



INDEPENDENT UNDP KOSOVO PROGRAMME EVALUATION



DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
INATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MA
INATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP



INDEPENDENT UNDP KOSOVO PROGRAMME EVALUATION

OPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness COORDINATION
effectiveness COORDINATION AND PARTNERSHIP sustainability COORDINATION relevance sustainability
effectiveness HUMAN DEVELOPMENT effectiveness effectiveness COORDINATION efficiency PARTNERSHIP
effectiveness relevance MANAGING FOR RESULTS effectiveness COORDINATION efficiency COORDINATION
effectiveness COORDINATION AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness
effectiveness relevance sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND
COORDINATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
effectiveness COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT
effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS



REPORTS PUBLISHED UNDER THE ICPE SERIES

Afghanistan (Islamic Republic of)	Costa Rica	Kyrgyzstan	Philippines
Albania	Côte d'Ivoire	Lao People's Democratic Republic	Rwanda
Algeria	Croatia	Liberia	Sao Tome and Principe
Angola	Cuba	Libya	Senegal
Argentina	Djibouti	Malawi	Serbia
Armenia	Dominican Republic	Malaysia	Seychelles
Azerbaijan	Ecuador	Maldives	Sierra Leone
Bahrain	Equatorial Guinea	Mali	Somalia
Bangladesh	Egypt	Mauritania	Sri Lanka
Barbados and OECS	El Salvador	Mexico	Sudan
Belarus	Eswatini	Moldova (Republic of)	Syria
Benin	Ethiopia	Mongolia	Tajikistan
Bhutan	Gabon	Montenegro	Tanzania
Bosnia and Herzegovina	Georgia	Morocco	Thailand
Botswana	Ghana	Mozambique	Timor-Leste
Brazil	Guatemala	Namibia	Togo
Bulgaria	Guinea-Bissau	Nepal	Tunisia
Burkina Faso	Guyana	Nicaragua	Turkey
Cambodia	Honduras	Niger	Uganda
Cameroon	India	Nigeria	Ukraine
Chile	Indonesia	Pacific Islands	United Arab Emirates
China	Iraq	Pakistan	Uruguay
Colombia	Jamaica	Panama	Uzbekistan
Congo (Democratic Republic of)	Jordan	Papua New Guinea	Viet Nam
Congo (Republic of)	Kenya	Paraguay	Yemen
	Kosovo	Peru	Zambia
	Kuwait		Zimbabwe

Copyright © UNDP July 2020

Manufactured in the United States of America.

The analysis and recommendations of this report do not necessarily reflect the views of the United Nations Development Programme, its Executive Board or the United Nations Member States. This is an independent publication by the UNDP Independent Evaluation Office.

Acknowledgements

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) would like to thank all those who contributed to this evaluation.

IEO TEAM

Oscar A. Garcia (Director),
Indran Naidoo (former IEO Director) and
Arild Hauge (Deputy Director)

Lead Evaluator:

Alan Fox

RBEC Cluster Evaluation Coordinator:

Yogesh Bhatt

Evaluation consultants:

Paul Georis, Daniele Pedretti and Silvana Rusi,
through the consulting firm T33Srl

Research support:

Tianhan Gui and Gedeon Djissa

Publishing and outreach:

Sasha Jahic

The IEO could not have completed the evaluation without the support of the following:

UNDP Kosovo:

Maria Suokko (UNDP Resident Representative),
Alessandra Roccasalvo (former Deputy Resident
Representative), Valbona Bogujevci (Assistant
Resident Representative and Programme
Coordinator), and UNDP staff in Kosovo.

Other stakeholders and partners:

Central and local level institutions in Kosovo,
representatives of United Nations agencies,
non-governmental organizations and bilateral
and multilateral development partners, civil
society and communities consulted.

Foreword

I am pleased to present the independent evaluation of the United Nations Development Programme (UNDP) in Kosovo. This is the first comprehensive assessment of UNDP interventions in Kosovo by the Independent Evaluation Office of UNDP. The evaluation covers the programme period 2016 to mid-2019. It was carried out in collaboration with the Government of Kosovo, the UNDP Kosovo office and the UNDP Regional Bureau for Europe and the Commonwealth of Independent States.

UNDP has been in Kosovo for over 20 years as an independent partner in the collective effort to build and strengthen Kosovo's institutions and achieve sustainable development. Its current programme (2016-2020), which is under review, builds on development goals and priorities set through the National Development Strategy 2016-2020 and Kosovo's Medium-Term Expenditure Framework for 2016-2018, as well as the Sustainable Development Goals and the European Union Stabilization Association Agreement priorities, supporting Kosovo's path towards a better future.

The evaluation found that despite the constraints of Kosovo's special status and reduced official development assistance levels, UNDP has successfully implemented effective interventions that are benefitting government institutions and contributing to improved living standards for its citizens. It found that the results achieved by UNDP interventions have largely contributed to the country programme document outcomes, especially in areas benefiting from long-term involvement, however the lack of funding for some interventions has impacted delivery. Of special mention are the areas of anti-corruption, public administration and local governance, where UNDP has helped maintain the momentum for reform, and the area of safety and security, where Kosovo's best practices are showcased to the rest of the Balkans.

Overall, Kosovo's special status has rendered the implementation of the UNDP programme more complex, for example by hindering UNDP's access to United Nations vertical and thematic funds, limiting support from some member states and hampering opportunities for inter-agency cooperation.






UNDP maintains good relations with institutions and partners in central and local governments in Kosovo and over time has positioned itself as a reliable provider of policy and strategic advice for strengthening institutional capacities for reform. UNDP should expand its efforts to support governance at central and local levels, including enhanced capacities for environmental policy implementation and disaster risk reduction, as well as employment and anti-corruption policies. Helping Kosovo meet its development challenges will require not only expanded cooperation with the European Union, but also access to alternative sources of funding via the private sector and development banks.

I would like to thank the Government of Kosovo, various national and local stakeholders and colleagues at the UNDP Kosovo office and the UNDP Regional Bureau for Europe and the Commonwealth of Independent States who graciously provided their time, information and support to this evaluation. I have every confidence that the findings, conclusions and recommendations will help strengthen the formulation of UNDP's next programme strategy in Kosovo for a more sustainable and inclusive development pathway.



Oscar A. Garcia,
Director,
Independent Evaluation Office

Contents

Acronyms and Abbreviations	vii
Evaluation Brief	1
 CHAPTER 1. BACKGROUND AND INTRODUCTION	3
1.1 Purpose, objective and scope of the evaluation	4
1.2 Context	4
1.3 UNDP programme in Kosovo	8
 CHAPTER 2. FINDINGS	15
2.1 Good governance and rule of law	16
2.2 Inclusive and sustainable growth	18
2.3 Resilience and environmental sustainability	20
2.4 Gender mainstreaming	22
2.5 Results management	23
2.6 Portfolio coherence	23
2.7 Joint programming and inter-agency cooperation	24
 CHAPTER 3. CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE	25
3.1 Conclusions	26
3.2 Recommendations and management response	27
 ANNEXES	44
 FIGURES AND TABLES	
Figure 1. Total budget vs. expenditure incurred to date	10
Figure 2. Evolution of expenditure by thematic area 2016-2018	10
Figure 3. Net ODA received 2009-2016, percentage of gross national income	10
Figure 4. Gross domestic product per capita, PPP (constant 2011 international, US\$)	11
Figure 5. Share of UNDP funding (total \$18.9 million), top-10 donors 2016-2018	11
Table 1. UNDP Kosovo programme indicative budget (2016-2020) and expenditure (2016-2018)	9
Table 2. Programme outcomes related to SDGs	12

Acronyms and Abbreviations

CPD	Country Programme Document
DRR	Disaster Risk Reduction
EU	European Union
GBV	Gender-based violence
IEO	Independent Evaluation Office
ICPE	Independent Country Programme Evaluation
INTERDEV	Integrated Territorial Development Project
KAA	Kosovo Anti-corruption Agency
ODA	Official Development Assistance
SDG	Sustainable Development Goal
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund
UNKT	United Nations Kosovo Team

Evaluation Brief: Kosovo

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.



CHAPTER 1

BACKGROUND AND INTRODUCTION

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
RESULTS effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
NATION HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
TION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
ss COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
COORDINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP

1.1 Purpose, objective and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs), to capture and demonstrate evaluative evidence of UNDP contributions to development results, as well as the effectiveness of UNDP strategies in facilitating and leveraging national efforts for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP country programme document (CPD)
- Strengthen the accountability of UNDP to national stakeholders
- Strengthen the accountability of UNDP to the Executive Board

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. The IEO is independent of UNDP management and is headed by a director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: i) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement, and ii) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of UN reform and national ownership.

Based on the principle of national ownership, IEO conducts ICPEs in collaboration with national authorities where the programme is implemented, in this case in Kosovo.³ The evaluation was coordinated with the UNDP Kosovo team, and the UNDP Regional Bureau for Europe and the Commonwealth

of Independent States, who are expected to take its conclusions and recommendations into account as they develop the next Kosovo CPD.

The ICPE was conducted from February to September 2019. It focuses on the current programme cycle (2016-2020), covering the entirety of UNDP's activities in Kosovo until the end of 2018, funded by all sources, including core UNDP resources, donor funds and cost sharing from central level institutions in Kosovo.

The evaluation methodology, including questions, approach and implementation, are set out in the terms of reference (Annex 1).

1.2 Context

United Nations (UN) engagement 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.⁴ Kosovo's Human Development Index remains low (0.714 in 2017) while the estimated Gini Index was 29 percent in 2017.⁵ Establishing democratic institutions in Kosovo has been a long process. After the conflict ended, the United Nations Interim Administration Mission in Kosovo supported the creation of autonomous and self-governing institutions and facilitated the process of Kosovo's recognition by the international community, enabling the delivery of substantial international assistance to develop democracy in Kosovo.

Attaining European Union (EU) membership is one of Kosovo's top priorities, and it is currently considered a 'potential candidate'.⁶ The Stabilization and Association Agreement between the EU and Kosovo entered into force in April 2016. To define reform priorities, the Kosovo central level institutions, together with the European Commission, launched

³ References to Kosovo shall be understood to be in the context of UNSCR 1244 (1999).

⁴ UNDAF 2016-2020.

⁵ <https://data.worldbank.org/country/kosovo>

⁶ Kosovo, whose independence is not recognized by five EU member states, is only a potential candidate for EU membership.

the European Reform Agenda in November 2016, which sets priorities for political⁷ and economic⁸ reforms required in the EU accession process. The European Commission Progress Report 2018⁹ highlighted Kosovo's weaknesses in relation to the political accession criteria: i) continuous political fragmentation and polarization have affected the role of the Assembly and impacted the effectiveness of central level institutions, ii) politicization of the public administration, which affects the efficiency and professional independence of the public administration, and iii) Kosovo is at an early stage in the fight against corruption.¹⁰ The Corruption Perceptions Index for 2018 ranked Kosovo 93rd, scoring 37/100, on par with neighbouring countries such as North Macedonia and Albania.¹¹

Kosovo's EU membership bid faces major obstacles: five EU members still do not recognize Kosovo's independence, while relationships with Serbia are still fraught with difficulties. On 25 August 2015, Serbia and Kosovo signed an agreement on the establishment of policy dialogue, which is an essential requirement for their common goal of joining the EU (and for Kosovo to be recognized as a full UN member). However, limited progress has been achieved to date in solving Kosovo's disputes with Serbia due to high political polarization on both sides: Serbia has not implemented Kosovo's representation and participation in regional forums; the licence plate-related elements of the agreement on freedom of movement; and the issue of re-located Serbian administrative customs structures with Kosovo denomination that operate from within Serbia.

In the autumn of 2018, as a legally binding agreement on dialogue between Kosovo and Serbia was expected to be adopted, Serbia put forward a plan for a land swap as a condition for signing the agreement. This was followed by Kosovo's unilateral decision to impose a 100 percent tariff on imported Serbian goods, which was largely criticized by the international community. The ratification of the border demarcation agreement with Montenegro in March 2018 was an important breakthrough for Kosovo.

Economic development

Gross domestic product per capita grew from \$1,088 in 2000 to \$4,230 in 2018. Despite this tripling of income per capita over the past 17 years, Kosovo remains poor by European standards. From 2009-2017, real gross domestic product grew on average by 3.5 percent (see Figure 4). This strong growth performance is expected to continue in 2018 with a projected growth rate of 4.2 percent, driven by higher public investment and service exports and supported by consumption.¹² Kosovo continues to be the fastest-growing economy in the Western Balkans. The business environment has improved and central level institutions are adhering to fiscal rules on budget deficit. The growth model relies heavily on remittances to fuel domestic consumption but has recently shifted towards more investment- and export-driven growth.¹³

According to the European Commission Progress Report 2018,¹⁴ Kosovo is at an early stage of developing a functioning market economy. An increase in the labour force participation rate has not been matched by gains in overall employment, while the unemployment rate has increased further,

⁷ Functional democracy and division of powers, establishment of merit-based and accountable public administration, strengthened and inclusive judicial system through the integration of Kosovo's Serbian judges and prosecutors, fight against corruption, fight against organized crime, protection of human and fundamental rights and freedom of expression.

⁸ Related to the development of a functioning market economy through the reduction of the fiscal deficit, a more business-friendly environment, the promotion of competitiveness and measures to fight the informal economy and increase labour force participation.

⁹ Progress Report 2018, p. 4.

¹⁰ However, some progress was achieved regarding the track record on the investigation and prosecution of high level corruption and organized crime cases, including final convictions, in the fight against terrorism including through measures to tackle violent extremism and radicalization and preventing citizens from joining conflicts.

¹¹ <https://www.transparency.org/cpi2018>

¹² <https://www.worldbank.org/en/country/kosovo/overview#3>

¹³ <https://www.worldbank.org/en/country/kosovo/overview>

¹⁴ Progress Report 2018, p. 6.

particularly affecting women, young people and unskilled workers.¹⁵ Conflict veterans' benefits continue to pose a challenge for public finances,¹⁶ and little progress has been made in enhancing the quality of education and addressing skills gaps in the labour market. All these factors are impeding economic growth. To support long-term growth, the EU advises that Kosovo should pay particular attention to: i) enhancing fiscal stability and improving the efficiency of public spending, ii) addressing the underlying legal and institutional factors hampering access to finance for businesses, and iii) enhancing labour market participation and employment, in particular for women and youth.

Capacities in Kosovo for developing the overall policy framework in line with real development needs are weak. Strategic directions for Kosovo have been mainly set by external partners, based on best practices from other countries. The key guiding documents that set the economic development direction for Kosovo are set out under the EU integration Stabilization Association Agreement framework and include an economic reform programme that focuses on employment and agriculture development and relevant service delivery reforms.

The National Development Strategy 2016-2020 sets development directions under three priority areas: i) **development of human capital** aiming to transform the Kosovo labour force ('becoming the engine of development'). The strategy planned to achieve this priority by addressing the limitations of the education system, as well as by making use of the diaspora human capital for transfer of know-how; ii) **strengthening the rule of law and good governance** considering that "the legal certainty and effectiveness of institutions is a pre-requisite to economic welfare of a country". The strategy planned to achieve this priority by addressing considerable challenges in terms of effectiveness and impartiality of central level institutions in delivering effective and fair services, and these challenges represent an obstruction to comprehensive

economic growth; and iii) **enhancing the active role of central level institutions in addressing market distortions and delivering conducive and facilitating services** to facilitate the creation of new industries and the development of existing ones in a completely open competition, as well as attracting foreign direct investment.

Poverty, social inclusion and gender equality

According to 2015 data,¹⁷ 17.6 percent of the Kosovo population was living below the national poverty line. The large number of Kosovars already living abroad provides a lifeline for many families through remittances.

The Kosovo social protection policy is driven by the EU Stabilization Association Agreement obligations, requiring Kosovo to harmonize its legislation with EU standards, specifically "on labour, health, safety at work and equal opportunities for women and men, for persons with disabilities and for persons belonging to minorities and other vulnerable groups to the EU acquis". Decentralization has been considered as a means to guarantee social protection for all vulnerable groups in Kosovo and as a way to avoid potential tensions, in particular with ethnic minorities.

The Municipal Directorate for Health and Social Welfare is the main authority responsible for ensuring social protection and welfare in Kosovo. Forty centres for social work are the primary bodies of municipal authorities mandated to deliver social services, such as family counselling, consultation on social protection issues and referral to other relevant services (if they exist locally). The number of people in need of social protection in Kosovo is not clearly defined, and the quality of services provided at the centres for social work are constrained by inadequate funding.

Kosovo's child protection system remains fragmented at central and local levels, and lacks a holistic approach to effectively address protection needs. The latest data from the Multiple Indicator Cluster

¹⁵ <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417-kosovo-report.pdf>

¹⁶ <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417-kosovo-report.pdf>

¹⁷ <https://data.worldbank.org/country/kosovo>

Survey showed that 17 percent of children aged 5–17 years are engaged in child labour. This can be as high as 22 percent among children living in Roma, Ashkali and Egyptian communities.¹⁸

The implementation of legislation and policies related to gender equality remains weak, mainly due to traditional inherited gender norms and stereotypes that put women in a disadvantaged position in society. Kosovo's female labour force participation rate is 18 percent,¹⁹ the lowest in the world. This hampers inclusive growth and job creation in Kosovo and limits human and economic development.

Ethnic tensions between the Albanian majority and the Serb minority remain high, with mistrust and animosity on both sides stemming from the long history of conflict. This is exacerbated by the dissolution of Yugoslavia and Kosovo's independence. Despite the progress made in recent years, northern Kosovo, with a majority Serb population, struggles to integrate with the rest of Kosovo.

Employment and labour market

Kosovo's unemployment rate is one of the highest in South East Europe, reaching 32.9 percent in 2017, while the unemployment rate of youth (aged 15–24 years) was 57.7 percent. However, unemployment is higher due to the large informal labour market. Although Kosovo's economic growth has outperformed its neighbours (4.2 percent in 2018) and been largely inclusive, it has not been sufficient to significantly reduce the high rates of unemployment, provide formal jobs, particularly for women and youth, or reverse the trend of large-scale out-migration. Emigration is a serious issue, as reportedly half of the youth population consider emigration the only solution for their future. Returned people have been an additional challenge to unemployment in Kosovo, as they lack basic education and labour skills. According to Eurostat statistics, over 37,000 asylum seekers of Kosovo

origin registered during 2014,²⁰ which peaked at 73,235 in 2015 and later fell to 11,965 in 2016, with an estimated 7,575 in 2017.

Economic reasons have been cited as the main push factor (35 percent) for Kosovars looking for alternative opportunities in EU countries,²¹ while the main pull factor is family reunification (46 percent), as one in three Kosovars have at least one family member abroad, and Kosovars are the only citizens in the Western Balkans unable to travel to EU and Schengen associated countries without a visa. The other underlying factors are political, or are conflict-related (8 percent), the lack of opportunities for relevant education (1 percent) and other reasons (10 percent). Authorities have made progress in managing regular and irregular migration, however Kosovo has yet to implement a return mechanism for irregular migrants in line with EU standards and practices.²²

Governance and rule of law

Strengthening access to justice, the application of human rights standards, and the rule of law remains a central priority for Kosovo. The EU accession criteria, among others, requires stable institutions guaranteeing democracy, rule of law, human rights and respect for and protection of minority communities. As such, Kosovo needs to continue its efforts to strengthen the protection and promotion of human rights, and access to justice and the rule of law. The 2030 Agenda affirms that sustainable development requires just and inclusive societies, based on respect for human rights, rule of law and effective and accountable institutions.

Over the last 10 years, Kosovo's judicial system has made considerable progress in consolidating rule of law institutions, developing the necessary legal infrastructure, and increasing the professional capacity of legal actors. As noted by a 2019 European Commission Report,²³ Kosovo has improved its legal

¹⁸ <https://www.unicef.org/kosovoprogramme/what-we-do/child-protection-social-inclusion>

¹⁹ <https://www.worldbank.org/en/country/kosovo/brief/promoting-women-employment-in-kosovo>

²⁰ <https://kosovo.iom.int/coordinated-response-needed-address-irregular-migration-flows>

²¹ Survey conducted by the Kosovo Ministry of European Integration.

²² Kosovo* 2018 Report, p. 4.

²³ <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-kosovo-report.pdf>

framework in the area of rule of law with: the revision of the Criminal Code; amendments to the basic laws on judiciary; improving judicial transparency, accountability and responsibility; the development of related secondary legislation; and the new Law on Mediation. These are all important achievements for improving the efficiency, transparency and accountability of the judiciary, and now require robust implementation.

The European Commission notes that the legal framework of human and fundamental rights is in line with European standards, but implementation of human rights strategies and legislation is often weakened by lack of coordination. The Commission has urged Kosovo to take concrete measures to maximize the independence, accountability, professionalism and efficiency of the judiciary, as well as enforcement and promotion, including for key services and assistance to vulnerable groups. The Commission Report also highlights the need to continue to strengthen the capacities of judges, prosecutors and legal support staff, improve court administration and reduce the backlog of cases, including by using alternative dispute resolution tools. More needs to be done to effectively guarantee people's rights, to ensure gender equality in practice, and to implement anti-discrimination legislation. One recent strategic achievement is the integration of Kosovo Serb judges and prosecutors in the Kosovo judicial system. The judges and prosecutors are now an integral part of the justice system in Kosovo, providing an avenue for Kosovo Serb citizens to engage with institutional actors and benefit from justice services. This contributes to social cohesion.

Environment

Kosovo suffers from environmental pollution and degradation of natural resources. This severely affects livelihood opportunities and public health, and undermines development achievements. The principal environmental problems in Kosovo include air pollution, water scarcity and pollution, and land degradation. Chemical and bacteriological monitoring shows that the majority of rivers in Kosovo are polluted. Data from the National Institute of Public Health reveal that 74–90 percent of water wells are contaminated and there have been cases of contamination in the public water supply, largely from bacteriological rather than chemical contamination.²⁴ Kosovo must also deal with the consequences of climate change, in particular more frequent occurrences of natural disasters such as floods and droughts. Public institutions are ill-equipped to respond effectively to these challenges.²⁵ Environmental protection and preservation do not feature highly on the list of priorities, however this has started to change thanks to UNDP support, with the development of a strategic framework for the environment.

1.3 UNDP programme in Kosovo

The UNDP CPD for Kosovo is included in the addendum of the CPD for Serbia (2016-2020).²⁶ 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 Sustainable Development Goals (SDGs) and EU Stabilization Association Agreement priorities, supporting Kosovo's path towards a better future. The CPD is designed around the three United Nations Development Assistance Framework (UNDAF) 2016-2020²⁷ outcomes as follows:

²⁴ The World Bank (2013) Kosovo Country Environmental Analysis, January.

²⁵ <http://www.ks.undp.org/content/kosovo/en/home/ourwork/environmentandenergy/overview.html>

²⁶ CPD for Serbia (2016-2020) Addendum results and resources framework for Kosovo* under United Nations Security Council Resolution 1244 (1999).

²⁷ The United Nations Common Development Plan 2016-2020, UNKT.

Pillar	Outcome
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 Kosovo Common Development Plan for UNDP 2016-2020 sets out a theory of change based on two assumptions: i) it views Kosovo as having middle-income status and being hampered by poverty, corruption and discrimination, and ii) it presumes that Kosovo's population is striving not just for better education and employment systems but for stronger social cohesion. The CPD 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 society by linking authorities to communities, and communities to their own development.

The Kosovo CPD 2016-2020 addressed three outcome areas: i) Good governance and rule of law, ii) Inclusive and sustainable growth, and iii) Resilience and environmental sustainability. The indicative budget for the CPD 2016-2020 was \$46.7 million, with 32.5 percent intended for Outcome area 1; 44.4 percent for Outcome area 2; and 23.1 percent for Outcome area 3, as shown in Table 1.

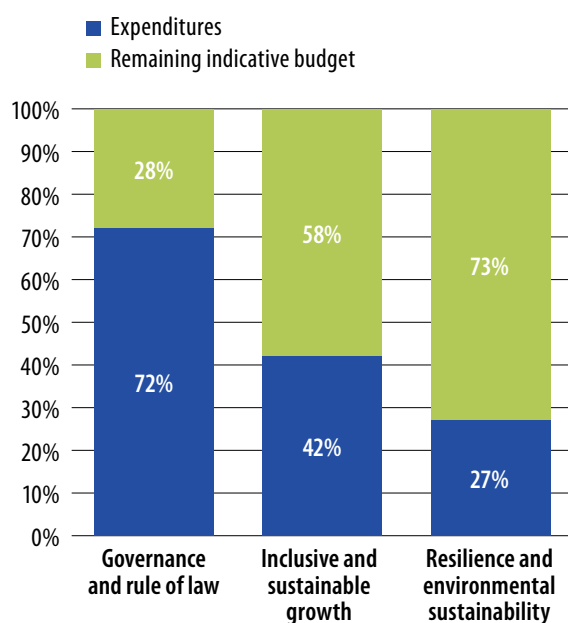
TABLE 1. UNDP Kosovo programme indicative budget (2016-2020) and expenditure (2016-2018)²⁸

Programme outcome		Indicative budget (US\$ million)	Expenditures to date 2016-2018 (US\$ million)
Outcome 1	Governance and rule of law	Regular resources: \$0.15 Other: \$15 (32.5% of total)	\$10.9
Outcome 2	Inclusive and sustainable growth	Regular resources: \$0.75 Other: \$20 (44.4% of total)	\$8.8
Outcome 3	Resilience and environmental sustainability	Regular resources: \$0.75 Other: \$10 (23.1% of total)	\$2.9
Total		\$46.7	\$22.6

²⁸ Data from UNDP Kosovo office, April 2019.

By the end of the third year of implementation (2018), expenditures incurred represented almost half the indicative budget (48 percent). The programme is on track to achieve its funding target for Outcome 1 (Governance and rule of law) and to a lesser degree for Outcome 2 (Inclusive and sustainable growth) while actual resources for Outcome 3 (Resilience and environmental sustainability) are likely to fall short of the estimated budget, as shown in Figure 1.

FIGURE 1. Total budget vs. expenditure incurred to date²⁹



The size of the UNDP programmes has been steadily declining over the past decade, mirroring the trend in official development assistance (ODA). This downward trend continued during the reporting period, with total CPD expenditure decreasing by 35 percent, from \$9.6 million in 2016 to \$6.3 million in 2017, with a slight increase in 2018 (\$6.9 million).

ODA levels as a percentage of gross national income have decreased sharply since 2009, as shown in Figure 3. Many bilateral donors have reduced their cooperation programmes or withdrawn altogether from Kosovo in recent years (e.g. Finland during the reported period).

²⁹ Data from UNDP Kosovo office, April 2019.

FIGURE 2. Evolution of expenditure by thematic area 2016-2018, (million US\$)

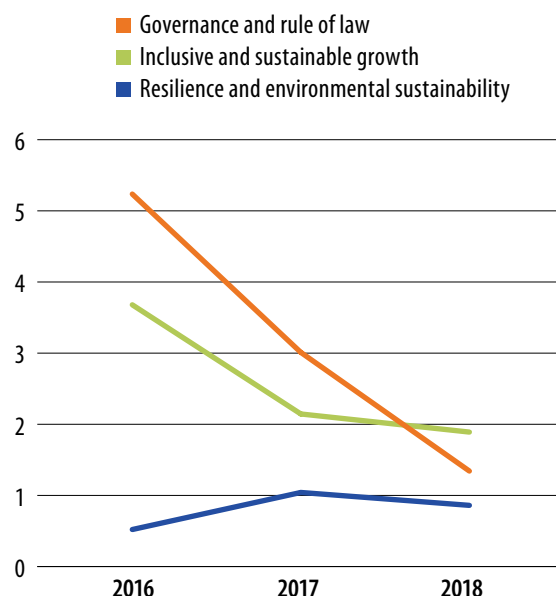
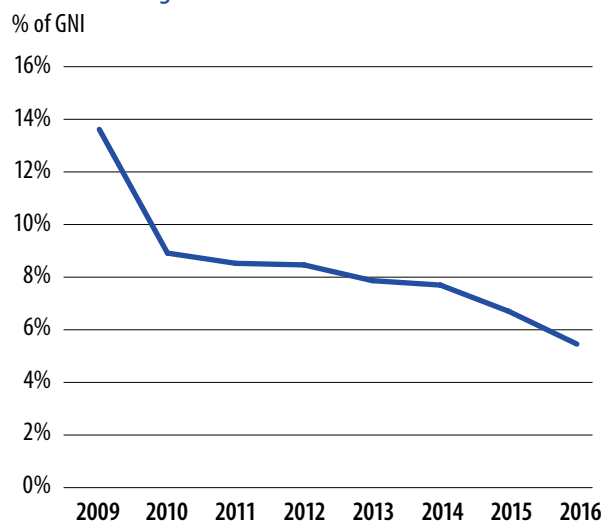
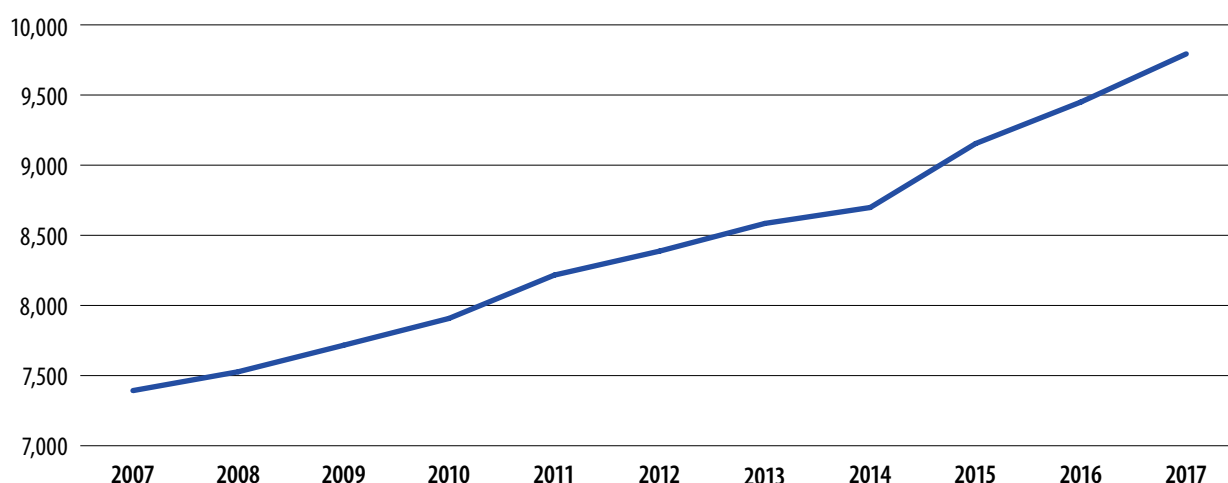


FIGURE 3. Net ODA received 2009-2016, percentage of gross national income



The fall in ODA reflects the improved economic situation and rising living standards in Kosovo over the past decade.

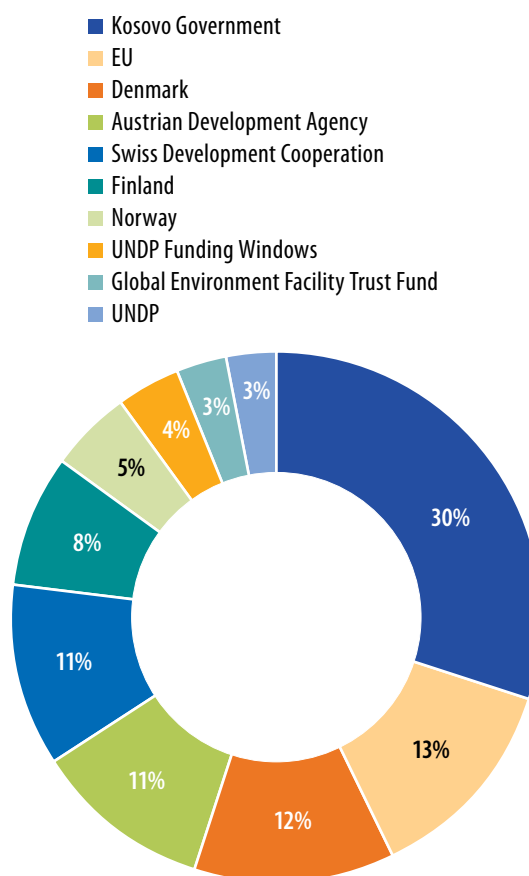
FIGURE 4. Gross domestic product per capita, PPP (constant 2011 international, US\$)



As resource mobilization opportunities from international donors diminish, UNDP has increasingly turned to Kosovo's central level institutions to finance its programme, representing 30 percent of the top-10 donors to UNDP over the period 2016-2018 (see Figure 5).

Under the CPD 2016-2020, UNDP sought to move away from the 'cluster' delivery approach to adopt more integrated implementation of its programme. For example, UNDP intervention at the municipal level is combining measures from the different CPD outcomes, including integrity plans for anti-corruption, service delivery for business promotion, jobs through the engagement of municipal administration, employment services, vocational training and civil society organizations, community drills under disaster risk reduction (DRR), and access to justice for rural communities and marginalized groups.

FIGURE 5. Share of UNDP funding (total \$18.9 million), top-10 donors 2016-2018



The SDGs were adopted in September 2015, which coincided with the Results and Resources Framework for Kosovo coming into force. Hence, the document refers to “Millennium Development Goals/ Sustainable Development Goals/ and other internationally agreed development goals” across the three outcome areas. This also means that indicators of

achievement at outcome level were not designed to measure progress towards the SDGs. However, the programme outcomes directly related to nine SDGs, as shown in Table 2.

UNDP has also facilitated efforts to mainstream the SDGs in national and sector strategies and the EU Stabilization and Association Agreement.

TABLE 2. Programme outcomes related to SDGs

Outcome area	Link to SDG
1. Good governance and rule of law	<p>Goal 16: Peace, justice and strong institutions. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable and inclusive institutions at all levels.</p> <p>Goal 5: Gender equality. Achieve gender equality and empower all women and girls.</p>
2. Inclusive and sustainable growth	<p>Goal 1: No poverty. End poverty in all its forms everywhere.</p> <p>Goal 8: Decent work and economic growth. Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all.</p> <p>Goal 10: Reduced inequalities. Reduce inequality within and among countries.</p>
3. Resilience and environmental sustainability	<p>Goal 3: Good health and well-being. Ensure healthy lives and promote well-being for all at all ages.</p> <p>Goal 6: Clean water and sanitation. Ensure availability and sustainable management of water and sanitation for all.</p> <p>Goal 11: Sustainable cities and communities. Make cities and human settlements inclusive.</p> <p>Goal 13: Climate action. Take urgent action to combat climate change and its impacts.</p>

Good governance and rule of law

The UNDP programme 2016-2018 has a clear focus on strengthening key institutions responsible for ensuring a functional democracy and peace in Kosovo, strengthening institutional capacities in policy-making and delivery to assure peace and stability for its citizens, and paving the way for Kosovo to meet EU integration conditionalities.

UNDP has worked to reduce corruption through strengthening the capacities of institutions in charge of anti-corruption in order to guarantee public institution accountability and responsiveness to citizens, and to promote citizen demand for accountability of public services. Anti-corruption support has been pursued, especially through two phases of the Support to Anti-Corruption Efforts in Kosovo Project (SAEK I and II).

UNDP's work on safety and security, particularly on small arms and light weapons spans more than 10 years and includes, during the current cycle, the Kosovo Safety and Security Project. This has activities that focus on strengthening legislative and policy frameworks, training police officers and civil servants, oversight of private security services, community policing, protection of critical infrastructure, crime prevention, school safety, and more recently the prevention of violent extremism and cyber security.

Under outcome one, the UNDP programme has managed projects aimed at strengthening the capacities of specific institutions to address issues such as missing persons and cultural heritage, which remain sources of friction between ethnicities in Kosovo. UNDP, through programmes such as the Inter-community Dialogue through Inclusive Cultural Heritage Preservation and the Missing Persons Initiative, has endeavoured to strengthen the capacities of national institutions and promote inter-ethnic cooperation and greater trust in Kosovo's institutions.

Inclusive and sustainable growth

The UNDP 2016-2018 programme addressed the achievement of sustainable development objectives through integrated programmes and projects. These aimed to assure balanced and inclusive economic growth in Kosovo by improving the capacities of central level institutions and local government in policy-making and delivery, and by promoting the inclusion of marginalized groups in society. The programmes and projects in the portfolio have developed gender-responsive policies and deliver integrated services focusing on the most vulnerable groups among the unemployed, such as youth, people repatriated from the EU and minority communities, specifically Roma, Ashkali and Egyptians. The interventions aim to strengthen links between labour market actors, such as employers, job-seekers, policy-makers, public employment services, and vocational training and educational institutions.

UNDP has endeavoured to introduce and implement labour market measures for vulnerable groups with a particular focus on youth and women, and has provided technical support for the capacities of implementing institutions. UNDP has also worked to enhance the labour market knowledge base for evidence-based decision making among labour market actors. The Active Labour Market Programme 2 and the Integrated Territorial Development Programme 2 aim to support long-term unemployed people at risk of socioeconomic exclusion through skills development and job creation, as well as through supporting local smallholder farmers and micro business initiatives.

Resilience and environmental sustainability

In the field of resilience and environmental sustainability, during the current CPD period UNDP sought to improve the capacities of the Ministry of Environment and local authorities to further integrate environmental protection into development strategies, including support for SDG achievement

with particular emphasis on SDGs 3, 6 and 11. Support was provided on regional integrated river basin management, as well as DRR.

During the current cycle, UNDP completed a preliminary assessment of environmental impacts on human health in Kosovo. It also did a social media advocacy campaign to raise awareness among young people of the negative impacts of environmental pollution on health.

UNDP supported Kosovo to advance the climate change sector. With UNDP assistance, the Climate Change Strategy and Action Plan were drafted. UNDP also helped strengthen and institutionalize a greenhouse gas inventory system at central level, and supported the Climate Change Committee to coordinate and cooperate on the integration of climate change considerations into the policies of all involved sectors. At the local level, urban nationally appropriate mitigation actions were initiated in Prizren municipality, supporting the overall reduction of greenhouse gas emissions through cross-sectoral interventions. A green growth centre was established, a greenhouse gas inventory was developed for the city of Prizren, and a cross-sectoral intervention plan was drafted.

As Kosovo is not a signatory to UN conventions, there are no allocations for Kosovo to participate in the Global Environment Facility and Green Climate Fund. However, the UNDP Kosovo team and relevant partners' lobbying through their board members resulted in the participation of UNDP Kosovo in the Transboundary Drin River Basin Management Programme, funded through the Global Environment Facility.

UNDP has been working to improve technical and logistical preparedness and capacities for disaster emergency response. Disaster response institutions and volunteers, such as representatives of the police department, municipal directorates, family health centres, community representatives and NGOs have acquired expertise in disaster management and become familiar with the importance of integrating

gender mainstreaming in DRR. At the local level, preparedness and response capacities have been supported by the development of local risk assessment documents with a view to addressing gender issues for several municipalities.



CHAPTER 2

FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
NATIONAL OWNERSHIP HUMAN effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
COORDINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP

2.1 Good governance and rule of law

Finding 1. A coherent package of UNDP interventions has strengthened the strategic, legal and institutional anti-corruption framework, significantly contributing to progress made in recent years regarding the reporting and investigation of corruption cases.

Two anti-corruption projects were designed and implemented in strong partnership with central level institutions, including the Assembly of Kosovo, the Kosovo Anti-Corruption Agency (KAA), the General Prosecutor's Office, the Kosovo Prosecutorial Council, the Office of the Disciplinary Prosecutor and selected municipalities. The strong involvement of beneficiaries in both projects made the programme more concrete and more relevant to needs. It also developed knowledge and strengthened the motivation and support of stakeholders in the transformation process during and after the project.

UNDP interventions provided anti-corruption and law enforcement institutions in Kosovo with strategic support, mechanisms and tools to effectively fulfil their mandate, including the development of an anti-corruption strategy (pending Parliamentary approval). The preparation of an anti-corruption legislative package (three out of five laws have already been enacted) established a monitoring mechanism for the Anti-Corruption Strategy and Action Plan and the set-up of cooperation mechanisms with the judicial prosecutorial system.

Prevention mechanisms were also operationalized and included: corruption proofing the legislative system; an e-tool for organizing the case management system of preliminary investigations; monitoring IP, with KAA assuring direct access for the Office for Crime Prevention to financial and criminal records within the police, tax administration, customs administration and cadastre; sentencing guidelines for corruption cases for law enforcement institutions; a national risk assessment for money laundering, money laundering typology, and access of the Fiscal

Investigation Unit to the world-check database of politically exposed persons and heightened risk individuals and organizations. E-declarations for public officials' assets and income have also enhanced the quality of conflict of interest investigations.

The synergies of these interventions significantly improved the coordination and effectiveness of the involved institutions in timely detection of corruption breaches, reporting, investigation, judgment and conviction. For example, the number of KAA reports maintained by the Office for Crime Prevention for further investigation increased from 56 percent in 2017 to 100 percent in 2018. In 2018, KAA received 391 reports, of which 125 were followed up by the enforcement institutions, resulting in 20 convictions. The Fiscal Investigation Unit made very good progress on meeting Moneyval requirements.³⁰

Public transparency was enhanced, as 27 central institutions and municipalities adopted integrity plans and 30 municipalities and all anti-corruption institutions published their expenditures in a user-friendly format. Very good results were achieved on citizen participation in denouncing corruption in public administration. During 2018, 12,000 citizen reports were generated by Kallxo.com,³¹ which solved 25 percent of the reports, while the rest were referred to the police. From 2012 to date, nine judges and prosecutors referred by Kallxo.com have been convicted, removed from the system or suspended. Four others are under further proceedings by the respective law enforcement institutions.

While the institutions involved in the fight against corruption have shown strong ownership and commitment to building on the project results, sustainability may be at risk because of insufficient political and financial support to fulfil the requirements of the Anti-Corruption Strategy and Action Plan.

The interviewed institutions involved in the fight against corruption, such as KAA and the Fiscal Investigation Unit indicated strong commitment

³⁰ Committee of Experts on the Evaluation of Anti-Money Laundering Measures and the Financing of Terrorism.

³¹ Kallxo.com is an internet platform established with UNDP support under the Support to Anti-Corruption Efforts in Kosovo I Project to promote citizen engagement and reporting of corruption.

to following up and building on project outputs, including use of the integrated monitoring platform at KAA, and the asset declaration platform at the Fiscal Investigation Unit. These and other tools have enhanced the timely detection of corruption breaches. However, both KAA and the Fiscal Investigation Unit complained about the lack of appropriate structures and staff to ensure the full use of project outputs. Intimidation by high level and central level institutions aimed at restricting KAA's efforts to combat conflicts of interest was also reported, calling into question the commitment of these central level institutions to politically and effectively support KAA in fulfilling its mission.

Finding 2. UNDP helped establish a framework for addressing domestic violence in Kosovo, through successful joint programming with other UN agencies.

UNDP, UN WOMEN and the United Nations Population Fund (UNFPA) combined their efforts and expertise to help raise public awareness and promote gender equality and the prevention of gender-based violence (GBV) as part of the Justice 2020 Programme (funded by the global focal point for rule of law).

The initial UN Joint Programme on Domestic Violence began in 2012 with support from the Government of Finland. It targeted local institutions in selected municipalities, including women's shelters and Centres for Social Services and Employment in responding effectively to GBV cases in line with international standards. The project helped municipalities adopt coordination mechanisms and action plans to deal with GBV and, in cooperation with civil society, promoted the reintegration of victims of violence. Policy support has focused on strengthening the legal and strategic framework and implementing measures to enforce GBV prevention mechanisms. In addition to technical and legal advice to the National Agency for Free Legal Aid, UNDP, in cooperation with UNFPA, supported primary healthcare institutions to implement standard operational procedures on GBV, in line with the Istanbul Convention. Support was also directed

towards related agencies such as the Ombudsman in strengthening preventive measures, with a strong focus placed on the reintegration of survivors of domestic violence. Full-time legal aid officers were assigned to provide timely legal assistance to cases of violence against women. In addition, 210 field service providers received training on how to handle civil domestic violence cases, with 22 people trained on administrative, GBV and minor offence issues. One hundred medical practitioners received training on the health care aspects of domestic violence. Four municipalities received support to implement GBV action plans, including through small grants to legal aid providers.

Finding 3. UNDP made important contributions to safety and security in Kosovo, with particularly noteworthy progress made on the investigation of gun crimes.

UNDP contributed to public safety with legal, regulatory and capacity building advice and support, extending its activities beyond the original focus on small arms control to cover the promotion of safer communities and the prevention of violent extremism. Building on the achievements of previous programmes (KOSSAC, FERM) managed by UNDP since 2008, the Kosovo Safety and Security Project continued to provide essential support in the field of small arms and light weapons control, notably by strengthening the capacity of the firearms focal point within the Kosovo police. Activities were expanded to new security related areas such as community policing, the prevention of violent extremism and cyber security. UNDP interventions helped strengthen legislative and regulatory frameworks and helped reinforce the capacity of authorities at central and local levels. Links to the regional SEESAC project, in which UNDP is involved as implementing partner, enabled networking and the exchange of best practices. At a broader level, UNDP's support can be seen to have contributed to reducing the number of illegal weapons in circulation, helping to strengthen citizens' sense of security and confidence in law enforcement, although the security situation in Kosovo remains volatile.

Finding 4. UNDP interventions have contributed to a new approach to the missing persons issue in Kosovo, however progress in resolving the issue has been limited.

UNDP helped develop a new approach to the missing persons issue in Kosovo, establishing structured and systematic cooperation among public and international institutions, civil society actors and the Missing Persons' Family Association. The UNDP Missing Persons Initiative contributed to drafting a strategy for forensic medicine and supported the Law on Missing Persons. In terms of institutional strengthening, the project contributed to greater clarity on roles and responsibilities among national and international partners working on missing persons through useful tools such as stakeholder mapping, and by providing policy analysis and recommendations that are now being taken up during the project's second phase.

Some progress was achieved in strengthening the capacities of the Institute for Forensic Medicine, including creating a functional ante-mortem/post-mortem database of 6,300 persons. In terms of capacity building, the project's contribution was limited to facilitating two experts (archaeologist and anthropologist) to enrol in distance learning and DNA analysis of the identified human remains (testing and matching of post-mortem samples). The project also facilitated the recruitment process for six operators tasked with supporting permanent Institute for Forensic Medicine staff to enter data into the ante-mortem/post-mortem database.

Limited coordination and cooperation between national and international actors in the missing persons' processes impeded synergies of the results achieved. A lack of clarity on the roles, responsibilities, mandates and capacities of individuals, particularly in the Commission on Missing Persons, and a lack of funds for testing and matching post-mortem samples all limit full achievement. Approximately 350 sets of human remains stored at the Pristina morgue, for which forensic action has been exhausted, remain unidentified. It can be

noted that less than one third of the initial planned budget for the project was received, due to changing priorities of the principal donor.

Finding 5. There was a high level of continuity across the inclusive and sustainable growth area, with new activities usually linking to results achieved under previous programmes. Several interventions were expanded after being successfully piloted.

Interventions were well designed and well sequenced, starting with the development of sector strategies and the completion of legal and institutional frameworks. This led to demand-driven institutional and capacity building activities and the maintenance of mechanisms to promote civic engagement, for example the Kallxo.com platform.

Examples of successful scaling include the UN Joint Programme on Domestic Violence in Kosovo phase II, which built on the outputs of phase I, disseminating the standard operational procedures across primary health institutions, scaling up women survivors' reintegration, and expanding the geographical coverage of interventions from three to seven municipalities.

Many projects applied innovative methods (e.g. in the Support to Anti-Corruption Efforts in Kosovo Project through a combination of top-down and bottom-up approaches to addressing institutional and public responses to fight corruption). They were very sensitive to ethnic issues, with confidence-building measures integrated into projects (e.g. Missing Persons Initiative, Inter-Community Dialogue for Cultural Heritage, UN Joint Programme on Domestic Violence in Kosovo).

2.2 Inclusive and sustainable growth

Finding 6. UNDP interventions contributed to the objectives of the outcome area and were in line with Kosovo's priorities. Changes in the focus of a principle donor forced a narrowing of planned deliverables.

The portfolio of interventions aimed to create employment and livelihood opportunities in accordance with the CPD. In addition to supporting the implementation of the national employment policy, there was a focus on local development, which was fully justified given the scale of unemployment challenges and low competitiveness of the agricultural sector in the targeted municipalities. The portfolio benefited from an important financial contribution from the Finnish Cooperation Programme, which ended in 2017. While the continuity of the employment programme has been ensured thanks to cost-sharing, other interventions had to be discontinued. This was the case for the second phase of Aid for Trade, a valuable and successful project run by UNDP since 2014. This had contributed to job creation (especially women and youth) by developing employment and education policies and supporting central and municipal level institutions in designing and implementing private sector policies.

Finding 7. 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.

UNDP has been involved in employment policy in Kosovo since 2004, together with other international aid organizations which have provided active labour market measures in the absence of a functioning funding mechanism at the national level. In recent years, UNDP has supported the newly established Employment Agency (2017) with the implementation of a wage subsidy, internship and self-employment programmes. The self-employment programme concept builds on a methodology developed by UNDP in North Macedonia. A new programme has also been put in place to provide returnees with opportunities for skills development and employment. These measures have helped reduce unemployment among disadvantaged groups, particularly women and young people.³² UNDP provided much-needed technical assistance, funded

by Finland, to strengthen the capacity of labour market institutions in Kosovo, including vocational training centres and employment agencies that now offer a more comprehensive package of services to jobseekers. This includes job search assistance, employment counselling and vocational training. Registration of unemployed people has improved thanks to a computerized registration and management system that the intervention helped set up. Labour market information has improved through labour market surveys and skill needs analyses.

A feasibility report on the establishment of an Employment Fund for Kosovo, prepared with UNDP support, has not yet been implemented. As a result, public funding for employment measures included in the Kosovo programme was channelled through UNDP instead of the Employment Agency.

The Employment Policy continues to be implemented in a fragmented manner with the support of several international donors (EU, GIZ) applying different methodologies with minimal coordination. The capacity of the Employment Agency remains weak, with a large proportion of the staff of local agencies approaching retirement age, while the quality and relevance of vocational education and training programmes for unemployed people do not meet the needs of the labour market.

Finding 8. UNDP interventions have helped create jobs and income opportunities for local communities by strengthening coordination and cooperation among stakeholders.

UNDP promoted a bottom-up approach to local economic development in four rural municipalities of southern Kosovo.³³ Implemented in two phases, the Integrated Territorial Development Project (INTERDEV) has been financed by the Austrian Development Agency since 2014 to help organize local development through a partnership between local authorities, employment agencies, vocational training centres and civil society.

³² The Self-Employment Programme was particularly successful, with business survival rates of 77 percent and 90 percent in the 2015 and 2016 cohorts, respectively, showing that the programme's impact is lasting. Source: Implementation and Impact of the Self-Employment Programme (SEP) in Kosovo (2015-2016), Evaluation Report, October 2017.

³³ Dragash/Dragaš, Štrpce/Shtërpçë, Suharekë/Suva Reka (only phase 2) and Vitia/Vitina (only phase 2).

Through INTERDEV, UNDP has been effective in identifying needs and mobilizing and strengthening the capacity of stakeholders to design and implement actions in support of local economic development. Assistance was provided to small farmers in the form of training and small grants to help them organize production and start or expand income-generating activities.³⁴ Given the differences in starting points, the results varied widely. While the intervention contributed to improved livelihoods and job creation in the four municipalities, it was only in the municipality of Štrpce/Shtërpçë, which was involved in both phases, that local producers were able to move significantly up the value chain to enjoy higher income prospects. UNDP's management of INTERDEV was highly appreciated by the Austrian Development Agency Kosovo office, which noted its capacity to rapidly develop the project, hire a strong team and engage effectively with partner municipalities.

2.3 Resilience and environmental sustainability

Finding 9. Despite Kosovo suffering from environmental pollution and degradation of natural resources, environment and climate change have not been included among 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.

Despite Kosovo suffering from environmental pollution and degradation of natural resources, environment and climate change are not prioritized in the National Development Strategy, and are not top priorities for central level institutions. The environment and sustainable development portfolio for UNDP encompassed 13 percent of expenditure during this period. As a consequence of the

special status of Kosovo, the territory is not a signatory to UN conventions, which prevents access to financial assistance from the Global Environment Facility and Green Climate Fund. Nevertheless, UNDP has managed to establish a small portfolio of projects that support central and local institutions on issues relating to DRR, climate change and river-based management.

The UNDP office was able to secure some Global Environment Facility funding for Kosovo within the regional Enabling Transboundary Cooperation and Integrated Water Resources Management Programme in the Extended Drin River Basin. The aim of the programme during 2015-2018 (extended) was to support joint management of shared water resources of the extended transboundary Drin River Basin, including coordination mechanisms linking with sub-commissions and committees of the basin, (lakes Prspa, Ohrid and Skadar). Total financial resources for this effort involving Albania, North Macedonia, Montenegro and Kosovo were expected to reach \$226 million. The expansion of the programme to include activities in Kosovo was seen as critical, given its geographic position at the headwaters of the White Drin. The budget for activities within Kosovo is approximately \$1 million.

The Drin Project aims to build political commitment for drafting a strategic action plan on managing the basin's water resources, expected in 2020. Results of the project include establishing an integrated management committee and a ministerial meeting of the four Drin Basin countries held in 2019. Consensus was achieved between Kosovo and the rest of the Drin riparian countries on key transboundary concerns and change drivers. Institutional and legal frameworks for transboundary cooperation are being strengthened, and efforts also include on-the-ground demonstrations of the benefits of environmentally sound approaches and technologies in the White Drin sub-basin.

³⁴ The grant component for agro-business/rural development in Suharekë/Suva Reka was entrusted to the Local Development Fund (LDF), an NGO established in 2011 under the IRDS project, which was also financed by the Austrian Development Cooperation.

According to environment studies and data on air quality, air pollution and degradation of the environment is a serious problem, yet there has not been a comprehensive study on the implications of pollution on public health.³⁵

In the area of climate change, UNDP managed the two-phased Strengthen the Climate Change Agenda in Kosovo (SLED I & II) Project from 2013-2016. The \$900,000 project, two thirds funded by the Austrian Government, aimed to support the central institutions of Kosovo to mainstream climate change concerns into Kosovo's sectoral and overall development priorities. Results include the development of a climate change strategy with corresponding action, implementation and monitoring plans. Requirements were established for all municipalities to develop municipal energy efficiency plans, under the Law on Energy Efficiency. An awareness raising campaign was launched targeted towards key groups (farmers, municipal officials and students).³⁶

The Austrian Government supported a third UNDP-managed project in the climate change sector. The EUR 330,000 project pilot, Urban Nationally Appropriate Mitigation Actions, was initiated in Prizren municipality with the aim of creating healthy urban living conditions and achieving sustainable growth, while setting an example as a city-wide intervention for Kosovo.

These three projects notwithstanding, there is considerable work to be done to get the designated authorities in Kosovo to prioritize climate change mitigation and adaptation. According to the UNDP Kosovo CPD, support to Kosovo to mainstream climate change concerns into sectoral and development priorities should have led to enhanced capacities to deal with climate change-related issues, including the development of low emission strategies. At central and local government levels, such low emission strategies are yet to be developed.

Finding 10. UNDP has taken an inclusive approach to implementing DRR activities in Kosovo, yet project results have been limited and are highly vulnerable due to continued ethnic tensions and political mistrust. DRR and response is further compromised by insufficient funding, and low administrative capacity at central and local government levels.

Kosovo's economy, population and environment are moderately exposed and highly vulnerable to natural hazards. In the near future, climate change is expected to amplify exposure to meteorological hazards. The UNDP intervention marked only the beginning of the establishment of an adequate DRR system in Kosovo, which is currently operating with a limited budget and resources. It stimulated increased awareness and accountability on DRR in specific municipalities, promoting cooperation between central and local level administration and civil society organizations. Participants recognize community drills as a good tool to bring together all communities to increase awareness on DRR. However, central and local authorities have insufficient capacities to implement the DRR Strategy and companion regulations developed through the project. A lack of financial commitment from central and local authorities to pursue the implementation of DRR measures undermines the sustainability of programme results.

Kosovo is a multi-national society where the four northern municipalities are not fully integrated into central level institutions. The lack of inter-municipal cooperation between ethnic groups undermines the effectiveness of DRR policies. For this reason, UNDP has placed great emphasis on the participation of associations/NGOs and public institutions from the north to bridge the national/ethnic gap between the two main communities. Involved civil society organizations stressed the importance of national cohesion in ensuring the success of DRR measures. In

³⁵ Interview with Shkipe Deda Gjurgjiali, Portfolio Manager, UNDP.

³⁶ Support for Low Emission Development in Kosovo, http://www.ks.undp.org/content/kosovo/en/home/operations/projects/environment_and_energy/support-for-low-emission-development-in-kosovo.html

practice, mutual political mistrust continues to weigh on the coherence and effectiveness of DRR policies implemented on both sides of the ethnic divide.

According to stakeholders, low programme sustainability is primarily due to a shortage of specialized skills among administrative staff and a lack of funds to maintain results and implement policies. There is uncertainty about the financial commitment of authorities at both central and local level, which compromises progress on DRR. For example, UNDP has funded emergency plans and exercises for some municipalities. However, very few have replicated these activities using their own budgets. Financial sustainability is further at risk due to no EU support envisaged for DRR under the Instrument for Pre-Accession Assistance II.

UNDP has taken specific measures to encourage the involvement of beneficiaries in all phases of the projects/initiatives. This approach was particularly appreciated by the final beneficiaries, and contributed to the ownership of results.

2.4 Gender mainstreaming

Finding 11. The UNDP Kosovo office achieved good results in mainstreaming gender equality in programme design and implementation, contributing to improving gender equality and women's empowerment.

UNDP Kosovo has promoted gender equality by strengthening its internal organization, and by adopting standards and mechanisms to mainstream gender issues in the country programme to enhance gender results and the impacts of implemented interventions. These efforts earned the office the Gender Equality Silver Seal in 2017.

The Kosovo office established a well-structured and well-informed gender team, chaired by the resident representative. Its activities were defined by terms of reference set out in a work plan. The gender programme associate is the focal point in the office for gender equality and women's empowerment, responsible for coordinating and monitoring

gender mainstreaming through the country programme cycle, including through staff training in gender-sensitive approaches.

Most CPD interventions are gender responsive, with about 30 percent of interventions classified under the GEN-3 gender marker. Gender mainstreaming at the programming and implementation level was stronger in the Inclusive and Sustainable Growth outcome area, with 6 out of 11 interventions having a Gen-3 mark. The DRR intervention under the Environment and Resilience outcome, which introduced the first guide on mainstreaming gender in DRR, was also classified under GEN-3. In contrast, the Governance and Rule of Law outcome area has six GEN-1 interventions contributing in some way, but not significantly, to gender equality.

In the employment area, the agreement between UNDP and Kosovo to introduce a 50 percent quota for women beneficiaries under active labour market policies (ALMP 2) was implemented successfully over the last three years, with women representing 57 percent of on-the-job training beneficiaries and 44 percent of the wage-subsidy beneficiaries.

INTERDEV 2 applied an inclusive approach to ensure women's participation when awarding grants and implementing skills development and employment activities. The project also supported the creation of an all-female social enterprise in the remote rural area of Sevcë/Štrpce in the north, which gave local women more work and better income opportunities.

Women, due to their social roles, discrimination and poverty, are affected differently and often disproportionately by natural disasters and climate change. In order to address this issue UNDP involved central and local authorities, civil society organizations and community members to integrate the gender perspective of DRR policies to ensure better responses to emergency situations. This was achieved through the Gender Baseline Survey on Gender Conflict-Sensitivity and DRR, and the successful introduction of the first guide in the region on mainstreaming gender into DRR.

This should help change practices in this area if the measures recommended in the guide are properly implemented.

Despite these commendable results, more can be done to strengthen the gender dimension of UNDP interventions and enhance the contribution of the country programme to gender equality, especially considering the persisting gender gaps across many sectors in Kosovo.

2.5 Results management

Finding 12. While UNDP Kosovo should be credited for developing a comprehensive results framework in line with the UN Strategic Plan 2014-2017, the indicators and targets chosen do not capture the reality of the results achieved with UNDP support, nor are they appropriate for measuring the programme's contribution to achieving the SDGs.

Overall, indicators do not provide evidence that the improvement or absence of improvement observed is related to UNDP interventions. For example, it is not clear to what extent the decrease in court backlog (Indicator 1.2 under Outcome Area 12) is linked to UNDP activities. Moreover, some indicators are at the wrong level (e.g. "Number of new and revised policies to support decent employment opportunities for youth and women" measures an output, not an outcome) or describe the intervention outputs without capturing results (e.g. Output 1 under the outcome area on Inclusive and Sustainable Growth reads: "Implementation of territorial employment pacts at local level" with the corresponding indicator "Number of territorial employment pacts developed by municipal local actions groups". The output should have been defined as a result, for example, "Enhanced capacity of involved municipalities to engage in local economic development". The implementation of a specific number of territorial pacts would then be one of the indicators measuring this enhanced capacity).

2.6 Portfolio coherence

Finding 13. While the UNDP programme is well aligned with the priorities of the Kosovo Government and the current UNDAF, some portfolios appear fragmented and unbalanced, reflecting funding difficulties and highlighting over ambitious CPD objectives and targets.

Almost half of the funding (48 percent) was directed towards Governance and Rule of Law, with Inclusive and Sustainable Growth accounting for 39 percent, reflecting the greater availability of funding in these areas. Resilience and Environmental Sustainability represented only 13 percent of incurred expenditure over the period. It is unlikely that the programme will meet its funding target for this third outcome area, which is clearly underfunded.

Given the political constraints that limit access to funds and reduce UNDP's room for manoeuvre in Kosovo, the strategy adopted has been to identify niches where support from other international donors is low and/or there is enough funding to optimize the use of UNDP's expertise and management capacities.

While a critical mass has been reached in some sectors (e.g. anti-corruption, Kosovo safety and security), allowing coherent and consistent support, other interventions in the portfolio appear isolated and less likely to achieve meaningful results and contribute to the CPD's overall impact (e.g. Action for Municipal Leadership and Cooperation, and Modernization of Public Administration). However, other isolated interventions were fully justified, given their importance to Kosovo's long-term stability and inter-ethnic reconciliation (e.g. Inter-community Dialogue through Inclusive Cultural Heritage Preservation, and Kosovo Missing Person's Initiative to Increase Stability). Funding for Environment was clearly insufficient to contribute to the CPD output and outcome indicators set for the sector, which were too ambitious and unrealistic.

The fact that related interventions are sometimes split between different outcome areas reinforces the impression of fragmentation. For example, Firearms Explosives Risk Minimization appears under Governance and Rule of Law, while the Kosovo Safety and Security Project is part of Resilience and Environmental Sustainability.³⁷ Gender-Based Violence and Access to Justice features under Governance and Rule of Law, while the Joint Programme on Domestic Violence appears under Inclusive and Sustainable Growth.

The current results framework has shortcomings, with overly ambitious outcomes and targets in some areas and inadequate indicators that do not allow a causal link to be established between results achieved at project and programme levels.

2.7 Joint programming and inter-agency cooperation

Finding 14. There have been encouraging examples of projects implemented jointly by UN agencies, despite constraints due to Kosovo's status and limited engagement from UN specialist agencies.

Three joint efforts are notable: UNDP, UN WOMEN and UNFPA combined their efforts and expertise to help raise public awareness and promote gender equality and the prevention of GBV as part of the Justice 2020 Programme (funded by the global focal point for rule of law): 'Healthier Kosovo' was established together with UNV and the World Health Organization and the Youth Empowerment Project was managed by UNICEF, UNV and UN WOMEN.

As Kosovo is not a UN member, there is no 'Delivery as One' mechanism in place in the UN Kosovo team.³⁸ In practice, cooperation with the other 18 UN agencies present in Kosovo takes place at the programming stage. During implementation, it

consists mainly of regular coordination meetings between agencies under the leadership of the UNKT development coordination officer. Until the recent reform of the UN development system, the UNDP resident representative was also the resident coordinator who oversaw coordination between agencies, adding a substantial workload to the function. Cooperation with the UN mission in Kosovo has been low-key and transactional, and mostly limited to a regular exchange of information.

³⁷ It is noted that a technical error was identified by UNDP Kosovo in the linking of the Kosovo Safety and Security Programme to the programme tree, which is being corrected.

³⁸ The UN country team for Kosovo is referred to as the UN Kosovo Team (UNKT), see <http://unkt.org/>.



CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS effectiveness
COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
COORDINATION AND PARTNERSHIP sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
NATIONAL OWNERSHIP relevance sustainability COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS effectiveness
COORDINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP sustainability

3.1 Conclusions

- **Conclusion 1. Despite the constraints of Kosovo's special status and a decline in ODA levels, UNDP has successfully implemented effective interventions that are benefitting government institutions and contributing to improved living standards for citizens.**

Kosovo's special status has rendered the implementation of the UNDP programme in Kosovo more complex, for example by hindering UNDP's access to UN vertical and thematic funds, limiting support from some member states and hampering opportunities for inter-agency cooperation. UNDP has also faced the challenge of adapting to a reduced project portfolio as a result of the rapid decline in ODA levels in Kosovo, with the office undergoing a major staff realignment two years ago as a result. Nevertheless, it has succeeded in consolidating its position as a key development agency in Kosovo, providing essential support towards peace and stability and the building of democratic institutions, while at the same time intervening at the local level to improve the living conditions of the population.

- **Conclusion 2. UNDP is valued for its professionalism, strong management capacity and speed of response in Kosovo, which facilitates the implementation of actions and leverages international funding support.**

Kosovar officials interviewed had a positive view of UNDP's performance in contributing to development. UNDP maintains good relations with institutions in central and local government, and is well placed to provide policy and strategic advice and strengthen institutional capacities for reform.

Donors indicated that UNDP's access to high-quality expertise, its ability to create and maintain partnerships among a wide range of stakeholders, to build trust through transparent

and impartial procedures, and to respond rapidly to new requests were key factors in their interest in teaming with UNDP on bilateral projects in Kosovo.

It is important to note that collaboration with the EU in Kosovo has been limited, with just four EU-funded projects implemented during the period, with a limited amount of funding.³⁹ This stands in contrast to more extensive partnerships with the EU elsewhere in the Western Balkans—particularly in Bosnia and Herzegovina. The EU partnership will only increase in importance as European integration continues, and as bilateral donors continue to scale down their assistance in the region (Finland cooperation withdrew from the Western Balkans in 2017).

- **Conclusion 3. Overall, the results achieved by UNDP interventions have contributed to CPD outcomes, especially in areas benefiting from long-term involvement. A lack of funding for some interventions impacted output delivery, and expenditure targets in some outcome areas are unlikely to be reached.**

There is ample evidence that UNDP interventions have contributed to the results targeted in the CDP, particularly in areas that benefit from its long-term support. This is the case, for example, in the areas of anti-corruption, public administration and local governance, where UNDP has helped maintain momentum for reform, or in the area of safety and security, where Kosovo's best practices are showcased in the rest of the Balkans. UNDP interventions have contributed to strengthening the framework for combating domestic violence and are also critical to the effectiveness of employment policy.

At the local level, the model developed by UNDP to create the conditions for sustainable agriculture in cooperation with local authorities, farmers and producers has been successfully applied in

³⁹ Action for Municipal Leadership and Cooperation (€0.35 million), SEE-Urban (€0.6 million), Confidence Building through Cultural Protection (€1.6m), Regional Programme on Local Democracy in the Western Balkans (ReLOaD) (€0.7m).

pilot areas and deserves to be scaled up. It should be noted that declines in donor funding limited UNDP's ability to achieve the outputs in the CPD for this outcome area.

The severe lack of funding for the Resilience and Environmental Sustainability outcome area only allowed UNDP to scratch the surface of Kosovo's challenges in this area, despite commendable results achieved in DRR, climate change and river-based management. As a consequence, it is very unlikely that CPD targets in terms of results and funding will be reached for this outcome area.

- **Conclusion 4. UNDP's extensive, long-term partnerships with Kosovar institutions are essential to the success and sustainability of its interventions. Declining funding sources may pose a challenge to portfolio coherence and UNDP's role as a provider of strategic policy advice.**

UNDP has established strong relationships with central level institutions, enabling it to provide substantial and long-term assistance on improved governance and democratic reforms. This strategic position could be at risk in the changing funding mix for UNDP in Kosovo. Without access to vertical funds, and a shrinking donor base driven by EU accession, UNDP programming is increasingly reliant on 'government cost sharing' from central level institutions and local governments in Kosovo. Experience across UNDP country offices shows

that this funding change often pushes UNDP into a 'development services' mode, typified by more ad hoc, short-term, procurement-driven projects that further reduce the level of integration within and between portfolios. From this perspective, UNDP's extensive networks in Kosovo, deep knowledge of context, and quality in-house expertise may not be sufficiently leveraged to position the organization, not only with central level institutions but also with donors and lenders.

- **Conclusion 5. The added value of the results framework in terms of guiding programme implementation and measuring its results and impact is low.**

Although progress has been made in developing a results framework in line with UN guidance as a basis for measuring and reporting the CPD's results and impact, in practice this framework does not allow for the accurate capture of programme achievements and its contribution to UNDAF outcomes. The issue is not only the weakness of some of the indicators, baselines and targets at CPD level, it is also connected with insufficient monitoring and evaluation practices at project level, with shortcomings in many projects regarding both the intervention logics and the indicators of achievement, and a disconnect between performance at project and programme level. Moreover, only a few projects have been evaluated, again without clear reference to the CPD results framework.

3.2 Recommendations and management response

Recommendation 1.



To expand its funding base in response to development needs, UNDP should look to new partnerships and alternative financial sources.

With the decline in bilateral aid to Kosovo, UNDP is increasingly at risk of not being able to achieve the necessary critical mass to deliver meaningful interventions. Existing political obstacles are not likely to change in the short term, so UNDP will need to increase donor support for UNDAF priorities while accessing new funding sources.

Participating in regional projects like the Global Environment Facility-funded Drin River Basin Project may present opportunities, and the Regional Bureau for Europe and the Commonwealth of Independent States regional hub should expand its efforts to involve Kosovo in regional activities. Stronger cooperation with other UN agencies could strengthen UNDP's strategic influence and programming opportunities.

While endeavouring to expand cooperation with the EU, UNDP should redouble its efforts to access alternative sources of funding, via the private sector and development banks. It is worth noting that the European Investment Bank signed a Framework Agreement with Kosovo in 2013, and has also signed a memorandum of understanding with UNDP (2017) to boost cooperation between the two institutions. UNDP and the European Investment Bank intend to cooperate to support the SDGs and address global challenges by leveraging the private and philanthropic sectors and utilizing a broad range of financial instruments.

Management response:



UNDP Kosovo is actively exploring opportunities for new strategic partnerships and alternative financing by engaging with international financial institutions, the EU, Kosovo Institutions, the private sector and diaspora. In its capacity as technical lead for the UNKT Socio-Economic Response Plan to COVID-19, and based on UNDP's Programmatic Offers, the UNDP Kosovo office will deploy leading international expertise both to support its efforts in enriching the government's economic recovery programme with particular emphasis on green recovery, digitization and social protection, and will seek to partner with international financial institutions, the private sector and other development partners in mobilizing alternative financing.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
1.1 Establish an Innovation and Digitization Team to identify best practices and innovative financing opportunities for UNDP Kosovo	February 2020	UNDP Kosovo Programme	Ecosystem mapping of key actors in innovation and alternative finance conducted with support of UNDP Istanbul Regional Hub's Innovation Team and Alternative Finance Lab to identify potential partnerships and approaches. Roundtable on alternative finance organized with key players.	Completed

Recommendation 1 (cont'd)

1.2 Crowdfunding initiative in response to COVID-19	June 2020	Governance and Peacebuilding Programme	The crowdfunding campaign was piloted in response to immediate needs for testing kits and 3-D printing of face shields.	Completed
1.3 Conduct Problem Space exercise on UNKT Socio-Economic Response Plan to COVID-19	June 2020	UNDP Programme	With support from the Innovation Team of the UNDP Regional Hub, the problem space methodology was applied to: 1) define an intent and identity of UNDP Kosovo as a technical lead for the UNKT Socio-Economic Response Plan (SERP), 2) articulate the problem space structures on the development areas in relation to COVID-19 in Kosovo, 3) map the immediate and long-term response offers, and 4) analyse the SERP based on the mapping, identifying gaps and needs in the offers.	Completed
1.4 Conduct development finance assessment and development financing roadmap for Kosovo	October 2020	UNDP Kosovo Programme, supported by Geopolicity	As UNDP Kosovo's overall advisory support to the Kosovo Institutions in responding to COVID-19, the roadmap will identify innovative new development financing partnerships and modalities (i.e. blended financing, green / conservation financing, social impact bonds, crowdfunding, catalytic first loss capital, etc.).	Initiated
1.5 Develop recommendations for Building Back Greener in consultation with international financial institutions, other development partners and Kosovo Institutions	November 2020	Sustainable Growth and Resilience Programme	UNDP Kosovo has engaged leading international and local expertise to develop recommendations in regard to policies and strategies for Building Back Greener, in consultation with Kosovo Institutions, international financial institutions and other development partners.	Initiated

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.

Considering the large gender gaps in Kosovo in many areas (education, employment, entrepreneurship, politics), UNDP should continue to vigorously promote gender equality and women's empowerment through the implementation of its programme. Interventions that specifically target women and challenge the norms, roles and relationships between men and women that perpetuate gender inequality and discrimination should be scaled up, drawing on innovative models from other UNDP programmes. Pressure on central level institutions must be maintained to integrate the gender dimension into all major public policies.

Management response:



UNDP Kosovo will continue to promote women's political and economic empowerment, and mainstream gender in a balanced manner throughout its programme. In addition, UNDP Kosovo will ensure that projects and programmes are designed in a gender-sensitive manner and include gender-disaggregated indicators and targets. Initiatives such as empowering young women who aspire to politics, with support of experienced women politicians as their mentors, over the last year was one of the most effective leadership and innovative interventions. Specific attention as we go forward will be given to women's economic empowerment, and access to social and legal services in our efforts to Build Back Better and respond to COVID-19 impacts.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
2.1 Project indicators and targets are gender-sensitive and gender-disaggregated throughout the entire UNDP Kosovo programme	Ongoing	Sustainable Growth and Resilience Programme	Maintain 30 percent for women beneficiaries for interventions related to institutional reform; maintain 50 percent criteria for women beneficiaries for all interventions related to economic empowerment.	Initiated

Recommendation 2 (cont'd)

2.2 Access to justice for women	Ongoing	Governance and Peacebuilding Programme	Ensure a minimum of 30 percent women's participation in institutional events and strive for 50 percent of women beneficiaries for project interventions. The interventions will entail design and implementation of advocacy campaigns on mediation as an effective dispute resolution mechanism, through development of information materials and outreach activities throughout Kosovo. A manual on mediation will be developed and distributed to 350 judges and prosecutors. In addition, capacities of legal aid actors according to the amended legislation will be increased. Women, especially those who live in more rural areas and other women considered marginalized will be the target group of the interventions.	Initiated
2.3 Impact of Corruption on Women Survey	June 2021	Governance and Peacebuilding Programme	This activity will be delivered through the Support to Anti-Corruption Efforts – 3rd phase. It will produce qualitative data about the impact of corruption on women specifically.	Initiated
2.4 Implement wage subsidy and self-employment measures	December 2021	Sustainable Growth and Resilience Programme	Current Active Labour Market Programme interventions will support the reintegration of repatriated persons from western Europe. The office will expand its support through the wage subsidy programme, working closely with the Public Employment Service and micro, small and medium-sized enterprises. In both cases, not less than 50 percent of beneficiaries will be women.	

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.

UNDP is well positioned to work with Kosovo institutions to maintain progress on anti-corruption reforms at all government levels. Further support for law enforcement institutions in the implementation of the Anti-Corruption Strategy and related legislation should be considered. Some of the crucial issues, such as the absence of asset confiscation, could be addressed as a priority before the adoption of the anti-money-laundering strategy. UNDP should seek to cooperate with the EU on monitoring results, as the fight against corruption remains a major priority for the EU, with the 2018 EU progress report raising concerns about the functionality and capacity of anti-corruption institutions. Cooperation with the EU should focus on transparency and accountability in governance, with greater involvement of civil society and citizens in detecting and reporting corruption.

UNDP's experience supporting municipal governments in neighbouring countries, such as Bosnia and Herzegovina and North Macedonia, provide interesting models for promoting accountability and transparency in the design and implementation of local policies, improving local government service delivery and financial management, and improving energy efficiency in public buildings and services.

Management response:



UNDP Kosovo is well placed to deliver results against this specific recommendation, having just embarked on the third phase of the Support Anti-Corruption Efforts Project that, among others, addresses issues of money laundering, asset confiscation and repatriation of stolen assets. The office will also continue to support the security sector in the area of cyber security, small arms and explosives control, community engagement in the design and implementation of prevention of violent extremism programmes and set up of a referral mechanism for the prevention of violent extremism.

Recommendation 3 (cont'd)

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
3.1 Money laundering typologies developed to help identify suspicious activities, detect and repatriate stolen assets	June 2020	Governance and Peacebuilding Programme	Money laundering typologies for Politically Exposed Persons are developed in close cooperation with the Financial Investigation Unit and the private sector. The objective of the typologies is to illustrate alleged money laundering schemes so as to ease the identification of suspicious activities and improve early detection, disruption of illicit activities, the success rates of prosecutions, and ultimately the amount of repatriated stolen assets.	Completed
3.2 Development of the Anti-Corruption Strategy	June 2021	Governance and Peacebuilding Programme	UNDP will support the Kosovo Institutions in the development of a new anti-corruption strategy in consultation with all relevant parties.	Initiated
3.3 Design policy and mechanisms for asset confiscation	June 2021	Governance and Peacebuilding Programme	UNDP Kosovo will engage international expertise to support the Kosovo Institutions in the design of policies and mechanisms for asset confiscation and repatriation of stolen assets.	Initiated
3.4 Increased effectiveness of border police, forensic and investigations teams on illicit arms trafficking	July 2021	Governance and Peacebuilding Programme	UNDP is using a people-processes-technology approach to strengthen individual and institutional capacities on identification, tracing, seizing and destruction of illicit arms trafficking.	Initiated

Recommendation 3 (cont'd)

3.5 Kosovo Police's specialized cyber-crime unit can conduct darknet investigations	July 2021	Governance and Peacebuilding Programme	UNDP will provide specialized, certified training to develop capacities for select members of the unit, based on best international practices, to safely and effectively conduct investigations and infiltration.	No due date
3.6 Strengthen the Public Employment Service's community outreach capacities	Ongoing	Sustainable Growth and Resilience Programme	In addition to support to the Public Employment Service to reach out to communities to encourage them to register their job seeking profiles, the office will explore opportunities with the Public Employment Service to target the informal economy through awareness and proactive approaches that encourage people to seek employment through the Public Employment Service.	No due date
3.7 Strengthen the capacities of rule of law institutions and coordination among them	Ongoing	Governance and Peacebuilding Programme	The office supports strengthening the capacities of judges and prosecutors, as well as Kosovo's Judiciary Council and Prosecutorial Council coordination. To increase the transparency and accountability of justice institutions, UNDP supports the digital transformation of processes related to asset and income declaration, tracing of illicit transactions, and human rights-based approaches in the judiciary, through the human rights and SDG database.	Initiated

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.

UNDP's long-standing support in the area of employment has yielded valuable results in terms of job creation and income generation, with measures well-targeted towards people from disadvantaged groups. Given the limited capacity of local employment agency branches, it is essential that this support be maintained.

Emphasis should also be placed on improving the quality and relevance of vocational education and training, especially with courses focusing on raising the educational level and employability of young people, women and long-term unemployed.

Although many strategies and instruments developed with UNDP support are now part of the Ministry of Labour and the Employment Agency's toolbox, some management responsibility continues to rest largely with UNDP. 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. In the interim, UNDP should continue its capacity-building efforts, particularly at the local level where many employment counsellors of retirement age will need to be replaced. UNDP should commence developing its exit strategy, enabling national structures to develop over time and assume full responsibility.

Finally, as part of the donor coordination dialogue, UNDP should promote better coordination among the various donors that support employment and income generation in Kosovo.

Management response:



The office initiated discussions with the Ministry of Labour and Social Welfare regarding the diversification of employment programmes and vocational education in line with development trends in the region and labour market needs. On the latter, UNDP will continue to provide support to the ministry with a market needs assessment to identify skills gaps and potential for more strategic employment programmes. Expert advice will be provided to policymakers to enhance strategic planning. In the meantime, the office will facilitate the work of the public employment service, especially at municipal level, for more effective and efficient service delivery until full implementation of existing financing agreements between UNDP Kosovo and the Ministry of Labour and Social Welfare. UNDP will play its convening role in bringing together key stakeholders from the private sector, educational institutions and employment authorities to facilitate joint planning for training that will allow for the development of future skills.

Recommendation 4 (cont'd)

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
4.1 Provide recommendations for employment policy reform	November 2020	Sustainable Growth and Resilience Programme	The office has engaged external expertise to support the government in the design of interventions for recovery programmes in response to COVID-19. As part of this support, international experts will conduct policy dialogue with the Minister of Labour and Social Welfare and provide advice accordingly on how to improve employment policy making in the short and medium term.	Initiated
4.2 Develop new employment programmes and guidelines for implementation	December 2021	Sustainable Growth and Resilience Programme	The office will utilize resources from the Global Policy Network and Sustainable Development Team in the Istanbul Regional Hub who will, based on best regional and global practices, support the country office design and promote new employment programmes that are strategic and in line with labour market needs in Kosovo. The focus will be on digital skills for youth and profiles that are in line with the development of technology in different production sectors and the IT sector.	Initiated

Recommendation 4 (cont'd)

4.3 Carry out two Business Pulse surveys	December 2020	Sustainable Growth and Resilience Programme	<p>The policy recommendations referred to above will be informed by the Public Pulse survey data and Business Pulse survey – the first one carried out in May and results published in June 2020, followed up by a roundtable organized in June with international and government stakeholders, positioning UNDP as a facilitator of policy-level discussions between stakeholders and joint planning as we go forward.</p> <p>The other two Business Pulse surveys will be implemented until the end of 2020.</p>	Initiated
--	---------------	---	--	-----------

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.

UNDP is supporting local government efforts to increase and sustain employment and livelihoods in rural and remote areas. These initiatives deserve to be scaled up into a programme that covers a whole region and encourages wider inter-municipal cooperation. Following stakeholder consultations, UNDP expertise should be mobilized to help participating municipalities analyse the potential for local development platforms, with a grant component established to help rural food producers, as well as manufacturers, move up the value chain and access new markets.

Management response:



UNDP will continue its implementation of the Active Labour Market Programme and aim to expand the programme to engage particularly with youth in all sectors through self-employment and targeted wage subsidy programmes, especially in response to COVID-19.

Recommendation 5 (cont'd)

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
5.1 Continued implementation of the Active Labour Market Programme	December 2021	Sustainable Growth and Resilience Programme	The action will support reintegration of the repatriated persons in a gender-sensitive manner. The target group will be specifically those living in rural areas that through self-employment programmes will benefit from skills and tools to operate in sectors of dairy production, honey production, wood processing and the service sector, which will ultimately improve livelihoods.	Initiated
5.2 Expand on Active Labour Market Programme target groups with focus on youth and future skills	December 2021	Sustainable Growth and Resilience Programme	The action will target regular beneficiaries through a wage-subsidy scheme for private sector small and medium enterprises and the development of skills for the future, based on domestic market needs and beyond, with a focus on digital skills.	No due date

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.

Effective social inclusion and poverty reduction policies require addressing the needs of target groups in a comprehensive manner. Building on the results of the Youth for Kosovo Project, UNDP should encourage cooperation among responsible authorities to design and implement integrated measures in the field of education, employment and social welfare to promote the inclusion of disadvantaged groups, giving priority to women and young people. Given UNDP's track record at the local level, pilot projects should be developed in selected municipalities to test new approaches, while addressing administrative and legal obstacles with central authorities to ensure mainstreaming of successful schemes.

Management response:



The office will support the development of digital solutions for addressing skills gaps, with a focus on future skills required in the labour market. This will also be part of the package of self-employment and wage subsidy programmes. In parallel, the office will support addressing issues aiming to improve key governance aspects, in close coordination with the central government, municipalities and centres for social welfare. In doing so, it will upgrade the existing monitoring system into an innovative one for effective targeting and provision of the right level of support in a gender equitable manner for vulnerable groups and individuals and those harder to reach. The ultimate aim is to strengthen coordination and communication between line ministries and the local level – municipalities and centres for social welfare – for improved quality of social service delivery and reporting against service delivery standards.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
6.1 Review the existing database for case registration	May 2022	Governance and Peacebuilding and Sustainable Growth and Resilience Programmes	The office will carry out a needs assessment and identify areas which require updating, including the alignment of processes between centres for social welfare and NGOs, and coordination and information sharing between municipal and central levels.	No due date

Recommendation 6 (cont'd)

6.2 Upgrade the service-based case management system	September 2022	Governance and Peacebuilding and Sustainable Growth and Resilience Programmes	The office will engage closely with the Ministry of Labour and Social Welfare, municipalities and centres for social welfare to support them with the design of a service-based case management system, entailing the drafting of administrative instructions and guidelines, and the development of service-based case management modules.	No due date
6.3 Develop a manual for service providers linking social services with legal services	June 2021	Governance and Peacebuilding Programme	The office will work on unification of approaches for social workers, legal actors, psychologists and sociologists. It will develop a beneficiary list and list of services and a manual to provide clear definition of each category/type of beneficiary, related legal provisions, standards and procedures to determine the link between the beneficiary and services.	Initiated

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.

UNDP should make efforts to expand its cooperation with local civil society organizations to advocate for raising awareness on the importance of environmental protection. Long-term projections suggest that without policy change, economic growth and development may have serious unintended consequences for natural resources and ecosystems across Kosovo. UNDP should advocate for green growth and an economic model that fosters "economic growth and development, while ensuring that natural assets continue to provide the resources and environmental services on which our well-being relies".⁴⁰

⁴⁰ OECD definition of green growth.

UNDP-supported efforts to prepare local disaster risk plans with local communities need continuity and a strong commitment by central and local institutions to be sustainable. Moreover, the predominantly urban focus of DRR support should widen to encompass more rural municipalities.

It is not expected in the short term that Kosovo will have access to vertical financing mechanisms such as the Global Environment Facility and Green Climate Fund, yet Kosovo can benefit from these funds indirectly through participation in regional transnational programmes. UNDP Kosovo should continue cooperating with sister agencies in neighbouring countries to maintain these opportunities, while approaching other donors and exploring alternative funding mechanisms to significantly increase the budget available for the sector. The UNDP team should examine the current composition of the environment portfolio, analyse what factors hindered the achievement of planned results in the current CPD, and determine the possible resources (core, cost sharing, bilateral/multilateral resources, vertical funds, private sector, etc.) to expand the portfolio.

Given the poor air quality in the capital and its impact on citizens' health, the next CPD should have a strong focus on air pollution. UNDP should work with central and local institutions to develop strategies and implement innovative pilot projects designed to reduce air pollution in Pristina and other cities in Kosovo with air quality issues. As part of a multi-year plan for air pollution abatement, UNDP could assist the government in areas such as ambient air quality monitoring, strengthened emission limits and increased enforcement. Pilot projects could address specific pollutant problems, for instance support to households to replace obsolete coal boilers with cleaner and cheaper heating systems.

Management response:



Due to Kosovo's status, it is not eligible for funding from the global environmental vertical funds (e.g. Global Environment Facility and Green Climate Fund). This is well noted in the evaluation report. The office is actively developing a plan, which entails advancing the European Green Deal, utilizing UNDP's Climate Promise and embarking on dialogue with development partners for potential partnerships towards 'Building Back Greener' in response to COVID-19. UNDP will continue to support the government's efforts to step up climate action and strengthen DRR efforts, and will actively explore new strategic partnerships and financing.

Recommendation 7 (cont'd)

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
7.1 Enhance the capacities of the Kosovo Committee for Climate Change and other relevant institutions for setting quantitative and qualitative targets on climate change mitigation and adaptation and for more effective implementation of climate change priorities.	December 2020	Sustainable Growth and Resilience	The office managed to fundraise additional funds for implementation of the 'Climate Promise' for Kosovo, activities of which will be adjusted to align with the COVID-19 response, complementary to UNKT's Socio-Economic Response Plan.	Initiated
7.2 Support the Kosovo Institutions and strengthen their capacities to accelerate nature and climate actions to advance Kosovo towards green recovery, low-carbon development and improved climate resilience.	No due date	Sustainable Growth and Resilience	The office is actively exploring possibilities to best position Kosovo and support its efforts towards carbon neutrality and climate resilience in line with the European Green Deal. The office, in close cooperation with the Istanbul Regional Hub, is increasing efforts to seek ways to include Kosovo in regional environmental projects.	No due date

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.

More guidance and quality control at all stages are needed to strengthen future results frameworks to better reflect and report on UNDP's achievements in Kosovo and the overall contribution of the programme to the SDGs. Monitoring and evaluation practices should be enhanced at project level, with better links between project and country programme levels. The possibility of adjusting the results framework as the portfolio takes shape should also be considered.

Management response:



UNDP Kosovo has developed its Results and Resource Framework for the CDP 2021-2025. Based on initial recommendations of the IEO, the office paid specific attention to include well-defined and measurable indicators and targets in the Framework, reflecting an adequate balance between programme portfolios and realistic targets based on the foreseen size of the programme over the next five years.

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (initiated, completed or no due date)
8.1 Yearly monitoring of Results and Resource Framework progress	On yearly basis	All programme teams	Progress will be measured against the set targets and their timeline of achievement.	Continuous
8.2 Adjust targets and indicators during programme implementation cycle, as needed	On yearly basis	All programme teams	Based on developments as we go forward and emerging priorities, the office will review the indicators and targets to assess if adjustments are required, by preserving the Results and Resource Framework objectives.	Continuous

* Status of implementation is tracked electronically in the ERC database.

Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/12620>

- Annex 1.** Terms of reference
- Annex 2.** Kosovo at a glance
- Annex 3.** UNDP Kosovo office at a glance
- Annex 4.** List of projects
- Annex 5.** Documents consulted
- Annex 6.** People consulted
- Annex 7.** Status of UNDP Kosovo programme indicators
- Annex 8.** Evaluation matrix
- Annex 9.** Reconstructed theory of change per outcome area



Independent Evaluation Office
United Nations Development Programme
One UN Plaza, DC1-20th Floor
New York, NY 10017, USA
Tel. +1(646) 781 4200

Web: www.undp.org/evaluation



/ UNDP_Evaluation



/ ieoundp



/ evaluationoffice