

The engagement of the United Nations (UN) in Kosovo remains under UN Security Council Resolution 1244 (1999). Consequently, Kosovo's access to global UN development platforms, trust funds and international conventions for reporting on achieved development and human rights standards is limited. The UNDP programme for Kosovo is included in the addendum of the country programme document for Serbia (2016-2020).¹ It builds on development goals and priorities set through the National Development Strategy 2016-2020 and Kosovo's Medium-Term Expenditure Framework 2016-2018, as well as the Sustainable Development Goals and the European Union Stabilization Association Agreement priorities. These support Kosovo's path towards a better future.

The programme document for Kosovo is designed around the three United Nations Development Assistance Framework (UNDAF) 2016-2020² outcomes, and includes outcomes for UNDP that are harmonized with the UNDP Strategic Plan (2014-2017) and Kosovo priorities as set out through the Millennium Development Goals, Sustainable Development Goals and other internationally agreed development goals.

UNDAF Outcome 1. Good governance and rule of law: Rule of law system and institutions are accessible to all and perform in a more efficient and effective manner.

Outcome 2. Social inclusion: Education and employment policies and programmes enable greater access to decent employment opportunities for youth and women. For the UNDP programme in Kosovo, this outcome is further defined as **Inclusive and sustainable growth**.

Outcome 3. Environment and health: More people adopt behaviours that are healthy and that increase resilience to potential threats from environmental pollution, disasters and climate change. For the UNDP programme in Kosovo, this outcome is further defined as **Resilience and environmental sustainability**.

The indicative budget for the country programme document 2016-2020 amounted to US\$46.7 million, with 32.5 percent for Outcome area 1; 44.4 percent for Outcome area 2; and 23.1 percent for Outcome area 3.

The Kosovo Common Development Plan for UNDP 2016-2020 sets out a theory of change based on two assumptions: i) Kosovo has middle-income status and is hampered by poverty, corruption and discrimination, and ii) Kosovo's population is striving not just for better education and employment systems but for stronger social cohesion. The country programme document identified the following transformative elements required for producing change: i) a profound shift in Kosovo's institutional accountability and the promotion of equality of opportunities for all Kosovars, and ii) cross-sectoral cooperation across Kosovo to accelerate the inclusion of the most vulnerable people within Kosovo's society by linking authorities to communities, and communities to their own development.

Findings and conclusions

- Despite the constraints of Kosovo's special status and a decline in official development assistance levels, UNDP has successfully implemented effective interventions that are benefitting government institutions and contributing to improved living standards for its citizens.
- Overall, the results achieved by UNDP interventions have contributed to country programme document outcomes, especially in areas benefiting from long-term involvement. A lack of funding for some interventions impacted output delivery, while expenditure targets in some outcome areas are unlikely to be reached.
- A coherent package of UNDP interventions has strengthened the strategic, legal and institutional anti-corruption framework, significantly

¹ Country programme document for Serbia (2016-2020), Addendum results and resources framework for Kosovo* under United Nations Security Council Resolution 1244 (1999).

² The United Nations Common Development Plan 2016-2020, UN Kosovo team (UNKT).

contributing to progress made in recent years regarding the reporting and investigation of corruption cases.

- UNDP has made important contributions to safety and security in Kosovo, with particularly noteworthy progress in the investigation of gun crimes.
- UNDP's long-standing support to Kosovo on employment policy continues to produce significant results. However, the capacity of the Employment Agency remains weak and is insufficient to meet the challenges ahead.
- Despite Kosovo suffering from environmental pollution and degradation of natural resources, environment and climate change have not been included in the top priorities of the National Development Strategy, and UNDP has been constrained by the special status of Kosovo in generating external funding for a robust environmental project portfolio.
- UNDP has taken an inclusive approach to implementing disaster risk reduction activities in Kosovo, yet project results have been limited and are highly vulnerable due to continued ethnic tensions and political mistrust.
- The UNDP Kosovo office has achieved good results in mainstreaming gender equality in programme design and implementation, contributing to improving gender equality and women's empowerment.
- The added value of the UNDP Kosovo programme document results framework in terms of guiding programme implementation and measuring its results and impact is low.

Recommendations

Recommendation 1: To expand its funding base in response to development needs, UNDP should look to new partnerships and alternative financial sources. While endeavouring to expand cooperation with the European Union, UNDP should redouble its efforts to access alternative sources of funding via the private sector and development banks.

Recommendation 2: UNDP should continue to emphasize gender equality and women's empowerment and strive to integrate more gender-sensitive activities across its portfolio of projects. Interventions that specifically target women and challenge the norms, roles and relationships between men and women that perpetuate gender inequalities and discrimination should be scaled up, drawing on innovative models from other UNDP programmes.

Recommendation 3: UNDP should continue its efforts to enhance governance at central and local levels, through

anti-corruption policies, safety and security, and increased attention to other important rule of law issues. UNDP should consider mobilizing advice and expertise to help develop policy frameworks in other rule of law areas, for instance addressing the informal economy, money laundering, terrorist financing and economic crime.

Recommendation 4: While continuing its current support frame for employment institutions, UNDP should consider complementary interventions in the field of vocational education and training and adult education to improve the effectiveness of employment policies. Over the long term, responsibility for implementing employment policies should transfer to national authorities, allowing UNDP to focus more on strategic aspects and design and evaluation activities.

Recommendation 5: Employment and livelihood support in rural areas should be pursued and extended to encompass

wider territories, with grant support for larger partnership-based projects promoting higher income opportunities in selected value chains.

Recommendation 6: UNDP should promote integrated measures combining education, employment and social welfare to fight poverty and social exclusion, with emphasis on women and youth.

Recommendation 7: UNDP has an important role to play in Kosovo in strengthening administrative capacity for environmental policy implementation and disaster risk reduction at central and local level, but this will require much more substantial funding than at present.

Recommendation 8: The results framework for UNDP's work in Kosovo should include better-defined indicators capturing the real effects of UNDP interventions, with targets better adjusted to the size and scope of the programme portfolio.