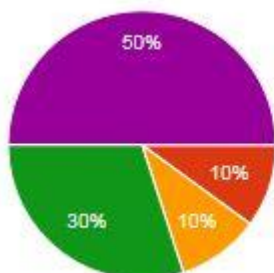
## EFFECTIVENESS

**To what extent the mix of Finnish development cooperation aid instruments and modalities was appropriate to achieve objectives?**



Not at all: 1	0	0%
2	2	10%
3	5	25%
To a great extent: 4	13	65%

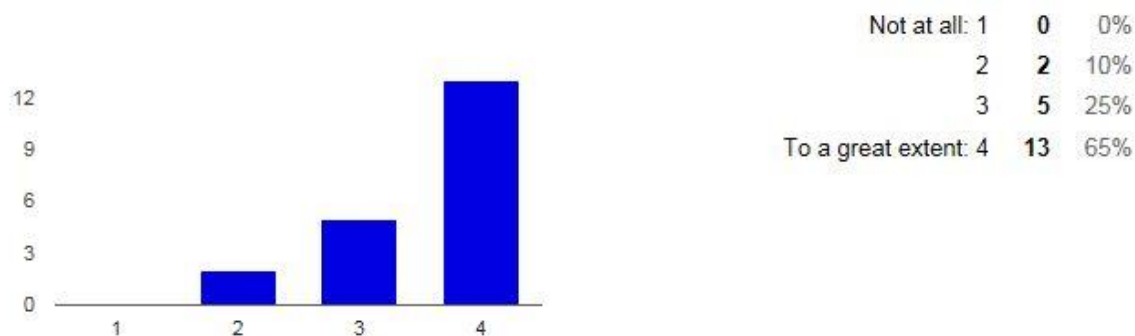
**How well has the Programme succeeded (or is estimated) to produce the planned results & outputs, both in terms of quantitative targets & quality?**



Poor	0	0%
Fair	2	10%
Average	2	10%
Good	6	30%
Excellent	10	50%

## IMPACT

To what extent has the project achieved the objectives described in the project documents?



What are the major achievements/results of the project?

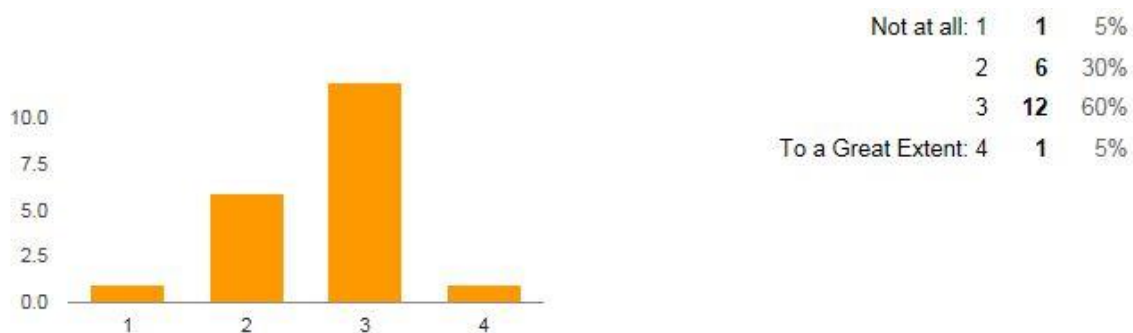
- Establishment of interinstitutional coordination mechanisms for addressing GBV; increased reporting of GBV cases for more than 50%; psychosocial and legal aid services for survivors established; developed local action plans for addressing GBV; established shelter for GBV survivors; developed capacities of police to respond to GBV cases; etc
- Strengthening staff capacities in the Ministry
- The major achievements of the project are introduction and setting of the sustainable forest management practices, i.e., planning, harvesting, monitoring, afforestation, protection, use of wood biomass, and their implementation in accordance with the national forestry strategic objectives
- Change of mind sets of local people, NGO's and Institutions regarding the GBV phenomena
- Since my answers are based on the information and outputs from North Kosovo, as the main results I noticed certain activities in forestry sector and very small support in economic development and decreasing unemployment.
- 142 women and men have been supported through different activities to improved their production capacities or to establishing businesses in forestry related area
- The project has greatly contributed to poverty reduction through channeling remittances in job creation and awareness raising on the latter. Further, it has directly helped and increased financial literacy of the remittance receiving households as well as helped improve strategic institutional policy development.
- From the UNDP Sustainable Development programme side, which encompasses all the aforementioned projects, the main objective has been to socioeconomically empower vulnerable communities - women, youth, long-term unemployed and unskilled Kosovars, victims of domestic violence/GBV, smallholder farmers, and by extent, their families and dependants. Moreover, central and local institutions have been supported to strengthen their evidence-based policymaking and human rights-based approach to public service delivery. MFA of Finland has been a key partner in this process and their projects have been of utmost importance and have produced significant results. Working closely with labour market institutions and equipping them with the knowledge and tools in delivering better and targeted services, a package of services that enhance livelihoods of citizens have been developed and are used by local and central Kosovo institutions: - Skills development and job creation for the most vulnerable women and men in the labour market (active labour market measures, and reforms of the public employment services) - Establishment of new businesses for youth generating jobs for themselves and the community - Supporting smallholder farmers to increase productivity and gain more income for their families and fostering import substitution - Promoting investments and exports through business networking, B2Bs within Kosovo as well as at the regional and global level - Behavior change from consumption to investment among remittance recipients (matching grants scheme) - Evidence-based policy making (The findings and recommendations deriving from a number of analytical studies have been used as basis for developing some of the country's most important strategies, such as the National Development Strategy, the Private Sector Development Strategy, the Industrial Policy, the Employment Strategy, the Diaspora Strategy, etc. Recently, the support has been taken to a different level and Ministries are being supported to meeting some of the requirements deriving directly or indirectly from the SAA agreement: the Law on Agriculture and Rural Development, the functioning of the Employment Agency, application for WTO accession, the Strategy Against Domestic and Gender-based Violence).
- Hard to capture in an online survey. But, for me, the most important results relate to the establishment of innovative and effective national systems, procedures, and methodologies for employment generation, leading to thousands of new jobs for Kosovars over the years. In addition, the DEED programme has played a critical, unique role in establishing linkages among the diaspora and increasing their engagement in sustainable development in Kosovo. The GBV programme has broken down barriers to effective prevention and reduction of gender-based violence in the communities where it has been active. The ALMP project will continue. The future of GBV, Aft, and DEED are less clear...
- In case of Forestry sector, they have done all the project, which have ben planned to implement in Kosovo.
- Establishment of Coordination Mechanisms for Protection Against Domestic Violence in 7 Municipalities , Support for National Strategy for Protection against DV ( approved in 2016), support for Police, Judiciary,
- New jobs have been created; MTI's staff capacities enhanced; supported development of small and medium businesses; and farmers



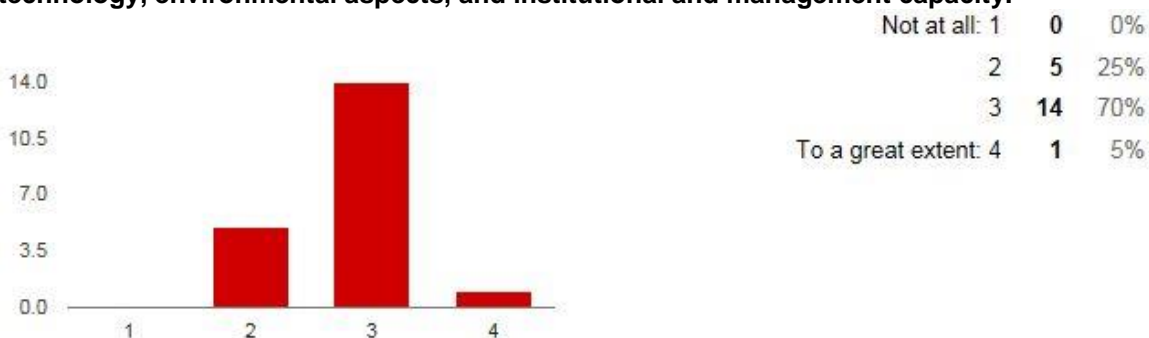
- The project worked in achieving results in three components: Reform and modernisation process of the public employment services (PES); Skills development opportunities and job creation; enhanced knowledge base on labour market leading to evidence-based gender sensitive decision making. In all three components the project has achieved the intended results, in line with the project document. The main achievements in these components are: The PES are able and have the tools to provide effective and efficient services to their clients; the PES has a tracking system that measures their performance at the individual, office, regional and country level; the PES has the ability and the tools to offer active labour market programmes to its clients which have improved the livelihoods of more than thousands of individuals in Kosovo; PES have improved its visibility which has resulted in an increase of more than 40% of registered jobseekers and 100% of vacancies announced by private sector companies; the institutions have better labour market analysis in which to base their policies;
- In the Active Labour Market Programme 2, the human resource capacities are improved and active labour market measures for vulnerable groups were implemented. Labour market database was updated by registration of the job seekers from the North municipalities. 2. In the second relevant project: Towards a Sustainable and Inclusive Growth for all Newly-established Municipalities in Kosovo, the major achievement was noticed through empowered local CSOs to participate in and monitor public life. Also the municipality staff were given the language trainings. 3. The UN Joint Programme on Domestic/Gender-Based Violence in Kosovo has raised the public awareness on this issue. The Coordination mechanism was established and formal/informal service chain of DV prevention, protection and reintegration was created. Some of the victims of DV were supported in order to become independent.
- Established communication of KFA and Srbija Summe in the north
- Visibility and raising awareness
- The project has managed to achieve that GBV to be recognised as a serious issue in the society and to have commitment of key institutions e.g. municipality, CSO, Health care providers, police...
- With a targeted set of activities the project has promoted strong and effective local government, by inter alia, assisting with the development of municipal strategies on local economic development via training while ensuring local ownership. Furthermore it has successfully conducted a series of trainings with vulnerable and marginalised groups and civil society organisations to increase their participation skills, strengthen their networks with each other and their ties with community officials.

## SUSTAINABILITY

**Is there a solid base for maintaining the project results after the external support has come to an end, including possible continuing financing by the Government of Kosovo or other financiers?**



**Your assessment of the likelihood of benefits produced by the project to continue to flow after external funding has ended, and with particular reference to factors of ownership by beneficiaries, policy support, economic and financial factors, socio-cultural aspects, gender equality, appropriate technology, environmental aspects, and institutional and management capacity.**



## AID EFFECTIVENESS & COHERENCE

How well have the projects promoted ownership and alignment with national/regional policies and strategies?

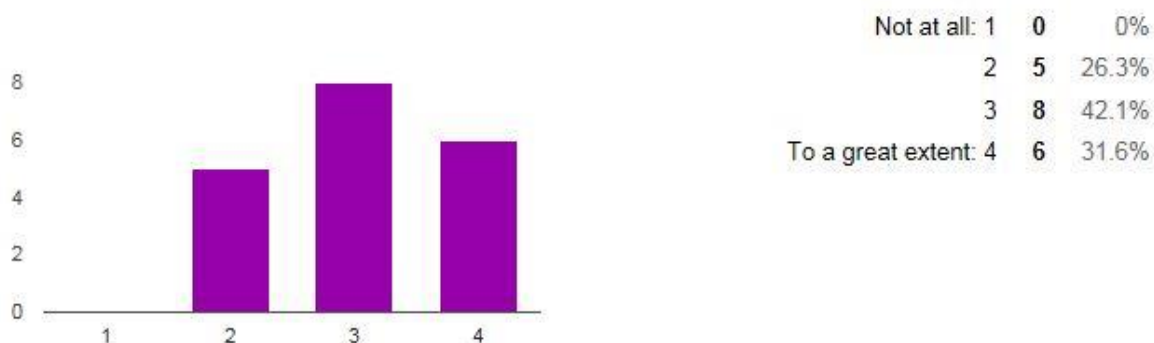


At what extent is Finnish development cooperation coherent with and complementary to the development strategies and programmes of other major bilateral and multilateral donors (UN agencies, EU and its member states, World Bank and USA)?



## OTHER ISSUES

To what extent has the Finnish support to Northern Kosovo contributed to the reconciliation and integration of the northern municipalities to Kosovo structures?



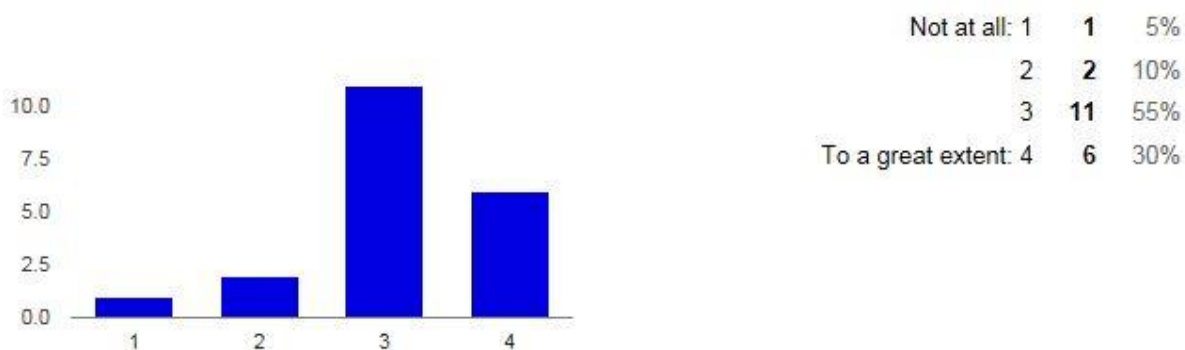
What are the pros and cons in implementing projects jointly by different organisations in Kosovo (GBV, DEED, Forestry programme), how do the projects contribute to the Delivering as One UN policy?

- The projects implemented strongly demonstrated Delivering as One UN policy more than ever before in Kosovo. GBV/DV project partnered with Aid for Trade, Active Labour Market and Forestry for economic empowerment of GBV survivors, while participating UN agencies acted in complementary manner. Coordination mechanisms were established on the level of UNKT/CDP results groups and thematic groups.
- Although the idea on joint projects is very good, the implementation in the field faced difficulties. The major difficulties consist on agency technical competences and project field management bureaucracies.
- Pro: Strength, Capacity, Knowledge at 1 place Cons: Bureaucracy of 5 different UN agencies
- I am not familiar with the pros and cons in implementing project since I do not have full insight in delivered policies.
- All of the economic interventions were based on previous research, and conducted in good synergy with other UNDP projects, GBV 2, ALMP 2, Aid for Trade.
- I can only report on pros, as those are marked in the periodic and final DEED progress reports. The cooperation with other Finnish Funded Projects (i.e. Aft and ALMP) has been exemplary.

- The pros are fairly obvious, each agency comes with their particular set of expertise that increases the impact of the particular projects - the combination of forestry expertise of FAO and economic development of UNDP, for instance, fosters a multidisciplinary and multilayer approach of the Forestry programme that benefits the end-users more. The same applies for the GBV programme. On the other hand, this multiagency approach brings about a higher level of complexity and bureaucracy, whereby more sets of rules, regulations and procedures are in place. Therefore, the administration, logistics, reporting, as well as sometimes communication among all agencies gets more difficult.
- Oh my goodness, if it wasn't for Finland and these pioneering projects, we would literally have no DaO in Kosovo. Finland took a chance on joint programming when others would not. The benefits are enormous as we have learned how to work together as one through implementation of these specific projects. We will continue to do so and will build on these very positive experiences. Certainly the model used for most of the projects will be continued as it is both efficient and effective (i.e. UNDP serves as implementing agent on behalf of the different agencies).
- In general all the project which are implemented in Kosovo, have contributed positively, a specially Forestry was the most beneficiaries sector.
- Working together as one by using a joint up approaches I think it's a great achievement, complementing each other's work and by respecting different mandates ...the challenges could be prolonged procedures etc.
- AFT with GBV programme and Forestry project had successfully implemented the joint projects.
- The Joint projects contribute to the Delivering as One UN Policy with taking a shared responsibility not only for the project actions, but for the overall situation on the field. Also, this is the only way how the problem of duplicating and overlapping the activities can be avoided. On the other hand, such projects are difficult to organize, as they are robust and involve a lot of people.
- Pros are the unbiased approach and objectiveness, Cons are neglecting the interest from stakeholders of the north at the favour of the integration that impairs the project success
- In case of GBV joint project it contributed highly in enhancing and complementing mandates of each UN agency as well as in Delivering as One.
- Pros: expertise, opinions and thoughts of various actors, which combined can produce various results. Cons: Coordination and competing agendas and mandate can cause problems.
- Pros: Stronger interagency coordination; multi-sectorial approach,

## HRBA & CROSS-CUTTING OBJECTIVES

**To what extent could the projects have applied stronger HRBA in their operational planning, implementation & monitoring? Are the relevant rights identified?**



**How is gender mainstreaming actively practiced in the projects (both in field activities and in the project staffing)?**

- In all aspects, starting from recruitment of project team (50% female staff, 50% male), over the beneficiaries (more than 90% women)
- In our project the gender aspect is practiced very actively, both in the field as well as in selection of the project staff.
- All programme activities are gender mainstreamed. Opportunities to benefit from the programme are provided to women and men. Composition of Coordination Mechanism is 50% women and 50% men and composition of Technical subgroups are 80% of women and 20% men. The programme provides equal opportunity for economic reintegration and empowerment to women and men (around 80% are women and 20% are men beneficiaries of employment programmes). The number of women beneficiaries of the programme is higher and is correlated to the fact that the vast majority of survivors are women (more than 85%).
- I believe that gender mainstreaming actively practiced in the projects staffing but not equally in field of activities.
- In all activities foreseen under this project we gave priority to women to benefit from the project, unfortunately only 25% of beneficiaries are women.
- The gender mainstream has been broadly and successfully practiced throughout the project lifetime.
- Gender equality is streamlined across all projects, both in terms of beneficiaries, products, as well as staffing. One of the core objectives of each of the project is empowerment of women, economically through job and skills creation, productivity improvements, etc., and socially through services for better participation in public and private lives, services addressing gender-based violence and more. The percentage of women taking

advantage of job and skills generation opportunities has constantly been around 45 percent of beneficiaries. Moreover, all analytical work and capacity development of public servants has integral gender components embedded, enhancing service delivery and policy making that is better targeted and responds to potentially differing needs of women and men. Project staffing is then done on a merit-based, gender equal basis, whereby women and men have equal opportunities for becoming a member of each of the project team, as well as managing the project itself. All in all, gender equality is of paramount importance for UNDP, and is heavily paid attention to across project's activities.

- Gender mainstreaming as a basic principle underlies all of the project strategies. There are specific targets adopted within the project documents that are taken very seriously by both the UN agencies and our local partners.
- Partially
- Opportunities to benefit from the programme are provided to women and men. The programme makes efforts in engaging women and men from central and local institutions into implementation of the programme. Composition of Coordination Mechanism is 50% women and 50% men and composition of Technical subgroups are 80% of women and 20% men. The number of women beneficiaries of the programme is higher and is correlated to the fact that the vast majority of survivors are women (more than 85%).
- Gender equal approach was highly demonstrated during the project implementation, including the project staff.
- The project has used quota as a form of increasing the inclusion of women in the active labour market programmes and also other project activities. Women represent around 42% of the total number of the project beneficiaries.
- In all projects, the staff was gender balanced, but the beneficiaries were mainly women, as per nature of the projects
- Yes
- Among staff gender balance is highly present and visible.
- In our case with the projects we implemented in education sector it was very well practiced, as the majority of teachers who participated in our training and other activities were females. So we can even say that females were over represented in our project in comparison with males
- In all activities including project staffing gender mainstreaming is mandatory.
- Regarding project staffing, the staff has been gender equal throughout the project implementation. As well as continuous efforts to include a balanced gender participation in all trainings, focus groups and trained municipality officials.
- Gender is mainstreamed effectively and actively at all stages of project cycle.

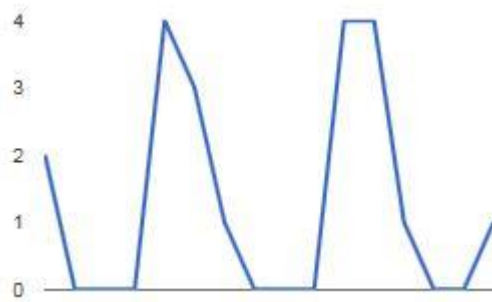
#### **In what respect is climate sustainability addressed in the projects?**

- OHCHR ensured sustainable psychosocial counselling, psychotherapeutical services and legal aid for GBV survivors until end of 2018; GBV coordination mechanisms and strategic documents are also something that will be used in a longer term; awareness raising activities already began with change of attitudes and gender stereotypes before all among young people
- The environmental aspect and sustainability use of the nature resources have been considered by the project in all its components and activities and to the great extent.
- During Self-employment phase we took care of all climate sustainability concerns into account
- I do not have relevant information that climate sustainability was addressed at all.
- Project of afforestation directly benefits climate sustainability.
- NA as the DEED programme was not involved in any way, shape or form on the matter.
- While the projects do not have climate sustainability as a core objective, the projects are considered to be climate neutral. All projects underwent a UNDP environmental and social screening and no potential negative impacts have been assessed. Use of environmentally friendly technologies in job creation, skills development, and private sector support, including smallholder farming is promoted by project teams.
- Here the answer is less clear. Other UN joint programmes have pursued a green jobs approach to employment generation. I'm not aware that this was the case for the Finnish funded projects. Obviously the forestry project addresses climate sustainability, albeit indirectly.
- During project implementation, we tried to take care the issue of climate constancy, and I think that we have achieved.
- Institutionalisation of the Municipal Coordination Mechanisms ( in Gjakova, Gjilan and Dragash) which operate now as independent body , Mayors support, allocation of budget for gender issues at the local level
- Project did address the climate sustainability on the extent it was possible through few activities.
- The project has overall been neutral to environment, as environmental topics are not among the aims of the project.
- In the projects implemented in Zvečan there were no climate responsibility involved
- Pore, locational forest biodiversity was not respected. Only six tree types seeds and plats was recommended.
- No info
- It was not tackled so much in our project activities, except that our project collaborated with different projects financed from Finnish Embassy and one of them was entirely focusing on the climate sustainability
- Political and financial commitment of key national stakeholders e.g. municipality has been achieved during the project.
- To a small extent.
- Environment impact is assessed at design stage of projects.

**We thank you for your effort!**

Should you have any questions or comments related to the survey, feel free to write them here or contact us by email ([Juhani.Harkonen@fcg.fi](mailto:Juhani.Harkonen@fcg.fi) or [Rozetah@gmail.com](mailto:Rozetah@gmail.com))

- I would like to mention that Northern municipalities were and still are quiet neglected in many processes. Many other programmes implemented in Kosovo, or even in Serbia, have skipped area of North Kosovo why population suffering in many sectors. There is the evident need for human development, capacity building, democratic and accountable programmes both for society and institutions in the North. There is a special need for improving the awareness of society as well as to establish two-way communication between local and central government. I hope that you will manage to visit us in the north so we can have more time to explain the missed chances and neglected approach towards non-majority community in the north.

**Number of daily responses**

## ANNEX 8 ONLINE QUESTIONNAIRE – CLASSIFIED ANSWERS TO OPEN QUESTIONS

### What are the major achievements/results of the project?

#### Comments from people involved in various portfolio projects:

- Since my answers are based on the information and outputs from **North Kosovo**, as the main results I noticed certain activities in **forestry sector and very small support in economic development and decreasing unemployment**.
- From the UNDP Sustainable Development programme side, which encompasses all the aforementioned projects, the main objective has been to socioeconomically **empower vulnerable communities** - women, youth, long-term unemployed and unskilled Kosovars, victims of domestic violence/GBV, smallholder farmers, and by extent, their families and dependants. Moreover, **central and local institutions have been supported** to strengthen their evidence-based policymaking and human rights-based approach to public service delivery. **MFA of Finland has been a key partner in this process and their projects have been of utmost importance and have produced significant results**.
- Working closely with **labour market institutions** and equipping them with the knowledge and tools in delivering better and targeted services, a **package of services that enhance livelihoods of citizens have been developed and are used by local and central Kosovo institutions**:
  - Skills development and job creation for the most vulnerable women and men in the labour market (active labour market measures, and reforms of the public employment services)
  - Establishment of new businesses for youth generating jobs for themselves and the community
  - Supporting smallholder farmers to increase productivity and gain more income for their families and fostering import substitution
  - Promoting investments and exports through business networking, B2Bs within Kosovo as well as at the regional and global level
  - Behavior change from consumption to investment among remittance recipients (matching grants scheme)
  - Evidence-based policy making (The findings and recommendations deriving from a number of analytical studies have been used as basis for developing some of the countries most important strategies, such as the National Development Strategy, the Private Sector Development Strategy, the Industrial Policy, the Employment Strategy, the Diaspora Strategy, etc. Recently, the support has been taken to a different level and Ministries are being supported to meeting some of the requirements deriving directly or indirectly from the SAA agreement: the Law on Agriculture and Rural Development, the functioning of the Employment Agency, application for WTO accession, the Strategy Against Domestic and Gender-based Violence).
- Hard to capture in an online survey. But, for me, the most important results relate to the establishment of innovative and effective national systems, procedures, and methodologies for employment generation, leading to thousands of new jobs for Kosovars over the years. In addition, the **DEED programme has played a critical, unique role in establishing linkages among the diaspora and increasing their engagement in sustainable development in Kosovo**. The **GBV programme has broken down barriers to effective prevention and reduction of gender-based violence in the communities where it has been active**. The ALMP project will continue. The future of GBV, AfT, and DEED are less clear...

#### Comments regarding specific portfolio projects:

ECMI	Forestry	AfT	ALMP2	GBV	DEED
<ul style="list-style-type: none"> <li>• With a targeted set of activities the project <b>has promoted strong and effective local government</b>,</li> </ul>	<ul style="list-style-type: none"> <li>• 142 women and men have been supported through different activities to improved their production</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening staff capacities in the Ministry</li> </ul>	<ul style="list-style-type: none"> <li>• Visibility and raising awareness</li> <li>• In the Active Labour Market Programme 2, the</li> </ul>	<ul style="list-style-type: none"> <li>• The UN Joint Programme on Domestic/Gender-Based Violence in Kosovo has <b>raised</b></li> </ul>	<ul style="list-style-type: none"> <li>• Visibility and raising awareness</li> </ul>



<p>by inter alia, assisting with the development of municipal strategies on local economic development via training while ensuring local ownership. Furthermore it has <b>successfully conducted a series of trainings with vulnerable and marginalised groups and civil society organisations</b> to increase their participation skills, strengthen their networks with each other and their ties with community officials.</p>	<p>capacities or to establishing businesses in forestry related area</p> <ul style="list-style-type: none"> <li>• In case of Forestry sector, they have done all the project, which have been planned to implement in Kosovo.</li> <li>• Established communication of KFA and Srbija Sume in the north</li> <li>• The major achievements of the project are <b>introduction and setting of the sustainable forest management practices</b>, i.e, planning, harvesting, monitoring, afforestation, protection, use of wood biomass, and their <b>implementation in accordance with the national forestry strategic objectives</b></li> </ul>	<ul style="list-style-type: none"> <li>• New jobs have been created; MTI's staff capacities enhanced; supported development of small and medium businesses; and farmers</li> </ul>	<p><b>human resource capacities are improved and active labour market measures for vulnerable groups were implemented. Labour market database was updated by registration of the job seekers from the North municipalities.</b></p> <ul style="list-style-type: none"> <li>• The project worked in achieving results in three components: Reform and modernisation process of the public employment services (PES); Skills development opportunities and job creation; enhanced knowledge base on labour market leading to evidence-based gender sensitive decision making. <b>In all three components the project has achieved the intended results</b>, in line with the project document. The main achievements in these components are: The PES are able and have the tools to provide effective and efficient services to their clients; the PES has a tracking system that measures their performance at the individual, office, regional and country level; the PES has the ability and the tools to offer active labour market programmes to its</li> </ul>	<p><b>the public awareness</b> on this issue. The Coordination mechanism was established and formal/informal service chain of DV prevention,</p> <ul style="list-style-type: none"> <li>• Protection and reintegration was created. Some of the victims of DV were supported in order to become independent.</li> <li>• Establishment of Coordination Mechanisms for Protection Against Domestic Violence in 7 Municipalities , Support for National Strategy for Protection against DV ( approved in 2016) , support for Police, Judiciary,</li> <li>• The project has managed to achieve that GBV to be recognised as a serious issue in the society and to have commitment of key institutions e.g municipality, CSO, Health care providers, police...</li> <li>• Establishment of interinstitutional coordination</li> </ul>	<ul style="list-style-type: none"> <li>• The project has greatly contributed to poverty reduction through channeling remittances in job creation and awareness-raising on the latter. Further, it has directly helped and increased financial literacy of the remittance receiving households as well as helped improve strategic institutional policy development.</li> </ul>
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			clients which have improved the livelihoods of more than thousands of individuals in Kosovo; PES have improved its visibility which has resulted in an increase of more than 40% of registered jobseekers and 100% of vacancies announced by private sector companies; the institutions have better labour market analysis in which to base their policies;	mechanisms for addressing GBV; increased reporting of GBV cases for more than 50%; psychosocial and legal aid services for survivors established; developed local action plans for addressing GBV; established shelter for GBV survivors; developed capacities of police to respond to GBV cases; etc	
What are the pros and cons in implementing projects jointly by different organisations in Kosovo (GBV, DEED, Forestry programme), how do the projects contribute to the Delivering as One UN policy?					
Comments from people involved in various portfolio projects:					
<ul style="list-style-type: none"> <li>The pros are fairly obvious, each agency comes with their particular set of expertise that increases the impact of the particular projects - <b>the combination of forestry expertise of FAO and economic development of UNDP, for instance, fosters a multidisciplinary and multilayer approach of the Forestry programme that benefits the end-users more.</b> The same applies for the <b>GBV</b> programme. On the other hand, this <b>multiagency approach brings about a higher level of complexity and bureaucracy</b>, whereby more sets of rules, regulations and procedures are in place. Therefore, the administration, logistics, reporting, as well as sometimes communication among all agencies gets more difficult.</li> <li>Oh my goodness, <b>if it wasn't for Finland and these pioneering projects, we would literally have no DaO in Kosovo.</b> Finland took a chance on joint programming when others would not. The benefits are enormous as we have learned how to work together as one through implementation of these specific projects. We will continue to do so and will build on these very positive experiences. Certainly the model used for most of the projects will be continued as it is both efficient and effective (i.e. UNDP serves as implementing agent on behalf of the different agencies).</li> <li>Pros: Stronger interagency coordination; multi-sectorial approach,</li> <li>The Joint projects contribute to the Delivering as One UN Policy with taking a shared responsibility not only for the project actions, but for the overall situation on the field. Also, this is the only way how the problem of duplicating and overlapping the activities can be avoided. On the other hand, such projects are difficult to organize, as they are robust and involve a lot of people.</li> <li>I am not familiar with the pros and cons in implementing project since I do not have full insight in delivered policies.</li> </ul>					
Comments regarding specific portfolio projects:					
ECMI	Forestry	AfT	ALMP2	GBV	DEED

<ul style="list-style-type: none"> <li>- Pros: expertise, opinions and thoughts of various actors, which combined can produce various results.</li> <li>Cons: Coordination and competing agendas and mandate can cause problems.</li> </ul>	<ul style="list-style-type: none"> <li>- <b>All of the economic interventions were based on previous research, and conducted in good synergy with other UNDP projects</b>, GBV 2, ALMP 2, Aid for Trade.</li> <li>- In general all the project which are implemented in Kosovo, have contributed positively, especially Forestry was the most beneficiaries sector.</li> <li>- Pros are the unbiased approach and objectiveness, Cons are <b>neglecting the interest from stakeholders of the north at the favor of the integration that impairs the project success</b></li> <li>- Although the idea on joint projects are very good, the implementation in the field faced difficulties. The major difficulties consist on agency technical competences and project field management bureaucracies.</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- AFT with GBV programme and Forestry project had successfully implemented the joint projects.</li> </ul>	<ul style="list-style-type: none"> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- In case of GBV joint project it contributed highly in enhancing and complementing mandates of each UN agency as well as in Delivering as One.</li> <li>- Working together as one by using a joint up approaches I think it's a great achievement, complementing each other's work and by respecting different mandates ...the <b>challenges could be prolonged procedures</b> etc.</li> <li>- Pro: Strength, Capacity, Knowledge at 1 place Cons: Bureaucracy of 5 different UN agencies</li> </ul>	<ul style="list-style-type: none"> <li>- I can only report on pros, and those are marked in the periodic and final DEED progress reports. The <b>cooperation with other Finnish Funded Projects (i.e. AfT and ALMP) has been exemplary.</b></li> </ul>
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#### How is gender mainstreaming actively practiced in the projects (both in field activities and in the project staffing)?

#### Comments from people involved in various portfolio projects:

- I believe that gender mainstreaming **actively practiced in the projects staffing but not equally in field of activities.**
- Gender mainstreaming as a basic principle underlies all of the project strategies. There are specific targets adopted within the project documents that are taken very seriously by both the UN agencies and our local partners.
- Gender equality is streamlined across all projects, both in terms of beneficiaries, products, as well as staffing. One of the core objectives of each of the project is empowerment of women, economically through job and skills creation, productivity improvements, etc., and socially through services for better participation in public and private lives, services addressing gender-based violence and more. The percentage of women taking advantage of job and skills generation opportunities has constantly been around 45 percent of beneficiaries. Moreover, all analytical work and capacity development of public servants has integral gender components embedded, enhancing service delivery and policy making that is better targetted and responds to potentially differing needs of women and men. Project staffing is then done on a merit-based, gender equal basis, whereby women and men have equal opportunities for becoming a member of each of the project team, as well as managing the project itself. All in all, gender equality is of paramount importance for UNDP, and is heavily paid attention to across project's activities.
- Gender is mainstreamed effectively and actively at all stages of project cycle.

Comments regarding specific portfolio projects:					
ECMI	Forestry	AfT	ALMP2	GBV	DEED
<ul style="list-style-type: none"> <li>In all projects, the staff was gender balanced, but the beneficiaries were mainly women, as per nature of the projects</li> <li>In our case with the projects we implemented in education sector it was very well practiced, as the majority of teachers who participated in our training and other activities were females. So we can even say that females were over represented in our project in comparison with males</li> <li>Regarding project staffing, the staff has been gender equal throughout the project implementation. As well as a continuous efforts to include a balanced gender participation in all trainings, focus groups and trained municipality officials.</li> </ul>	<ul style="list-style-type: none"> <li>In our project the gender aspect is practiced very actively, both in the field as well as in selection of the project staff.</li> <li>In all activities foreseen under this project we gave priority to women to benefit from the project, unfortunately only 25% of beneficiaries are women.</li> <li>Partially</li> </ul>	<ul style="list-style-type: none"> <li>Among staff gender balance is highly present and visible.</li> <li>Gender equal approach was highly demonstrated during the project implementation, including the project staff.</li> </ul>	<ul style="list-style-type: none"> <li>In all projects, the staff was gender balanced, but the beneficiaries were mainly women, as per nature of the projects</li> <li>The project has used quota as a form of increasing the inclusion of women in the active labour market programmes and also other project activities. Women represent around 42% of the total number of the project beneficiaries.</li> </ul>	<ul style="list-style-type: none"> <li>In all projects, the staff was gender balanced, but the beneficiaries were mainly women, as per nature of the projects</li> <li>Among staff gender balance is highly present and visible.</li> <li>In all aspects, starting from recruitment of project team (50% female staff, 50% male), over the beneficiaries (more than 90% women)</li> <li>All programme activities are gender mainstreamed. Opportunities to benefit from the programme are provided to women and men. Composition of Coordination Mechanism is 50% women and 50% men and composition of Technical subgroups are 80% of women and 20% men. The programme provides equal opportunity for economic reintegration and empowerment to women and men (around 80% are women and 20% are men beneficiaries of employment programmes). The number of women beneficiaries of the programme is higher and is correlated to the fact that the vast majority of survivors are women (more than 85%).</li> <li>Opportunities to benefit from the programme are provided to women and men. The programme makes efforts in engaging women and men from central and local institutions into implementation of the programme. Composition of Coordination Mechanism is 50% women and 50% men and composition of Technical subgroups are 80% of women and 20% men. The number of women beneficiaries of the programme is higher and is correlated to the fact that the vast majority of survivors are women (more than 85%).</li> <li>In all activities including project staffing gender mainstreaming is mandatory.</li> </ul>	<ul style="list-style-type: none"> <li>The gender mainstream has been broadly and successfully practiced throughout the project lifetime.</li> </ul>

**In what respect is climate sustainability addressed in the projects?**

**Comments from people involved in various portfolio projects:**

- Here the answer is less clear. Other UN joint programmes have pursued a green jobs approach to employment generation. **I'm not aware that this was the case for the Finnish funded projects.** Obviously the forestry project addresses climate sustainability, albeit indirectly.
- **While the projects do not have climate sustainability as a core objective, the projects are considered to be climate neutral. All projects underwent a UNDP environmental and social screening and no potential negative impacts have been assessed.** Use of environmentally friendly technologies in job creation, skills development, and private sector support, including smallholder farming is promoted by project teams.
- environment impact is assessed at design stage of projects.
- In the projects implemented in Zvečan [Northern Kosovo] there were no climate responsibility involved
- I do not have relevant information that climate sustainability was addressed at all.

**Comments regarding specific portfolio projects:**

ECMI	Forestry	AfT	ALMP2	GBV	DEED
<ul style="list-style-type: none"> <li>• It was not tackled so much in our project activities, except that our project collaborated with different projects financed from Finnish Embassy and one of them was entirely focusing on the climate sustainability</li> <li>• To a small extent.</li> </ul>	<ul style="list-style-type: none"> <li>• The environmental aspect and sustainability use of the nature resources have been considered by the project in all its components and activities and to the great extent.</li> <li>• Project of afforestation directly benefits climate sustainability.</li> <li>• During project implementation, we tried to take care the issue of climate constancy, and I think that we have achieved.</li> <li>• Poor, locational forest biodiversity was not respected. Only six tree types seeds and plants</li> </ul>	<ul style="list-style-type: none"> <li>• Project did address the climate sustainability on the extent is was possible through few activities.</li> </ul>	<ul style="list-style-type: none"> <li>• The <b>project has overall been neutral to environment</b>, as environmental topics are not among the aims of the project.</li> </ul>	<ul style="list-style-type: none"> <li>• OHCHR ensured sustainable psychosocial counselling, psycho-therapeutical services and legal aid for GBV survivors until end of 2018; GBV coordination mechanisms and strategic documents are also something that will be used in a longer term; awareness raising activities already began with change of attitudes and gender stereotypes before all among young people</li> <li>• During Self-employment phase we took care of all climate sustainability concerns into account</li> <li>• Institutionalisation of the Municipal Coordination Mechanisms ( in Gjakova, Gjilan and Dragash) which operate now as independent body , Mayors support, allocation of budget for gender issues at the local level</li> <li>• Political and financial commitment of key national</li> </ul>	<ul style="list-style-type: none"> <li>• NA as the DEED programme was not involved in any way, shape or form on the matter.</li> </ul>

	haven been recommended.			stakeholders e.g municipality has been achieved during the project.	
Should you have any questions or comments related to the survey, feel free to write them here or contact us by email (Juhani.Harkonen@fcg.fi or Rozetah@gmail.com)					
Comments from people involved in various portfolio projects:					
<ul style="list-style-type: none"> <li>I would like to mention that Northern municipalities were and still are quiet neglected in many processes. Many other programmes implemented in Kosovo, or even in Serbia, have skipped area of North Kosovo. This is why population is suffering in many sectors. There is the evident need for human development, capacity building, democratic and accountable programmes both for society and institutions in the North. There is a special need for improving the awareness of society as well as to establish two-way communication between local and central government. I hope that you will manage to visit us in the north so we can have more time to explain the missed chances and neglected approaches towards non-majority community in the north.</li> </ul>					



