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KOSOVO TEAM

UN COMMON DEVELOPMENT PLAN 2016 – 2020

Final Evaluation Report

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DISCLAIMER

This evaluation report was prepared by a team of independent local and international consultants, Krenar Loshi and Birgitte Woel, respectively, with the review and oversight ensured by the UN Development Coordination Office (DCO) in Kosovo[1]. The content, analysis and recommendation of this report do not reflect necessarily the views of the UN DCO or the UN Kosovo Team (UNKT).

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1 References to Kosovo shall be understood to be in the context of UN Security Council Resolution 1244 (1999)

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LIST OF ACRONYMS AND ABBREVIATIONS

AGE	Agency for Gender Equality
AoK	Assembly of Kosovo
CDP	Common Development Plan
CF	Cooperation Framework
CSO	Civil Society Organization
DRR	Disaster Risk Reduction
DV	Domestic Violence
ECPR	European Commission Progress Report
EMG	Evaluation Management Group
EU	European Union
EUOK	European Union Office in Kosovo
FAO	Food and Agriculture Organization of the United Nations
GBV	Gender Based Violence
GTG	Gender Theme Group
HoA	Head of Agencies
HRBA	Human Rights-based Approach
HRWG	Human Rights Working Group
ILO	International Labour Organization
IOM	International Organization on Migration
M&E	Monitoring and Evaluation
MAF	Management Accountability Framework
MAPS	Mainstreaming, Acceleration and Policy Support
MCYS	Ministry of Culture, Youth and Sports
MESP	Ministry of Environment and Spatial Planning
MFK	Millennium Foundation Kosovo
MICS	Multiple Indicator Cluster Survey
MLSW	Ministry of Labour and Social Welfare
MoH	Ministry of Health
MIA	Ministry of Internal Affairs
MOU	Memorandum of Understanding
MT	Management Team
NDS	National Development Strategy

NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development
OECD/DAC	OECD/Development Assistance Committee
OPM	Office of the Prime Minister
OPM/SPO	OPM/Strategic Planning Office
OSCE	Organization for Security Cooperation in Europe
PA	Priority Area
RBM	Results Based Management
RIA	Rapid Integrated Assessment
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goals
SIDA	Swedish International Development Agency
ToC	Theory of Change
TOR	Terms of Reference
UN	United Nations
UNCDP	United Nations Common Development Plan
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNKT	United Nations Kosovo Team
UNMIK	United Nations Mission in Kosovo
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office of Project Services
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNV	United Nations Volunteers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WHO	World Health Organization
WB	World Bank

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EXECUTIVE SUMMARY

The UN Kosovo Team[2] (UNKT) is in the preparation phase of its new five-year strategic plan, the United Nations Sustainable Development Cooperation Framework (UNSDCF)[3], globally referred to as Cooperation Framework (CF), a process that starts with an evaluation of the current United Nations Common Development Plan (UNCDP) covering 2016 – 2020 (an UNDAF-like document). In this context, and in accordance with the corporate guidelines that call upon the UN to undertake a final evaluation of the UNCDP, the results covering the period of 2016-2018 have been evaluated and examined against the relevance, effectiveness, efficiency, and sustainability of the projects and programmes adopted and implemented by the UNKT, in order to:

(i) Provide an independent evaluation of the results of the UNKT's work and achievements including to draw key lessons learned and good practices for the UNKT and its partners from the current UNCDP cycle; and

(ii) inform and provide guidance for development of the next UNSDCF, with fully integrated SDGs in support to Kosovo's commitments.

The current UNCDP, under this review, was prepared by the UNKT in 2015 through an extensive consultative process with the involvement of the Kosovo authorities, civil society and UN agencies. UNKT used a two streamed process -formal and informal- as a tool that allowed for a light approach to UNCDP design and used of a voluntary 'delivering-as-one' approach. The 'Delivering as One' elements agreed by the UNKT members were joint programming, joint communications and advocacy, joint operations within partial common premises (7 organizations without UNICEF and UNHCR), and shared resource mobilization.

During the preparatory period, the UNKT defined the UNCDP priority areas (PAs) that were aligned to Kosovo's economic, social and overall development needs including UNKT's comparative advantage i.e.: i) PA1: Good Governance and Rule of Law – to ensure a stronger normative base for good governance and sound judiciary; ii) PA2: Social inclusion – aiming to empower women, youth and other groups to demand and enjoy better access to, and higher quality of, services for fuller economic and social well-being; iii) PA3: Environment and health – treated as two interconnected areas with programs that seek to raise awareness and increase capacities around negative health impacts as a result of air pollution.

2 As per the UNSCR 1244, the UN Resident Coordinator in Kosovo is called the UN Development Coordinator. The Resident Coordinators Office is called the Development Coordinators Office. The UN Country Team is called the UN Kosovo Team.

3 UNSDG UN Sustainable Development Cooperation Framework – Internal Guidance, 9 June 2019

KOSOVO CONTEXT

Political context. Accession to the European Union (EU) is a strategic priority supported by all major political parties in Kosovo. The Stabilization Association Agreement (SAA) between the EU and Kosovo, which was signed in October 2015 and entered into force in April 2016, makes Kosovo officially a potential candidate for EU membership. The EU's emphasis on securing a "European perspective" for Kosovo was further underscored by the February 2018 announcement of its Strategy for the Western Balkans[4] and the Berlin Process[5] for reconciliation between Pristina and Belgrade. However, contractual agreements with the EU have been hampered due to non-recognition of Kosovo by five EU member states. In an on-going effort to normalize relations between Pristina and Belgrade, the EU in a facilitator role has brokered an agreement for normalization of relations in 2013, however at present this dialogue has stalled due to political disagreements.

Governance context. Kosovo institutions at the central level, continue to strengthen their function, while decentralization of power across municipalities is reinforcing local governance and democratic development. Building on a very comprehensive constitution that embeds key international norms on human rights, gender equality and inclusion, Kosovo has developed a robust framework of laws and policies in line with the EU standards and requirements. However, implementation is often limited due to a combination of frequent elections as a result of weak government coalitions not being able to complete a full legislature cycle, and implementation capacity of legal and policy monitoring tools, and limited progress in fighting corruption[6]. The implementation of human rights legislation and strategies is often undermined by inadequate financial and other resources, particularly at local level, limited political prioritisation and lack of inter-institutional coordination. The existing mechanisms for coordination and implementation of human rights are largely ineffective.

Socio-economic and inclusive development context. According to the World Bank (WB), Kosovo's economic growth in 2018 was estimated at 4 per cent, the top growth rate in the Western Balkans, driven by higher public investment and service exports and supported by consumption[7]. However, despite Kosovo's economic growth, it has not been sufficient to significantly reduce the high rates of unemployment[8]; provide formal jobs, particularly for women and youth; or reverse the trend of large-scale outmigration. As of July 1, 2019, according to the new WB thresholds for classification by income, Kosovo is classified as an upper-middle income country[9]. Limited integration of minorities, in particular Kosovo-Serb community in northern municipalities, and the Roma, Ashkali and Egyptian minorities limits the possibility of inclusive development. Due to the limited progress observed, the international community continues to play a critical role to ensure an effective and collective collaboration of the relevant stakeholders to protect and enable appropriate durable solution opportunities for integration also for voluntary returns from the region and displaced persons as result of 1998-1999 conflict.

4 https://ec.europa.eu/commission/news/strategy-western-balkans-2018-feb-06_en

5 https://berlinprocess.info/

6 Corruption is widespread and remains an issue of concern (EC Progress Report for Kosovo, 2019)

7 World Bank, Kosovo Country Snapshot, 2018

8 According to the latest Labour Force Survey (LFS) results, in Q2 2019 the unemployment rate was 25.3%. The highest unemployment rate is among females by 32.7%, compared to males, 22.8%. The highest unemployment rate is in the age group of 15-24 with 49.1% (Kosovo Agency of Statistics, 17 Sep 2019)

9 World Bank, New country classification by income level: 2019 – 2020

Health and environment context. Health and environment remain underfunded by the government in Kosovo and are not prioritized under the National Development Strategy (NDS) 2016-2021. Access to healthcare services is regulated through the National Health Strategy, however, there is no universal health coverage and the Law on Health Insurance has yet to enter into force. Primary, secondary and tertiary health care services are provided to all including the most marginalized groups however, only access to very basic services is free of charge. In the absence of universal health coverage, vulnerable groups particularly face difficulties to access health services due to their difficult socio-economic conditions. Another challenge remains the northern municipalities which refuse to integrate and use the services provided.

Environmental pollution and degradation remain a challenge for livelihoods and development. Air pollution continues to be one of the most pressing health concerns in Kosovo and as such is a key element of the UNKTs priorities for environment and health initiatives. UN advocacy in this area has contributed to increasing the Kosovo institutions and donor's awareness about the extremely high levels of air pollution and what can be done on the one hand mitigate the health impacts through increased knowledge and on the other hand mobilize political commitment to invest in energy efficiency, renewable energy and decrease of use of coal for heating.

In the context of SDGs. Kosovo, despite not being a UN member state, its institutions voluntarily committed to join global efforts in working to achieve the Agenda 2030 and the SDGs by formally ratifying an SDG Resolution at the Assembly of Kosovo (AoK) in 2018, followed by the establishment of the Assembly's Council for Sustainable Development in October 2018 (led by the Assembly's Committee on Health, Labour, and Social Welfare).

UNKT and Kosovo central institutions continue to work on a more detailed mapping of the NDS, and of the EU Stabilization and Association Agreement (SAA) and European Reform Agenda (ERA), with the SDGs to visualize the complementarity of these global and regional agendas as well as to reinforce synergies and other mutually reinforcing actions. Some key highlights include also the Prime Minister's appointment of SDG focal points in the Strategic Planning Office, Ministry of European Integration, and Ministry of Finance and linking the National Development Strategy (NDS) 2016-2021 outcomes with the SDGs, a process led by the Office of the Prime Minister. Furthermore, UNKT undertook an SDG data mapping and Rapid Integrated Assessment exercise to reinforce the alignment of Kosovo's development policies with SDGs.

FINDINGS

Relevance. Analysis show that overall the UNCDP initiatives across all three Priority Areas (PA) are are still valid representing a unified approach and should be considered in the next cooperation framework. In addition, the PAs are strongly aligned with SDGs and with the respective government sectorial strategies[10]. There is a lesser, but overall alignment with the NDS, mainly because the NDS primarily focuses on areas contributing towards economic growth[11]. This is particularly evident regarding initiatives under PA3 on Environment and Health, as the NDS neither prioritizes health, nor environment[12], while initiatives under PA1 on Governance and Rule of Law are aligned to the NDS's Rule of Law chapter, and initiatives under PA2 on Social Inclusion are well aligned to the NDS interventions under Human Capital chapter of the NDS.

Effectiveness. Findings from workshops and interviews conducted with stakeholders during the field mission show high level of outcome progress made against the set targets in PA1 and PA2, reaching 115% and 121% respectively, whereas PA3 scores low 43%, mainly because PA3 contains very limited data on progress made. The full data set for the PA3 should be available at the beginning of 2020, when the MICS study is expected to be completed. Nevertheless, despite the high level of progress made against targets in PA1 and PA2, significant challenges mainly related to funding availability to continue beyond project end to ensure sustainability which pose an obstacle to fully completing the cycle of achievement. The progress in terms of numbers is an achievement per se, but only meaningful if systems are fully in place and functional.

Efficiency. The resources planned at the onset of UNCDP vs. actual expenditures[13] for 2016-2018 period varies considerably, with outcomes in PA2 and PA3 underperforming significantly in terms of resource mobilization, whereas outcomes in PA1 have significantly surpassed the targets set, especially Outcome 1.1 *Rule of law system and institutions are accessible to all and perform in a more efficient and effective way*. Approximate overall resource mobilization during 2016-2018 period vs. outset target was at a rate of 53%. As such, unless significant progress has been made in 2019 and 2020, with one year left for implementation, the resource mobilization target is likely to be missed, also affecting the implementation target.

Regarding resource delivery, the financial data shows that during 2016-2018 period in total $30.3 million have been programmed by the UN Agencies as part of the CDP implementation, of which in total $22.8 million were spent (approx. 75% delivery). The overall planned vs. expenditure gap during this period is $7.4 million largely linked to the outcome 1.3 (approx. $6.9 million), which may affect the overall implementation of the CDP by the end of the current cycle.

Regarding organizational efficiency, it must be noted that in practice the cross-cutting groups were more active and efficient than the three results groups (RG) which were not that active. The RGs primarily met during the retreats or when called by the UN DCO. The cross-cutting

10 List of valid strategic documents (Annex 3)

11 Selection of NDS priorities and measures was done based on two general principles 1) need to ensure highest annual economic growth rates, and 2) need to ensure social cohesion and inclusion parallel with economic growth.

12 With regard to environment, NDS focuses on waste and forest management priorities only.

13 In absence of data on current resources mobilized and available, the expenditure data has been used instead as a reference of the resources mobilized and available, which may differ from the actual resources available.

theme groups such as the Gender Theme Group (GTG) chaired by UN Women and co-chaired by DCO, Communications Group chaired by UNDC and co-chaired by UNV on the other hand have met regularly. The SDG M&E group chaired by UNICEF was established in 2017, was active and met regularly. In 2019, an ad hoc human right working group was established, chaired by OHCHR and co-chaired by UNDC to respond to increasing inputs to strengthening human rights compliance and to strengthen internal coordination. This group is currently meeting quarterly. In addition, a Youth Task Force chaired by UNICEF was established with Ministry of Youth, Culture and Sports to support coordination of the youth empowerment and participation into the Kosovo strategies. This group is currently also meeting quarterly.

Sustainability. Systems have been put in place by national counterparts in terms of revised and new legislations, policies, strategies, administrative instructions and similar governance documents, which all have worked towards ensuring sustainability. The sustainability is also seen through a strong buy-in and the institutionalization of UN driven programme initiatives into governmental systems. However, a generally limited governance and monitoring capacity mainly due to shortcomings in M&E tools, finances, human resources and equipment has hampered the sustainability, although still with an overall satisfactory level of likelihood of sustainability[14].

The insufficient funding, and for some agencies also scarce human resources, however, limits their capacity to deliver fully effectively and efficiently and which had some limiting effect on the joint aspect of UNCDP initiatives and on the likelihood of sustainability of the UNCDP programmes and projects. The conditions, therefore, were not fully conducive for development of and engagement in joint, longer-term interventions in gradually building the sustainability.
Gender mainstreaming. Evaluation shows that gender mainstreaming was applied extensively throughout the UNCDP planning, while analysis of the log-frame indicators and targets shows lesser gender mainstreaming and what was applied primarily had a focus on women empowerment and lesser on addressing both men and women needs and interests.

The achievements in the areas of gender equality are backed up by the findings of the Gender Equality SWAP-Scorecard (United Nations Country team System Wide Action Plan - Gender Scorecard) undertaken by the UNKT with support from UN Women in December 2018. SWAP is a globally standardized rapid assessment of UN country level gender mainstreaming practices and in the case of Kosovo, while the CDP did not have a specific outcome on gender equality, the gender scorecard undertaken end of 2018, concluded that UNKT undertook a targeted gender analysis when planning and integrated and mainstreamed gender throughout the UNCDP outcomes and outputs and included sex disaggregated data and targets for most indicators. At least 23 indicators measure changes in gender equality and empowerment of women, specifically 7 indicators in PA1-Good governance and rule of law include gender considerations, 8 indicators in PA2-Social Inclusion directly contribute to gender and 8 indicators in PA3-Environment and Health refer to gender. However, the scorecard recommends that the future cooperation framework includes a gender specific outcome with set financial commitments.

The work on gender equality and women empowerment (GEWE) lies with all UN agencies, while UN Women as per the mandate provides guidance in mainstreaming gender in joint programming and promotes sharing of information, knowledge and best practices in this area. The UNKT has established thematic working groups one of which is Gender Thematic Group (GTG) chaired by the UN Women. Besides GTG, UNKT through Security and Gender Group, a

14 See full agency listing of likelihood of sustainability for all outcome indicators (annex 8)

multi-stakeholder group chaired by UN Women established in 2007 coordinates women peace and security actions of Central Institutions, Civil Society and other key stakeholders has proven to be effective platform for coordinating priorities and actions in area of gender equality and women's empowerment, in particular the fight against GBV.

In addition to integration of gender in UN agencies programmes the UNKT contributes and advocates for integration of gender in national development and sectorial strategies and policies, including National Development Strategy (NDS) 2016-2021 and contributed to the drafting and aligning with the SDGs of the National Programme for Gender Equality. Achievements especially within DV/GBV are remarkable. After nearly two decades of silence and stigma, a compensation and reparations commission was established in 2018 to provide for legal recognition and economic reparations for survivors of sexual violence during the conflict of 1998-1999.

LESSONS LEARNED

The following key lessons are of critical importance to the current UNCDP and would help in designing the next cooperation cycle:

1. UNKT's relevance is especially emphasized by the local and international partners in matters concerning work and approach in dealing with cross-sector interventions such as addressing needs of marginalized and vulnerable groups (youth, especially unemployed youth, women, especially unemployed and victims of DV/GBV, minorities, migrants, refugees, returnees, IDPs), with an added value of SDG mainstreaming in these areas. The UNCDP is well aligned to national needs in terms of integration of vulnerable populations across all three priority areas hence adhering to the principle of the Agenda 2030 of "Leave no one behind" (LNOB). UN Agencies need to reflect and reposition themselves more strongly in these areas where they really matter and avoid "spreading thinly" in too many areas particularly in an environment with increasingly scarce resources.

2. Furthermore, it must be recognized that the institutional landscape is changing and the UNKT should use the upcoming new UNSDCF to strengthen partnerships across the board and increase alignment with local and regional priorities. The UN comparative advantage globally is more that of partner than that of a donor, so also for UNKT. Hence, the UNKT should leverage its comparative advantage as an impartial, normative and development operational partner to in close cooperation with its broad range of local and international partners in Kosovo strengthen development impacts for people on the ground in line with SDGs and LNOB as well as the on-going priority of the EU integration. Because of the strong alignment between the SDGs and the EU integration priorities, such focus and acceleration of SDG achievement would also support Kosovo aspirations to implement the SAA and advance on the EU integration path.

3. The persistent sustainability challenges are mainly due to the political instability and governance concerns around accountability which have limited the capacity to pass legislation and develop integrated and inclusive policies, and in ensuring continuity needed for their full and consistent implementation, as well as the necessary financial and human resources needed for sustaining the developed systems and structures, especially regarding priority areas of environment and health.

4. Different UN agency procedures set at HQ level are not always compatible and therefore not facilitating joint efforts in working effectively as ONE, something which complicates the merging of agency expertise and human resources between agencies or allocating pool funding for joint events. As such, they find it difficult to meet the demands of a fully interconnected ONE UN programme. The expectation is that with continued and accelerated UN reform, this will be corrected, and interagency cooperation and joint efforts be made easier and more efficient and hence to be promoted during the next cycle.

RECOMMENDATIONS

The listed recommendations for the design of the next UNSDCF cycle, include:

RECOMMENDATION 1: For the next UNSDCF cycle, the UNKT should comprehensively define an explicit Theory of Change informed by the forthcoming Common Kosovo Analysis and based on SDGs, underlying all the necessary assumptions for inclusive sustainable development and principles of leaving no-one behind (LNOB).

RECOMMENDATION 2: The next UNSDCF should take advantage of few core priorities, large in scope and provide an opportunity for joint initiatives, expanding the capacity development approach in few core areas, planned with a long-term 10 year perspective, aiming at organizational and systemic change to retain sustainability, rather than individual capacity development at a given department or ministry.

RECOMMENDATION 3: The UNKT should take the lead on accelerating the SDGs and Agenda 2030 by assisting the government and partners in linking their priorities to SDGs, thus ensuring that the UNSDCF is also closer to common goals and priorities.

RECOMMENDATION 4: The UNKT should vet the UNSDCF results matrices to ensure that extra care is taken to propose performance indicators, targets and data collection procedures that are pertinent to programme impact where it is taking place.

RECOMMENDATION 5: The UNKT should widen the cooperation and network of partnership building by establishing a platform of cooperation and funding for results in line with the UNSDCF Financing the SDGs and Funding the Cooperation Framework.

RECOMMENDATION 6: The UNKT needs to establish an integral online Knowledge Management platform with easy access that provides key data and information on UNSDCF information and performance, thus providing for greater transparency and increased accountability of all partners involved. Good example of information sharing is the work UNKT did on Communications and Advocacy led by the UN Communications Group through joint Communication Strategy and the publication of yearly UN Common Development Plan results, which would have not been possible without the information and data from the results groups.

1. INTRODUCTION

The UN resolution (A/RES/72/279) agreed on 31 May 2018 provides the mandates required for the Secretary-General and the UN system to take forward their collective responsibilities to make the United Nations (UN) fit for purpose to support the 2030 Agenda, as part of the reform and the global repositioning[15]. As a result of UN reform, the roles of UNRC and the UNDP Resident Representative were separated as of December 2018.

At the center of the reform effort, the Resident Coordinator (RC) is responsible for the coordination of operational activities for development of the UN in support of countries' efforts towards implementation of the 2030 Agenda. The RC leads and supports the UN Country Teams[16] (UNCT) in the development, monitoring and reporting of the United Nations Sustainable Development Cooperation Framework (UNSDCF) and coordinates the UNCT's implementation of the UNSDCF, as well as works with UNCT members to ensure alignment of both agency programmes and inter-agency pooled funding for development with national development needs and priorities, as well as with the UNSDCF and 2030 Agenda. UNSDCFs are the most important instrument for the planning and implementation of UN development activities in each country. They, thereby, inform the presence, composition and programmatic focus of the UN entities as engaged in the design and delivery of the UNSDCF.

Agencies, funds and programmes within the UN Kosovo Team (UNKT) are: IOM, UN Women, UNDP including UNV, UNFPA, UN-Habitat, UNHCR, UNICEF, UNOPS WHO, UNDSS, the project based offices/agency representation of FAO and ILO while OHCHR and UNODC have representation through offices in UNMIK. UNKT counts on two non-resident agencies, namely the UN Environment and UNESCO. World Bank is also a member of the UNKT. The UNKT is team led by the United Nations Development Coordinator (UNDC)[17] designated by the UN Secretary General, who supports and facilitates the dialogue and coordination of the UN agencies, funds and programmes to ensure coherence and collaboration in a concerted and harmonized manner, with a view to improve the overall effectiveness and efficiency of their interventions in Kosovo.

As part of the Rollout, the UN Kosovo Team (UNKT) has embarked in preparation for the new five-year cooperation framework, i.e. the UN Sustainable Development Cooperation Framework (UNSDCF)[18]. The future UNSDCF is expected to be integrated, coherent and reflect the UN development system's key priorities in a country. While the current UNCDP lacks in integration, coverage and representation of total UNKT activities in Kosovo, this is changing with the UN Development System reform, the strengthened role of the UN Development Coordinator and the new UNSDCF guiding principles.

- As such, the new UNSDCF process starts with an evaluation of the current UNCDP, in order to provide an independent evaluation of the results of the UNKT's work and records achievements against the outputs and outcomes set forth in the current UNCDP, and potential desired impact of results by the end of the UNCDP cycle, including to draw key lessons learned and good practices for the UNKT and its partners from the current UNCDP cycle;

15 UNSDG Management and Accountability Framework – final draft, 18 March 2019

16 In Kosovo's context, the UN Country Team is referred to as UN Kosovo Team and the Resident Coordinator is referred to as the Development Coordinator, respectively the Resident Coordinator Office is referred to as the Development Coordinator Office.

17 Equivalent to the UN Resident Coordinator

18 UNSDG UN Sustainable Development Cooperation Framework – Internal Guidance, 9 June 2019

- to inform and provide guidance for development of the next strategic cycle – the UNSDCF 2021-2025, with fully integrated SDGs in support to Kosovo's commitments, with strengthened complementarity to other international cooperation partners, bilateral and multi-lateral and to help the UNKT to align with new generation of UNSDCF and the wide UN development system and peace and security reforms.

During the current UNCDP, which is under review , the UNKT defined the UNCDP priority areas (PAs) and key outcomes that were aligned to Kosovo's economic, social and overall development needs and to the UNKT comparative advantage namely: i) PA1: Good Governance and Rule of Law – to ensure a stronger normative base for good governance and sound judiciary; ii) PA2: Social inclusion – aiming to empower women, youth and other vulnerable groups to demand and enjoy better access to, and higher quality of, services for fuller economic and social well-being; iii) PA3: Environment and health – treated as two interconnected areas with programs that seek to make a more immediate impact on Kosovo's most dire living conditions.

Each UNCDP priority area has three defined outcomes (total 9 outcomes) with indicators and targets (more than 30). There are more than 50 outputs contributing to the achievement of outcomes. The UNDAF ad-interim guidance 2016 and the superseding UNDAF guidance 2017 required up to 8 outcomes and up to 20 outputs for smaller countries. This guidance was launched after the Kosovo UNCDP outcomes and outputs had been agreed collectively with the stakeholders, hence it was not possible to reduce those.

The table below illustrates the organization of the UNCDP priority areas, outcomes and UNKT participation:

Priority Area 1: GOVERNANCE AND RULE OF LAW	**Priority Area 2:** SOCIAL INCLUSION	**Priority Area 3:** ENVIRONMENT AND HEALTH
Co-Chair UN Agencies: UNDP and UNHCR	**Co-Chair UN Agencies:** UNICEF and UN Women	**Co-Chair UN Agencies:** WHO and UNFPA
Participating UN Agencies: UNDP, UNHCR, UN Women, UNICEF, UNFPA, IOM, UNODC, UNOPS	**Participating UN Agencies:** UNICEF, UN Women, UNDP, UNV, ILO, IOM,	**Participating UN Agencies:** UNFPA, WHO, UNICEF, UNDP, UNV, UN-Habitat,
Outcome 1.1: *Rule of law system and institutions are accessible to all and perform in a more efficient and effective way*	**Outcome 2. 1:** *Education & employment policies and programmes enable greater access to decent employment opportunities for youth and women.*	**Outcome 3.1:** *The authorities of Kosovo have enhanced mechanisms for evidence-based planning implementation and monitoring of environmental impacts on health*
Outcome 1.2: *Civil society participates more effectively in the design of rule of law reforms and in holding relevant institutions accountable for their implementation*	**Outcome 2.2:** Women in Kosovo increasingly enjoy their economic rights	**Outcome 3.2:** *The authorities of Kosovo have improved coverage of quality and equitable essential health care services for Maternal, Neonatal, Child and Reproductive Health (MNCRH) and Non-Communicable Diseases (NCD)*
Outcome 1.3: *The authorities of Kosovo manage mixed migration flows more effectively and in line with international standards*	**Outcome 2.3:** *Social protection policies and schemes enable greater benefits and access to social services to the most vulnerable groups*	Outcome 3.3: More people adopt behaviours that are healthy and that increase resilience to potential threats from environmental pollution, disasters and climate change

Table 1: UNCDP Priority Areas and Outcomes

The current UNCDP was designed in a flexible and efficient process, agreed collectively by the Heads of Agencies (HoAs), to maximise cooperation, coordination and minimise paperwork in the context of Kosovo's limited positioning and funds with regards to the UN. UNKT focused on an innovative approach flowing along two parallel tracks: 1) the FORMAL TRACK, which followed the processes as prescribed in the UNDGs UNDAF guidance; and 2) INFORMAL TRACK which focused on internal and external teams dynamics that were considered equally important for the strategic plan of the UNKTs collaboration with Kosovo institutions.

In conclusion, the HoAs also decided to include only joint work and joined-up approaches of the UNKT into the UNCDP. With time, this posed quite a limitation to reporting on non-UNCDP activities in Kosovo and as agreed among HoAs, individual agencies programmes and projects that extend beyond the UNCDP identified priority areas are currently captured through a process called "UNCDP+". The "UNCDP+" includes all UNKT strategic developmental, programmatic and operational activities in Kosovo whether those are joint, joint up or individual actions implemented by UN Agencies. Furthermore, the SDGs were not fully integrated into the current version of the UNCDP since the prioritization and outcome/output definitions had been completed before the final endorsement of the SDG targets and indicators were approved by the UN General Assembly. Nevertheless, at a later stage, the UNKT attempted to link its UNCDP with SDG goals, targets and associated indicators and reported on the same.

In this context, in accordance with the corporate guidelines that call upon the UN to undertake a final evaluation of the current strategic document, the results covering the period of 2016-2018 have been evaluated and examined against the relevance, effectiveness, efficiency, and sustainability of the interventions adopted and implemented by the UNKT, while addressing cross cutting issues such as human rights based approach, gender, capacity development etc., as well.

2. PURPOSE, SCOPE AND METHODOLOGY OF THE EVALUATION

2.1 PURPOSE AND SCOPE

OBJECTIVE – of this evaluation is two-fold i) to evaluate the processes and generate a learning about the applicability of mechanisms, structures and tools, and how did these contribute to advance cross cutting aspects of work (RBM, Human Rights Based Approach, and Gender equality), and ii) to record achievements and determine the positive and negative effects of given interventions whether these are found with the UNKT, at partner and/or beneficiary level.

SCOPE – of this evaluation adheres to OECD/DAC evaluation criteria focusing on the relevance, effectiveness, efficiency and sustainability of the interventions adopted and implemented by the UNKT under the UNCDP, as well as coordination and collaboration within UN Agencies, and added value of the UNKT in Kosovo. Elements of Delivering as One, which UNKT took on voluntarily, such as: Communicating as one, One Programme, Operating as One, will be examined by the evaluation in reflecting internal coherence and efficiency gains of the UN.

PARTICIPANTS – The evaluation process involved stakeholders across all levels as follows:

- High level partners in ministries/governmental institutions
- International partners
- Personnel from ministries
- CSOs
- UN Heads of Agency
- UN personnel

USERS – The Evaluation Team identified two main groups of key users of this evaluation:

- UNDCO - tasked with coordination of the current UNCDP implementation and coordination of the formulation of the new UNCDP.
- UN Agencies - responsible for the implementation of the both the current and the upcoming UNSDCF.

The Evaluation Team engaged in an active dialogue with all the intended users throughout the evaluation process to ensure DAC criteria and ownership throughout design, implementation and analysis.

TIMEFRAME – The time period covered by the evaluation is three years, from 2016 to 2018. Figures from 2019 were not available at the time of this evaluation.

STAGES – The evaluation encompasses five key stages:

i. Planning and preliminary analysis – Preparation for evaluation, collection of documents, preliminary desk review, meetings with the UNKT in support to preparation of an Inception Report;

ii. Conduct of the evaluation – Field mission including meeting with all agreed relevant stakeholders;

iii. Preliminary findings – Presentation of the preliminary findings from the filed mission and discussion/feedback with UNKT leading up to preparation of the Draft Report;

iv. Sense making – Validation workshop with all key stakeholders in discussing the key findings drawn from the Draft Report;

v. Finalization - Production of the Final Report, based on feedback received.

2.2 METHODOLOGY

The evaluation used a mixed methods approach to strengthen the reliability of data and increase the validity of findings and recommendations. This approach helped to broaden and deepen understanding of the processes through which results were achieved, and how these were affected by the context within which the UNCDP was implemented. The approach also allowed for triangulation of data from a variety of sources. The choice of methodology took into account the UNKT desire to involve a wide scope of stakeholders in the data collection for each priority area. With reference to this, in collecting as much as possible data within the five days allocated for data collection, the methodology came to comprise the following methods by using semi-structured questionnaire forms, which are found in Annex 5:

- **Round-table discussions** with Heads of Agencies;
- Individual **stakeholder interviews** with high ranking officials from Kosovo institutions and representatives of International partners/donors;
- **Workshops** with UN Agencies;
- Combined **stakeholder workshops** with representatives from Kosovo Institutions and civil society organizations (CSOs).

2.2.1 DOCUMENT REVIEW

A repository of UNKT documents were made available by the UN Development Coordinator's Office (UNDCO) in coordination with UN Agencies, including programme documents, evaluations, combined annual narrative reports, brochures, and combined annual financial reports.

The list of consulted documents is presented in Annex 3.

The findings during the document review determined the focus of the evaluation regarding methodological approach, questions and involvement of stakeholders in data collection.

2.2.2 WORKSHOPS

The workshop participants were subdivided into thematic groups aligned to each outcome area in UNCDP.

The workshops were organised at two levels:

- One set of three workshops for UN personnel
- One set of three workshops for partners covering all categories of partners including CSO, ministries and other Kosovo institutions.

Each set of three workshops were aligned to respectively PA1, PA2 and P3. Depending of number of participants, the stakeholders were further grouped thematically against outcomes. This made participants discuss areas where they had substantial knowledge and experience.

Where participants number was not enough to establish meaningful groups, the discussion was conducted in the form of a Round Table. This took place for two of the three partner workshops, while the absence of the partners present is justified with the evaluation being conducted during the peak period of summer season and the situation of no government in place due to early elections.

The workshop findings are summarised in Annex 5.

2.2.3 SEMI-STRUCTURED INTERVIEWS

The semi-structured interviews were conducted with higher ranking officials in partner ministries, parliament commissions/caucuses and international partners/donors. The interviews were based on semi-structured questions like those answered by other groups of partners to enable comparability.

Since some of higher-ranking officials and partners were not expected to know the technical details of UNKT interventions, the focus was on coherence of the UNKT efforts and on strengths and weaknesses in the collaborations – the latter with the aim to determine UNKT's comparative advantage.

The interview findings are summarised in Annex 5.

2.3 DATA ANALYSIS AND VALIDATION

To assess the level of achievements, the Evaluation Team reviewed the UNCDP 2016-2018 results framework. Its three Priority Areas are segmented into component sectors. Guided by the results matrix, the annual narrative reports and the annual brochures condensing the annual results, the Evaluation Team examined each of these component sectors separately and in an initial analysis considered the extent to which the targets established for each of these sectors had or had not been achieved. The level of achievement of these targets was confirmed during semi structured interviews with relevant stakeholders and through additional review of documents as described below.

The Evaluation Team presented to UNKT the preliminary key findings captured from the stakeholder workshops and interviews. The purpose of this presentation was to have an overall understanding of the process, correct and include any omissions.

Subsequently data were validated applying data source triangulation using data from respective desk studies and UNKT scorings and partner scorings, found in Annex 5. The different categories of partners have different experiences with same activities, approach and administration, which provides a broader picture of the full effectiveness and efficiency.

2.4 ETHICAL CONSIDERATIONS

The Evaluation Team followed closely the United Nations Evaluation Group (UNEG) Ethical Guidelines in selecting interviewees, in interacting with them and in respecting their personal and institutional rights. They were assured that they were chosen to ensure a fair representation of views in order to provide a balanced perspective.

Informed verbal consent was sought from stakeholders prior to asking any questions related to the UNCDP evaluation. To obtain consent, the Evaluation Team briefly explained the reasons and objectives of the evaluation, as well as the scope of the questions presented during the workshop or interview. Stakeholders had the right of refusal or to withdraw at any time. The Evaluation Team also ensured respondents privacy and confidentiality. Comments provided during individual and group discussions were aggregated to render impossible the identification of specific stakeholders.

2.5 KEY CONSTRAINTS AND MITIGATION MEASURES

The evaluation encountered some challenges and employed strategies to mitigate or limit the effects, as described below:

<table>
<tr><th>CONSTRAINTS/LIMITATIONS</th><th>MITIGATION MEASURES</th></tr>
<tr><td>Limited time for the field interviews and data collection: Taking into account the wide scope of the UNCDP and number of the projects, of stakeholders and especially service providers with different backgrounds.</td><td>Use of Focus Group Discussions combined with individual interviews allowed for capturing the feedback from as many stakeholders as possible.</td></tr>
<tr><td>Unclear Results matrix and ToC
The tendency to ‘accommodate’ as much Outcome Indicators from original UN Agencies’ existing programmes, often non-related to one another, and absence of the ToC constraints evaluation in the framework of the original RRF log-frame.</td><td rowspan="2">To compensate for this challenge, the Evaluation Team examined the annual narrative reports and scored the progress manually in order to be able to compare the progress made over the years within given priority areas and outcomes (annex 6).</td></tr>
<tr><td>Results reporting
Often reporting on results doesn’t include references at Output level result statement, which makes it difficult to track the progress made at Output level towards achievements of the Outcomes.</td></tr>
<tr><td>Effectiveness assessment can go up to outcome level not at the impact level. At impact level there is only few information available in the brochures.</td><td>The Evaluation Team will only assess the effectiveness not the impact</td></tr>
</table>

Table 2: Key constraints and mitigation measures

3. KOSOVO DEVELOPMENT CONTEXT

The UN in Kosovo operates under the United Nations Security Council Resolution (UNSCR) 1244 (1999). Institutions of Kosovo unilaterally declared its independence in February 2008. The European Union (EU) does not have an official stance on the Kosovo status yet given that five EU member states haven't recognized Kosovo. Furthermore, Kosovo is not yet eligible to apply for UN membership. The international community lead by the EU is engaged in facilitating the dialogue on improving the relationships between Pristina and Belgrade, which began in March 2011[19].

Accession to the European Union (EU) is a strategic priority supported by all major political parties in Kosovo. The signed Stabilization Association Agreement (SAA) between the EU and Kosovo in October 2015 and entered into force in April 2016, makes Kosovo officially a potential candidate for EU membership. The EU's emphasis on securing a "European perspective" for Kosovo was further underscored by the February 2018 announcement of its Strategy for the Western Balkans[20], and the Berlin Process[21] for reconciliation between Kosovo and Serbia.

In the context of SDGs, Kosovo not being a UN member state, is not a signatory of the Agenda 2030, however it voluntarily committed to join global efforts in working to achieve the Agenda 2030 and the SDGs by formally ratifying an SDG Resolution at the Assembly of Kosovo (AoK) in 2018, followed by the establishment of the Assembly's Council for Sustainable Development in October 2018 (a caucus which is led by the Assembly's Committee on Health, Labour, and Social Welfare).

Apart from the voluntary adoption of the Agenda 2030 by the Assembly of Kosovo through a Resolution, some key highlights include also the Prime Minister's appointment of SDG focal points within the government—particularly in the Strategic Planning Office, Ministry of European Integration, and Ministry of Finance; linking of the National Development Strategy (NDS) 2016-2021 outcomes with the SDGs, a process led by the Office of the Prime Minister. UNKT and Kosovo central institutions continue working on a more detailed mapping of the NDS, and of the EU Stabilization and Association Agreement (SAA) and European Reform Agenda (ERA), against the SDGs.

Extensive UNKT engagement with civil society, the media, the private sector, and other national partners in reaching sustainable development and advancing towards accomplishment of the SDGs, continues. In this regard, two pre-MAPS Dialogues in Kosovo with the donors, civil society, government and UNKT were organized in July 2017 and November 2018. UNKT undertook an SDG data mapping and Rapid Integrated Assessment exercise to seek alignment of Kosovo's development policies with SDGs.

19 The dialogue is currently on halt since November 2018, due to imposed trade tariffs by Kosovo on goods produced in Serbia and BiH.

20 https://ec.europa.eu/commission/news/strategy-western-balkans-2018-feb-06_en

21 https://berlinprocess.info/

On the SDG data, UN Kosovo Team focal points are meeting on a regular basis, with UNICEF and UNDP playing leading role. The new UNKT website features a visualization platform for SDG, MCC and other indicators. The UNICEF team has already done a mapping exercise on child-related SDG indicators.

POLITICAL AND GOVERNANCE CONTEXT

Kosovo institutions at the central level, continue to strengthen their function, while decentralization of power across municipalities is reinforcing local governance and democratic development. Kosovo has in continuity developed a good framework of laws and policies in line with the EU standards and requirements; however, their implementation is often stagnant.

The Parliamentary oversight on the executive branch remains weak, while the judiciary is still vulnerable to undue political influence. The administration of justice remains slow and inefficient and rule of law institutions need sustained efforts to build up their capacities. Despite some progress recognized as a result of legislative reforms in the rule of law area and a more robust commitment in investigating and prosecution of high-level corruption cases, there is little progress made on final confiscation of assets[22].

At the local level, despite the systematic support in drafting and implementation of decentralization policies by the international community, there are still major issues in building a strong local governance system, as the local administrations continue to be weak, with limited own source revenue collection capacities and thus still dependent on heavy central government financing.

At the international level, Kosovo is still not a member of the United Nations and as such is not able to be a formal signatory of internationally agreed conventions and other legal instruments. Despite this, the Assembly of Kosovo has voluntarily elevated several international legal instruments in Art. 22 to a constitutional rank. The international human rights instruments which have been constitutionalized include the Universal Declaration of Human Rights, the European Convention on Human Rights and its Protocols, the International Covenant on Civil and Political Rights and its Protocols, the Council of Europe Framework Convention for the Protection of National Minorities, the Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination Against Women, the Convention on the Rights of the Child, and the Convention against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment[23].

Regarding the normalisation of relations with Serbia, although Kosovo has remained engaged in the dialogue, the process has been brought to a halt and no progress was made over the past year due to Kosovo's decision to impose a 100% tariff on imports from Serbia and Bosnia and Herzegovina.

In terms of major concerns as expressed by the population, the latest UNDP's Public Pulse poll analysis released in August 2019, state unemployment (37.9%), corruption (16.6%), and poverty (13%) as the three paramount issues that impact their social wellbeing. Kosovo Serbs consider interethnic relations (26.7%), followed by unemployment (11.4%) and organized

22 EC Progress Report for Kosovo, 2019

23 Constitution of Kosovo, Art. 22

crime (9%) as the most pressing issues in Kosovo. Also, a total of 84% of respondents – highest level recorded by Public Pulse – consider that employment in Kosovo's public institutions is not based on merit, as opposed to November 2018 when 68.8% believed that to be the case. As for the right to live in a healthy environment, a total of 10.6% said they know a lot about the topic, 40.4% claimed average knowledge and 36.3% of respondents said they know a little about this topic. Only 12.7% said they have no knowledge about their right to live in a clean and healthy environment[24].

SOCIO-ECONOMIC AND INCLUSIVE DEVELOPMENT CONTEXT

According to the World Bank (WB), Kosovo's economic growth in 2018 was estimated at 4 per cent, the top growth rate in the Western Balkans, driven by higher public investment and service exports and supported by consumption[25]. However, despite Kosovo's economic growth, has not been able to translate into a significant network to reduce the high rates of unemployment nor provide formal jobs, particularly for women and youth; or reverse the trend of large-scale outmigration. According to the labour force survey (LFS), labour force participation in Kosovo fell to 40.9% in the last quarter of 2018, from 42.8% a year earlier. The participation rate of women stood at 18.4%, with more than a third of economically active women (33.4%) unemployed. The overall employment rate stood at 28.8%, as compared with 29.8% a year earlier. The wide gap between male and female employment rates (45.3% and 12.3% respectively) persisted[26].

In addition, the education system is not responding sufficiently to labour market needs either. The enrolment rates in primary (96%) and secondary (88.1%) education are high, but low PISA[27] scores and relatively high unemployment among tertiary education graduates (21.8% in Q2-2019)[28] point to the poor quality and relevance of education to labour market.

Lack of integration of minorities, in particular Kosovo-Serb community in northern municipalities, limits the possibility of inclusive development. Due to the limited progress observed, the international community needs to continue to play a critical role to ensure an effective and collective collaboration of the relevant stakeholders and full ownership of the authorities to protect and enable appropriate durable solution opportunities for sustainable integration and voluntary returns from the region and within Kosovo, in particular vulnerable displaced persons in need for solutions as result of 1998-1999 conflict.

The implementation of human rights legislation and strategies is often undermined by inadequate financial and other resources, particularly at local level, limited political prioritisation and lack of inter-institutional coordination. The existing mechanisms for coordination and implementation of human rights are ineffective. The large dependence on foreign donors remains. More needs to be done to effectively guarantee the rights of persons belonging to minorities, including Roma, Ashkali and Egyptian and displaced persons, to ensure gender

24 UNDP Public Pulse XVI, August 2019

25 World Bank, Kosovo Country Snapshot, 2018

26 EC Progress Report for Kosovo, 2019

27 OECD programme for international student assessment

28 Kosovo Labor Force Survey, LFS Q2 2019

equality in practice, to set up an integrated child protection system and to advance the protection of cultural heritage[29].

With regard to gender equality, Kosovo's Agency for Gender Equality (AGE) in its "Draft Program on Gender Equality 2019-2023" highlights lack of gender mainstreaming in development strategies and policies; failure to implement gender responsive budgeting; low level of education of women aged 15-64; gender segregation of professions; employment discrimination; unequal distribution of childcare obligations; lack of child care institutions; and limited access to property and finance, as key preventing factors to gender equality in Kosovo.

HEALTH AND ENVIRONMENT CONTEXT

Health and environment remain underfunded by the government in Kosovo and are not prioritized under the National Development Strategy (NDS) 2016-2021. Due to not being a recognized UN member state, Kosovo is still not eligible for global funding mechanisms such as Global Environmental Facility (GEF)[30], the GEF Small Grants Programme (GEF SGP) and the Green Climate Fund (GCF), which poses a significant restriction on environmental protection interventions, strengthening of the institutional capacities in environmental fields, as well as empowerment of the local environmental CSOs. This puts Kosovo in a disadvantaged position compared to its neighbours who receive funding from global funds on regular bases for environment protection, monitoring and reporting.

Furthermore, the quality and availability of data is not satisfactory for assessing the environmental impact on health. As part of the Health Sector Strategy 2017-2021, the government took steps to amend this situation by incorporating environmental health issues also in the revised NDS. In balancing these gaps, the UN through its UN Support to Millennium Challenge Corporation (MCC) Data project has contributed to improving evidence for prioritization of this sector. Regarding the environment, air pollution continues to be the most pressing health concerns in Kosovo and as such a key element of the UNKTs priorities for environment and health initiatives. UN advocacy in this area has contributed to increasing the Kosovo institutions and donor's concern about the extremely high levels of air pollution.

On public health policy, the Law on health insurance has yet to enter into force. In the absence of universal health coverage, all citizens face difficulties in accessing quality health services. However, in these circumstances vulnerable groups face particular difficulties to access health services due to their difficult socio-economic conditions. Only access to doctors and specialist services is free of charge, giving the impression of an existing universal health coverage. The basic free medication list is very limited, requiring patients to pay for their medication and treatment accessories.

Kosovo signed the Millennium Challenge Corporation's Threshold programme in September 2017. This $49million grant is dedicated to address challenges in governance, energy efficiency and environment. UN agencies, namely UNDP, UNICEF, UNFPA, UNWOMEN and WHO are uniquely placed as a trusted partner of the Kosovo government to collect, monitor and validate MCC scorecard indicators. UN agencies access to MCC funds was limited so far on monitoring and validating development indicators on annual bases.

29 Ibid.

30 International waters, is the only GEF focal area that Kosovo is eligible for considering that this sector is not covered by any UN Convention.

4. KEY FINDINGS

4.1. RELEVANCE

4.1.1 RELEVANCE OF CONTENT AND FOCUS OF THE UNCDP

Analysis show that overall the UNCDP initiatives are strongly aligned with SDGs and with the respective government sectorial strategies[31]. There is a lesser, but overall alignment with NDS, since NDS primarily focuses on areas contributing towards economic growth[32]. This is particularly evident regarding initiatives under Priority Area (PA)3, as NDS neither prioritizes health, nor environment[33], while areas under PA1 are aligned to the NDS's Rule of Law chapter, whereas initiatives under PA2 are well aligned to NDS interventions under Human Capital chapter.

Overall, UNKT's relevance is especially emphasized in matters concerning work and approach in dealing with cross-sector interventions such as youth, women, marginalized and vulnerable groups (communities, migrants, refugees, returnees, IDPs), with an added value of SDG mainstreaming in these areas. The UNCDP was well aligned to national needs in terms of integration of vulnerable population across all three priority areas hence adhering to the principle of the Agenda 2030 of "Leave no one behind". Similarly, the work on data gathering, analyses and evidence-based policy development assistance is regarded of high value. Ability to work in "politically complex" areas, such as in northern municipalities is seen as another significant advantage. Participatory approach and emphasizes on national ownership make UN Agencies an important partner to the government institutions in addressing the local needs and priorities.

FINDING: The UNCDP is well aligned to two of the three key intervention areas in the NDS and delivers substantially to nine of the 17 SDG goals. The focus and interventions of the UNCDP do thus deliver to both national and international priorities. The added advantage of the UNKT is very relevant in the unique context of Kosovo.

However, there is a perception, especially amongst international partners, that UN Agencies need to reflect and reposition themselves more strongly in areas where they really matter, especially those related to SDGs, and avoid "spreading thinly" in too many areas with scarce resources which are dominated by the EU agenda. It must be taken into account the fact that the donor community in Kosovo has now entered a new phase, whereby more and more funding is being channelled directly through national counterparts, leaving less resources available for international organizations, such as the UN Agencies[34].

31 List of valid strategic documents (Annex 3)

32 Selection of NDS priorities and measures was done based on two general principles 1) need to ensure highest annual economic growth rates, and 2) need to ensure social cohesion and inclusion parallel with economic growth.

33 With regard to environment, NDS focuses on waste and forest management priorities only.

34 Interview with international partners

PA1 – GOVERNANCE AND RULE OF LAW RELEVANCE

Regarding the specific UNCDP priority areas and outcomes, the PA1 outcomes on governance and rule of law, as shown in table 4 below, align well with SDGs. It addresses issues of high relevance to Kosovo priorities emphasized in sectorial strategies, through supporting the strengthening of relevant governance systems, processes and structures, and undertaking comprehensive advocacy measures in dealing with violence against women, juvenile justice, needs of internally displaced persons, minority returnees, migrants and refugees; in strengthening of the law enforcement and CSO engagement in fight against corruption; in strengthening judiciary capacities to work more effectively, which is a high Kosovo priority, as emphasized in the NDS chapter 14 (increased judicial efficiency); and in improving access to justice for all, thus embodying the concept of "leave no one behind".

The relevance of PA1 is illustrated in the table below:

PRIORITY AREA OUTCOMES	RELEVANCE TO KOSOVO PRIORITIES	RELEVANCE TO SDGs
PA1: GOVERNANCE AND RULE OF LAW		
Outcome 1.1: Rule of law system and institutions are accessible to all and perform in a more efficient and effective way. Indicators: ***1.1.1:*** *Number of people who receive free legal assistance disaggregated by sex and non-majority population* ***1.1.2:*** *Efficiency of the basic courts: cases resolved / new cases entered* ***1.1.3:*** *% of children spending more than 6 months in pre-sentence/pre-trial detention* ***1.1.4****. No. of functional multi-sectoral DV support services at local level* ***1.1.5:*** *Number of functioning referral mechanisms which provide services and support to survivors of conflict related sexual violence* ***1.1.6:*** *% of the adult population that has either direct or indirect exposure to a bribery experience with the public*	Outcome **indicator 1.1.1** relevant to Strategy for **Assistance in the Rule of Law Sector** 2016-2019 and to Governmental Strategy and Action Plan for **Cooperation with Civil Society** 2019-2023 Outcome **indicator 1.1.2** relevant to **NDS chapter 14** Increased judicial efficiency Outcome **indicator 1.1.3** relevant to **Children Rights** Strategy and Action Plan 2019-2023. Outcome **indicator 1.1.4** relevant to National Strategy and Action Plan for **Protection from Domestic Violence** 2016-2020 Outcome **indicator 1.1.5** relevant to Strategy for **Assistance in the Rule of Law Sector** 2016-2019 Outcome **indicator 1.1.6** relevant to **NDS chapter 12** Closing loopholes in the public procurement system and to National **Anti-Corruption** Strategy and Action Plan 2018-2022.	Outcome **indicators 1.1.1, 1.1.2** and **1.1.3** relevant to **SDG 16** on Justice, in particular **target 16.3** Promote the rule of law at the national and international levels and ensure equal access to justice for all. Outcome **indicator 1.1.4** and **1.1.5** relevant to **SDG 5** on Gender equality, in particular **target 5.2** Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation. Outcome **indicator 1.1.6** relevant to **SDG 16** on Justice, in particular **target 16.5** Substantially reduce corruption and bribery in all their forms.

Outcome 1.2: Civil society participates more effectively in the design of rule of law reforms and in holding relevant institutions accountable for their implementation. Indicators: ***1.2.1.*** # of cases of corruption identified, filed and convictions made widely public by kallxo.com ***1.2.2:*** *Number of performance monitoring reports produced and publicly disseminated by CSO on rule of law institutions* (UNDP)	Outcome **indicator 1.2.1 on corruption reporting** relevant to **NDS chapter 12** Closing loopholes in the public procurement system and to National **Anti-Corruption** Strategy and Action Plan 2018-2022 and to Governmental Strategy and Action Plan for **Cooperation with Civil Society** 2019-2023. Outcome **indicator 1.2.2** relevant to Governmental Strategy and Action Plan for **Cooperation with Civil Society** 2019-2023.	Outcome **indicator 1.2.1** relevant to SDG **16** on Justice, in particular **target 16.5** Substantially reduce corruption and bribery in all their forms. Outcome **indicator 1.2.2** relevant to **SDG 17** on Partnerships, in particular **target 17.17** Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.
Outcome 1.3: The authorities of Kosovo manage mixed migration flows more effectively and in line with international standards. Indicators: ***1.3.1:*** *Number of* Municipalities that are implementing their own Municipal action plans (MAPs) for return and reintegration ***1.3.2:*** *% of persons in need of international protection referred to adequate protection mechanisms disaggregated by sex* ***1.3.3:*** *% of families repatriated in Kosovo that are beneficiaries of the repatriation support scheme* ***1.3.4:*** *Number of functional border management infrastructure facilities (IBM) in place* ***1.3.5:*** *% of decisions made on refugee status*	Outcome **indicators 1.3.1** and **1.3.3** relevant to National Strategy for **Sustainable Reintegration of Repatriated Persons** in Kosovo 2018-2022. Outcome **indicators 1.3.2** and **1.3.5** relevant to Law no. 06/l-026 on **Asylum**. Outcome **indicator 1.3.4** relevant to **Brussels Dialogue** on **Integrated Border Management** (IBM) [35].	Outcome **indicators 1.3.1, 1.3.2, 1.3.3** and **1.3.5** relevant to **SDG 10** on Inequalities, in particular **target 10.7** Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. Outcome **indicator 1.3.4** relevant to **SDG 9** on Infrastructure, in particular **target 9.1** Develop quality, reliable, sustainable and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all.

Table 3: PA1 relevance to SDGs and Kosovo priorities

35 In 2012, Kosovo and Serbia agreed to open two IBM crossing points (Jarinje and Merdare).

PA2 – SOCIAL INCLUSION RELEVANCE

The outcomes under PA2 on social inclusion are well aligned to both SDGs and NDS priorities (table 5). They are designed to ensure that services are provided to the most vulnerable. Focus is primarily on youth and women through development of policies, systems and structures for greater social inclusion delivered by comprehensive employment and income generation schemes. The coherence of PA2 outcomes, indicators and programmes is also very high.

Delivering social inclusion through employment programmes, social assistance and social services is high on the government's agenda and is strongly emphasized in the NDS chapters 1, 2 and 3 as well as in sectorial strategies related to employment. The government ministries that are responsible for these outcome interventions, led by the Ministry of Labour and Social Welfare have strong influence as they carry social responsibilities that the government readily supports.

The relevance of PA2 is illustrated in the table below:

PRIORITY AREA OUTCOMES	RELEVANCE TO KOSOVO PRIORITIES	RELEVANCE TO SDGs
PA2: SOCIAL INCLUSION		
Outcome 2. 1: Education & employment policies and programmes enable greater access to decent employment opportunities for youth and women. Indicators: ***2.1.1:*** *Number of new and revised policies to support decent employment opportunities for youth and women* ***2.1.2:*** *Number of women beneficiaries from employment policy measures from MTI, MLSW, and MAFRD* ***2.1.4:*** *Number of youth (15 – 24) beneficiaries (disaggregated by sex) from employment and education policy measures from MTI, MLSW, MEST and MAFRD* ***2.1.3:*** *Transition rate of girls to upper secondary education*	Outcome **indicators 2.1.1** relevant to Sectorial Strategy for **Employment and Social Welfare** 2018-2022 and **NDS chapters 1, 2 and 3**. Outcome **indicator 2.1.2** relevant to **NDS chapter 1** …Increased participation of women in the labour market. Outcome **indicator 2.1.3** relevant to **NDS chapter 3** Better linkage between education and labour market. Outcome **indicators 2.1.4** relevant to **NDS chapter 2**… Strengthening the skills of youth for the labour market, **NDS chapter 3** Better linkage between education and labour market; and Action Plan on **Increasing Youth Employment** 2018-2020.	Outcome **indicators 2.1.1 and 2.1.2** relevant to **SDG 8** on Inclusive growth, in particular **target 8.5** By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value. Outcome **indicators 2.1.3 and 2.1.4** relevant to **SDG 4** on Inclusive education, in particular target 4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship.

Outcome 2.2: Women in Kosovo increasingly enjoy their economic rights. **Indicators:** ***2.2.1:*** *Inactivity rate for women* ***2.2.2:*** *Percentage of property owned by women.*	Outcome **indicator 2.2.1** relevant to **NDS chapter 1** …Increased participation of women in the labour market; Outcome **indicator 2.2.2** relevant to **NDS chapter 13** Strengthening the property rights system.	Outcome **indicator 2.2.1** relevant to **SDG 5** on Gender equality, in particular to **target 5.4** Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate. Outcome **indicator 2.2.2** relevant to **SDG 5** on Gender equality, in particular to **target 5.a** Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.
Outcome 2.3: Social protection policies and schemes enable greater benefits and access to social services to the most vulnerable groups. **Indicators:** ***2.3.1:*** *% of poor who receive social assistance benefits* ***2.3.2:*** *Amount (in €) of monthly cash benefit for social assistance scheme to one-member households* ***2.3.3:*** *Number of minimum social services provided by Centers for Social Work in selected municipalities*	Outcome **indicator 2.3.1 and 2.3.2** relevant to Law no.04/L-096 on **Social Assistance Scheme** in Kosovo. Outcome **indicator 2.3.3** relevant to Law no. 04/L-081 on **Social and Family Services**.	Outcome **indicator 2.3.1, 2.3.2 and 2.3.3** relevant to **SDG 1** End to poverty, in particular **target 1.3** Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

Table 4: PA2 relevance to SDGs and Kosovo priorities

PA3 – ENVIRONMENT AND HEALTH RELEVANCE

The combination of outcomes under PA3 on environment and health is very complex, diverse and resource-demanding, too. The SDG relevance as shown in table 6 below is unquestionable, while the national relevance and capacity to engage seems to be marginal. The uncertain political commitment in operationalizing relevant support bodies and schemes, inadequate prioritization of NDS interventions, weak coordination, and scarce data gathering capacity in these areas testify to that.

Nevertheless, this does not diminish their importance or relevance, on the contrary, as these areas are constantly flagged as Kosovo's flagships. It does, however, affect the likelihood of the UN Agencies having a significant lasting effect in these areas. This means that continued support of a number of interventions is critical for establishment of more sustainable governmental support systems and services.

The relevance of PA3 is illustrated in the table below:

PRIORITY AREA OUTCOMES	RELEVANCE TO KOSOVO PRIORITIES	RELEVANCE TO SDGs
PA3: ENVIRONMENT AND HEALTH		
Outcome 3.1: The authorities of Kosovo have enhanced mechanisms for evidence-based planning implementation and monitoring of environmental impacts on health. **Indicators:** ***3.1.1:*** *Number of functional monitoring systems that monitors the environmental impact on health* ***3.1.2:*** *Number of studies conducted by the authorities of Kosovo assessing the impact of environmental conditions on selected health outcomes*	Outcome **indicators 3.1.1 and 3.1.2** relevant to **Air Quality** Strategy and Action Plan 2013-2022; and to National Plan for **Emission Reduction** 2018-2027.	Outcome **indicator 3.1.1** relevant to **SDG 3** on Healthy lives, in particular **target 3.9** By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination. Outcome **indicator 3.1.2** relevant to **SDG 3** on Healthy lives, in particular **target 3.d** Strengthen the capacity of all countries, in particular developing countries, for early warning, risk reduction and management of national and global health risks.

Outcome 3.2: The authorities of Kosovo have improved coverage of quality and equitable essential health care services for Maternal, Neonatal, Child and Reproductive Health (MNCRH) and Non-Communicable Diseases (NCD). **Indicators** ***3.2.1**: Percentage of out-of pocket expenditure out of total health expenditures **3.2.2:** Percentage of children age 12-23 months immunized with DTP3* ***3.2.3:** Proportion of women aged 15-49 years with a live birth in the last 2 years who had their blood pressure measured and gave urine and blood samples during the last pregnancy that led to a live birth* ***3.2.4:** Overall premature mortality rate from cardiovascular diseases*	Outcome **indicators 3.2.1, 3.2.2, 3.2.3 and 3.2.4** relevant to Sectorial **Strategy on Health** 2017-2021.	Outcome **indicators 3.2.1 and 3.2.2** relevant to **SDG 3** on Healthy lives, in particular **target 3.8** Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all. Outcome **indicator 3.2.3** relevant to **SDG 3** on Healthy lives, in particular **target 3.1** By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births. Outcome **indicator 3.2.4** relevant to **SDG 3** on Healthy lives, in particular **target 3.4** By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment and promote mental health and well-being.
Outcome 3.3: More people adopt behaviours that are healthy and that increase resilience to potential threats from environmental pollution, disasters and climate change. **Indicators:** ***3.3.1:** Prevalence of tobacco use of adults aged 15 or over* ***3.3.2:** Modern contraceptive prevalence rate* ***3.3.4**: Percentage of public who consider the environment to be unhealthy, disaggregated by sex and ethnicity* ***3.3.5:** Level of awareness of potential disaster risks and climate change adaptation in selected locations*	Outcome **indicators 3.3.1, 3.3.2** and **3.3.4** relevant to Sectorial **Strategy on Health** 2017-2021. Outcome **indicator 3.3.5** relevant to **Disaster Risk Reduction** Strategy and Action Plan 2016-2020.	Outcome **indicators 3.3.1** relevant to **SDG 3** on Healthy lives, in particular **target 3.a** Strengthen the implementation of the World Health Organization Framework Convention on Tobacco Control in all countries, as appropriate. Outcome **indicator 3.3.2** relevant to **SDG 5** on Gender equality, in particular to **target 5.6** Ensure universal access to sexual and reproductive health and reproductive rights. Outcome **indicator 3.3.4** relevant to **SDG 3** on Healthy lives, in particular Strengthen the capacity of all countries, in **target 3.d** particular developing countries, for early warning, risk reduction and management of national and global health risks. Outcome **indicator 3.3.5** relevant to **SDG 1** on End to poverty, in particular **target 1.5** By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.

Table 5: PA3 relevance to SDGs and Kosovo priorities

4.1.2 COHERENCE OF THE UNCDP DESIGN

Analysis of the coherence of the UNCDP design is based on an analysis of the log-frame, which consists of three priority areas broken down into outcomes as follows:

- **Priority Area 1:** Governance and Rule of Law with 3 outcomes and 13 outcome indicators
- **Priority Area 2:** Social Inclusion with 3 outcomes and 9 outcome indicators
- **Priority Area 3:** Health and Environment with 3 outcomes and 10 outcome indicators

The 32 outcome indicators reflect the high number of areas and, consequently, a high number of output indicators. However, some outcome indicators are incoherently grouped in the given outcomes, and some outcomes are incoherently grouped in given Priority Areas (PA). This is particularly evident in PA1 and PA3. For e.g. in PA 1 outcome indicator 1.1.6 on reduced bribery doesn't correspond to other indicators linked to outcome 1.1 on access to RoL; indicator 1.3.4 on IBM doesn't correspond to other indicators under outcome 1.3 on migration and returns services. Outcomes and indicators under PA2 are more coherent as all three outcomes and respective indicators correspond well to one another. In PA3 the outcome 3.2 which focuses solely on health, distorts the combined priorities of environment and health that are evident in outcomes 3.1 and 3.3.

At the output level as well, there are instances of incoherence, for e.g. some of the outputs that are linked to outcome 1.3, such as the output on labour market integration services, are more relevant for PA 2. Output 1.1.9 on gender equality is referenced wrongly as there's no outcome indicator 1.1.9 to link to, thus one has to guess where it exactly contributes, etc.

These incoherencies in design of the results matrix/log-frame made the analysis of effectiveness difficult. The log-frame was adjusted over time to match on-going and new outputs but was done so in ad-hoc basis during annual reporting and not through a comprehensive mid-term review, hence some of initial logic of the log-frame was lost as a result.

In brief, the overall coherence of the UNCDF lacks robustness. This probably explains why the theory of change was never attempted. Although, the UNCDP 2016-2020 did not require the development of a ToC, a UNCDP revision and development of a ToC was long overdue since the new updated guidelines of 2017 for developing the UNDAF make developing a theory of change one of the top priorities. As such, in the future UNDAF planners are urged to develop theories of change as indispensable exercises in designing both the UNDAF as a whole as well as its separate outcomes to show "how it is assumed that UNDAF strategic priorities will support achievement of national priorities and the SDGs"[36].

Finding: The UNCDP overall presents a unified approach, but coherence in the design of the framework as whole is not robust. PA2 is the most internally coherent component, while the initiatives undertaken under PA1 and especially PA3 are less interrelated and complementary.

36 UNDG, UNDAF Guidance, updated March 2017.

4.2 EFFECTIVENESS

The success or failure of the UNCDP outcomes depends largely on the success or failures of specific interventions by the UNKT, as well as external interventions by international/local organizations and the government itself, or even by target population enlarge. The extent to which results were achieved, or on track to being achieved, is inextricably linked to the overall performance of all interventions of stakeholders involved. The evaluation team, in agreement with the UNDCO, chose to assess 32 outcome indicators to illustrate the results achieved at outcome and overall priority area level.

The effectiveness assessment is based on the scoring of reported data in UNCDP combined narrative reporting for 2016 – 2018 period (annex 6) and findings from workshops and interviews conducted during the field mission (annex 5), which show high level of outcome progress made against the set targets in PA1 and PA2, reaching 115% and 121% respectively, whereas PA3 scores low 43%, mainly because PA3 contains very limited data on progress made. The full data set for the PA3 should be available at the beginning of 2020, when the MICS study is expected to be completed.

Nevertheless, despite the high level of progress made against targets in PA1 and PA2, significant challenges mainly related to funding availability to continue beyond project end, pose an obstacle to fully completing the cycle of achievement. The progress in terms of numbers is an achievement per se, but only meaningful if systems are fully in place and functional.

The analyses of achievements are thus two-pronged, partly illustrating the level of progress made, and partly the achievements in terms of operational achievements.

Chart bars in blue indicate full outcome indicator achievement; in green are those on track; in orange those with partial achievement; in red those not achieved; and in grey those that are incomplete or inconclusive to assess due to lack of data. Note: bars with no data but in colour demonstrate certain level of achievement, but the level of progress is not measurable because of no data.

Finding: Despite high level of progress made against the set targets, significant challenges mainly related to funding availability to continue beyond project end, pose an obstacle to fully completing the cycle of achievement.

PA1 - Governance and Rule of Law achievement of results

The analysis of the reported data under the PA1 (chart 1) suggests that the overall level of progress in many areas is exceeding targets (indicators 1.1.1, 1.1.2, 1.1.5, 1.2.2), indicating 115% in overall progress in PA1 against the set targets[37], whereas in terms of achievement, the analysis show that three indicators (1.1.3, 1.2.2 and 1.3.2) are fully achieved; three are in track to be achieved (1.1.2, 1.1.4 and 1.2.1); and six are partially achieved (1.1.1, 1.15, 1.3.1, 1.3.3, 1.3.4 and 1.3.5). Indicator 1.1.6 is very specific and has no data, thus level of achievement is inconclusive. The chart 1 below illustrates the Outcome level of progress against target (in %) and level of achievement (in colour).

37 Indicators 1.1.6 and 1.3.3 with 'no data' have not been taken into account when calculating the PA1 overall percentage of progress made.

Chart 1 -PA1 Governance and Rule of Law
Outcome level of progress against target (in %) and overall level of achievement (in colour)

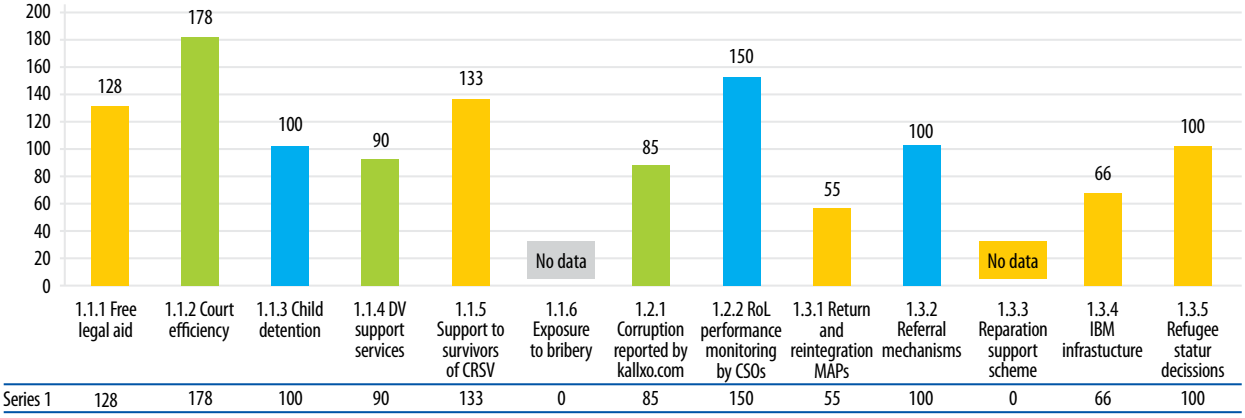

Chart 1: PA1 Outcome level of progress and achievement

OUTCOME 1.1 – Rule of law system and institutions are accessible to all and perform in a more efficient and effective way

- ***improved access to free legal assistance*** *(1.1.1)* by strengthening capacities and coverage of the Agency of Free Legal Aid (AFLA) – noting financial uncertainties in continuing the provision of free legal aid services, and that access to free legal aid services by the IDPs, returnees and refugees continues to be heavily donor dependent, hence ***partially achieved.***

The joint UN Access to Justice and GBV project reactivated the legal aid mobile clinic and assisted 40 marginalized groups to access free legal aid services, extending justice to most vulnerable, thus embodying the concept of "leave no one behind.

- ***increased court efficiency*** *(1.1.2)* through increased number of judges and prosecutors and strengthening their capacities – noting the challenges with continuous influx of new cases, which may result in delays in future despite initial improvements, hence ***on track***.

0% of children are spending more than 6 months (previously 12 months) in pre-sentence and pre-trial detention.
(UNICEF contribution)

- ***ending of child detention beyond six months*** *(1.1.3)* by having Juvenile Justice Code and Criminal Code amended and approved by the parliament and the Educational and Correctional Centre operationalized – noting no challenges, hence ***fully achieved***.

- ***strengthening DV support services at local level*** *(1.1.4)* by supporting the establishment of coordination mechanisms in northern and southern municipalities – noting that full functionality is dependent on sufficient budget allocated by municipalities, hence ***on track***.

- ***strengthening support services to survivors of CRSV*** *(1.1.5)* by supporting the institutionalization of referral mechanisms – noting the continuous need for specialized international expertise related to CRSV and dependency on donor funding, hence ***partially achieved***.	*In 2018, the first 890 applications were received by the newly established Commission for verification of the status of CRSV survivors. (UN Women contribution)*

- there's no data available to establish the achievement level on ***increased reported bribery (1.1.6)*** [38], hence ***inconclusive***. Judging from a proxy 'Public Pulse' indicator on "Perception of paramount problems in Kosovo", there's a slight drop on corruption perceptions, from 18.2% in 2016 to 14.3% in 2018.

OUTCOME 1.2 – Civil society participates more effectively in the design of rule of law reforms and in holding relevant institutions accountable for their implementation

395 cases of unethical behaviour verified and sent to institutions through kallxo.com in 2018, out of which 125 were followed-up 20 completed. (UNDP contribution)	***- improved capacity of kallxo.com to verify and process cases sent by the public*** *(1.2.1)* by supporting the full functionalization of the kallxo.com in becoming the main platform for corruption reporting with capacity to continue to manage reports and verify cases beyond the project life – noting challenges on authorities ability for proper follow-up on cases submitted, but no internal functioning challenges, hence ***on track.***

- increasing number of monitoring reports produced by CSOs on rule of law *(1.2.2)* – this indicator is ***fully achieved*** through contributions by prominent CSOs (such as FOL, GAP, KDI, HLC, BIRN, etc.) but **without UNKT assistance**, hence the achievement can't be attributed to UNKT.

OUTCOME 1.3 –the authorities of Kosovo manage mixed migration flows more effectively and in line with international standards

- ***increasing number of municipalities implementing their own municipal action plans for return and reintegration*** *(1.3.1)* by supporting municipalities to establish their own plans and implementing them – noting level of the implementation (55% progress so far) and that municipal lack of funds to implement the plans, hence ***partially achieved.***

38 In 2016, UNODC launched an initiative to develop a framework to measure and assess organized crime in the Western Balkans, including Kosovo. The report is expected to be released in late 2019. According to UNODC, based on preliminary data of the framework from 2016-2017, 213 individuals were prosecuted in Kosovo for bribery related offences. This data however does not reflect the actual extent of the bribery exposure in this jurisdiction.

-100% of asylum seekers referred to adequate protection mechanisms *(1.3.2)* by having all administrative and legal mechanisms developed and strengthened – noting some challenges with regard to language services and access to information, hence ***fully achieved.***	*100% of 595 asylum seekers in need of international protection, referred to adequate protection mechanisms and processes. (UNHCR and IOM contribution)*

- there's no data available to establish the achievement level regarding ***repatriated families*** *(1.3.3)*. Nevertheless, the findings indicate that there's full ownership in the process of embedding the relevant regulations, guidelines and financial scheme into the mandate and policies of Ministry of Internal Affairs (MIA) – noting challenges at municipal level due to lack of capacities and financial resources to implement the decentralized responsibilities, hence ***partially achieved.***

- ***functionalization of the integrated border management (IBM) facilities*** *(1.3.4)* – by having the two out of three IBM facilities operationalized – noting that results are heavily dependent on political dialogue and agreements between Pristina and Belgrade as part of the EU/Brussels led negotiations, hence ***partially achieved.***

- improved decision-making mechanisms on ***refugee status*** *(1.3.5)* by having all relevant administrative and legal mechanisms in place – noting low level of quality assurance capacities and capacity to implement new and frequently changing legal provisions, hence ***partially achieved.***

PA2 - Social Inclusion achievement of results

The analysis of the reported data under the PA2 (chart 2) suggests that the overall level of progress in three areas is exceeding targets (indicators 2.1.2, 2.1.4 and 2.2.2), indicating 121%[39] overall progress against targets in PA2, whereas in terms of achievement, the analysis show that five indicators (2.1.2,2.1.3, 2.1.4, 2.2.2 and 2.3.2) are fully achieved; one is in track to be achieved (2.1.1); one is partially achieved (2.3.3); and one is not achieved (2.2.1). Indicator 2.3.1 is very specific and has no data, thus level of achievement is inconclusive.

The chart 2 below illustrates the Outcome level of progress against target (in %) and level of achievement (in colour).

39 Indicators 2.3.1 and 2.3.3 with 'no data' have not been taken into account when calculating the PA2 overall percentage of progress made.

Chart 2 -PA2 Social Inclusion
Outcome level of progress against target (in %) and level of achievement (in colour).

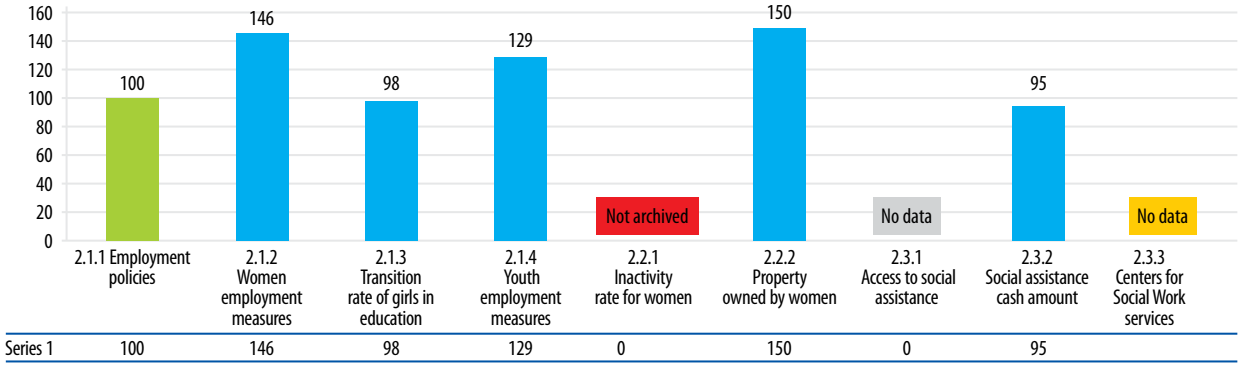

Chart 2: PA2 Outcome level of progress and achievement

OUTCOME 2.1 – Education & employment policies and programmes enable greater access to decent employment opportunities for youth and women.

- ***reviewed and improved policies in allowing for greater inclusion in employment of women and young people*** *(2.1.1)* by having all targeted policies developed and approved, including operationalization of Labour Market Information System, in enabling better policy making decisions – noting on-going funding and coordination challenges for implementation of policies, hence ***on track.***

- increasing number of women and youth benefiting from employment policy measures *(2.1.2) and (2.1.4)* by having 2,835 persons (of which 38.8% women and 24.1% youth) benefiting from employment policy measures – noting that their continuity is ensured, despite funding and coordination challenges, which mainly affect the new entrants, hence ***fully achieved.***

2,835 persons (of which 38.8% women and 24.1% youth) benefited from employment policy measures.
(UNDP contribution)

1,000 children at risk of school dropout identified and supported through the Early Warning System of the Ministry of Education, Science and Technology (UNICEF contribution)

-***improved transition rate of girls to upper secondary education*** *(2.1.3)* by supporting the establishment of the early warning mechanisms at central, municipal and school levels that contribute to prevent drop-out from schools – noting challenges in some municipalities and schools, hence ***fully achieved.***

OUTCOME 2.2 – Women in Kosovo increasingly enjoy their economic rights

- ***lack of progress in reducing inactivity rate for women*** *(2.2.1)* due to lack of funds to follow-up activities of the small projects on economic empowerment, lack of institutional leadership and coordination resulting in overlap of activities in existing grant schemes, hence ***not achieved.***

- *increase in women owned properties* *(2.2.2)* – this indicator is ***fully achieved***, noting support through awareness raising activities and active lobbying in amending the Family Law, which now clarifies the joint property articles, ensuring women's equal rights to marital property in Kosovo.

Outcome 2.3 – *Social protection policies and schemes enable greater benefits and access to social services to the most vulnerable groups*

- there's no data available to establish the achievement level on ***access to social assistance benefits by the poor*** *(2.3.1)* , hence ***incomplete*** - noting the support to MLSW in developing a social welfare strategy and is now developing the concept document of the new Law on Social Assistance aiming at improving coverage and adequacy of cash benefits.

- ***increase in monthly social assistance cash benefit to one-member households*** *(2.3.2)* – noting the decision of the MLSW for setting the monthly amounts of cash benefits, which is fully enforced, despite some discrepancies between policy in practice, hence ***fully achieved.***

- there's no data available to establish the achievement level on ***minimum social services provided by municipal Centres of Social Work*** *(2.3.3)* - noting the support to MLSW in developing minimum standards of social services for different categories of children and implemented Kosovo wide, hence ***partially achieved***.

PA3 – Environment and Health achievement of results

The analysis of the reported data under the PA3 (chart 3) suggests that the overall level of the outcome progress against the targets is very low, 43%[40], with only one indicator (3.2.2) noting full progress against the target and on track in terms of achievement. Worth noting is the fact that most of the indicators at PA3 outcome level are measured by MICS survey. The new MICS results will be released in the beginning of 2020, hence this is the reason why there is no evidence/information so far in most of outcome indicators under PA3.

40 Indicators 3.1.1, 3.2.3, 3.2.4, 3.3.1 and 3.3.2 with 'no data' have not been taken into account when calculating the PA3 overall percentage of progress made.

Chart 3 -PA2 Social Inclusion
Outcome level of achievement against target (%) and overall likelyhood of achievment (colour)

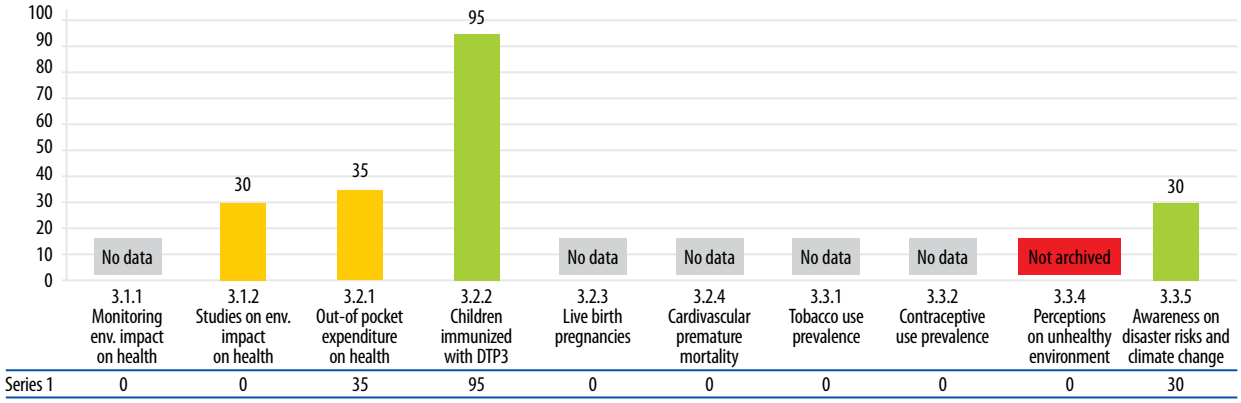

Chart 3: PA3 Outcome level of progress and achievement

OUTCOME 3.1 – The authorities of Kosovo have enhanced mechanisms for evidence-based planning implementation and monitoring of environmental impacts on health

- there's no data available to establish the achievement level on ***monitoring of the environmental impact on health*** *(3.1.1)*, hence ***incomplete*** - noting that the assessment of the air quality monitoring and surveillance systems in Kosovo is expected to take place by the end of 2019, which will provide inputs to the relevant parties in Kosovo on how to improve the existing systems.

- ***progress made on studies of the environmental impact on health*** *(3.1.2)* - noting the functionalization of the Environment and Health Committee within the Ministry of Health, which is likely to sustain the achieved results during the Healthier Kosovo project. In addition, for the first time the assemblies of Serb majority municipalities (Leposavic, Zvecan and Zubin Potok) approved the decisions for initiating the drafting of the Strategic Environmental Assessments (SEAs) in parallel to the of Municipal Development Plans (MDP) development. Hence, results are considered ***partially achieved.***

OUTCOME 3.2 – The authorities of Kosovo have improved coverage of quality and equitable essential health care services for Maternal, Neonatal, Child and Reproductive Health (MNCRH) and Non-Communicable Diseases (NCD)

- ***slight decrease on out-of pocket expenditure on health*** *(3.2.1)* – noting the need in functionalization of health insurance, and to establish a high-quality system of producing data on "Health Account", hence ***partially achieved.***

- ***stable levels of immunized children age 12-23 months with DTP3*** *(3.2.2)* – noting full functionality of systems in place, including action plans in reaching out to RAE community, hence ***on track.***	*130,000 children timely immunized and protected from preventable diseases95% DTP3 vaccine coverage. (UNICEF contribution)*

- there's no data available to establish the achievement level on ***proportion of women aged 15-49 years with a live birth*** *(3.2.3)*, hence ***incomplete*** - noting that Health Information System is not functional yet, thus unable to measure the progress in related fields. Hence, at the moment the progress will be measured through new MICS, which will be available at the beginning of 2020.

- there's no data available to establish the achievement level on ***premature mortality rate from cardiovascular diseases*** *(3.2.4)*, hence ***incomplete*** - noting preparation of the manual for "causes of death codification", which will be followed by training of health personnel and statisticians.

OUTCOME 3.3 – More people adopt behaviours that are healthy and that increase resilience to potential threats from environmental pollution, disasters and climate change

- there's no data available to establish the achievement level on ***reducing prevalence of tobacco use of adults aged 15 or over*** *(3.3.1)*, hence ***incomplete*** – noting the strong need by Institutions in developing strategies on preventing smoking at younger age.

- there's no data available to establish the achievement level on ***modern contraceptive prevalence rate*** *(3.3.2)*, hence ***incomplete*** – noting that contraceptives continue to be part of the Essential Drug List and procurement is now handled by the MoH.

- ***lack of progress made in terms of increase of public who consider the environment to be unhealthy*** *(3.3.4)* – noting that outreach activities are attracting high degree of attention by public and the media and more outreach activities are on-going, which might impact further the awareness of the public, specifically in hotspot municipalities (FKP and Obiliq/c). Despite the outreach activities, the progress is very low (10%), hence ***not achieved.***

- progress made in raising awareness on potential disaster risks and climate change adaptation *(3.3.5)* by supporting the infrastructure and capacity improvement of respective personnel of Emergency Management Agency and 11 municipalities, in understanding the DRR and climate change as well as prevention and mitigation of risks –noting that expansion to other municipalities was not possible due to the lack of funds. Note: Kosovo is not signatory to UNFCCC and Sendai framework convention, which prevents Kosovo to engage with and benefit from regional and global efforts to address CC and DRR issues. Hence, ***partially achieved.***

4.3 EFFICIENCY

4.3.1 RESOURCE MOBILIZATION

According to the UNCDP 2016-2020 Annex 1: Results Matrix, for full implementation of the UNCDP necessary resources were estimated to be about $22.3 million. As data in the table 6 below shows, at both PA and outcome level the resources planned at the onset of UNCDP vs. actual expenditures[41] for 2016-2018 period varies considerably from outcome to outcome, with outcomes in PA2 and PA3 underperforming significantly in terms of resource mobilization,

41 In absence of data on current resources mobilized and available, the expenditure data has been used instead as a reference of the resources mobilized and available, which may differ from the actual resources available.

whereas outcomes in PA1 have significantly surpassed the targets set, especially Outcome 1.1. Approximate overall resource mobilization during 2016-2018 period vs. outset target was at a rate of 53%. **As such, unless significant progress has been made in 2019, with one year left for implementation, the resource mobilization target is likely to be missed, also affecting the implementation target.**

	PA 1			PA 2			PA 3			Total
	1.1	1.2	1.3	2.1	2.2	2.3	3.1	3.2	3.3	
$ Plan (onset target):	2,100,000	200,000	13,285,140	8,700,000	2,000,000	400,000	1,050,000	2,800,000	2,800,000	22,335,140
$ Exp. (2016-18):	6,916,735	413,212	13,185,917	565,560	350,238	190,978	699,119	193,100	349,700	11,864,559
Mobi-lized%	**+300%**	**+100%**	**0%**	**7%**	**18%**	**48%**	**66%**	**7%**	**12%**	**53%**

Table 6: UNCDP Resource mobilization 2016-2018

4.3.2 RESOURCE IMPLEMENTATION

The financial resources table 7 below has been used for analysis of the efficiency in terms of total annual planned vs. actual expenditures.

The actual financial data was extracted from the Annual Coordination Framework (ACF) budget data available for 2016 – 2018 period, and as such may not be complete. Furthermore, in absence of data on current resources mobilized and available, the expenditure data has been used instead as a reference of the resources mobilized and available, which may differ from the actual resources available.

	2016		2017		2018		Total	
Outcome	**Plan**	**Exp**	**Plan**	**Exp**	**Plan**	**Exp**	**Plan**	**Exp**
1.1	4,930,119	5,335,467	561,086	141,990	1,290,062	1,439,278	6,781,267	6,916,735
1.2			238,454	32,110	708,102	381,102	946,556	413,212
1.3			17,698,797	11,397,792	2,257,260	1,788,125	19,956,057	13,185,917
2.1			222, 285	160, 460	509,300	405,100	731,585	565,560
2.2			315,000	322,638	27,600	27,600	342,600	350,238
2.3			79,500	62,978	87,000	128,000	166,500	190,978
3.1			163,000	172,219	528,900	526,900	691,900	699,119
3.2			189,000	81,500	138,500	111,600	327,500	193,100
3.3			158,950	146,000	220,100	203,700	379,050	349,700
Total	**4,930,119**	**5,335,467**	**19,626,072**	**12,517687**	**5,766,824**	**5,011,405**	**30,323,015**	**22,864,559**

Table 7: UNCDP actual planed vs expenditure during 2016 - 2018

The financial data in table 8 below shows that during 2016-2018 period in total $30.3 million have been planned by the UN Agencies as part of CDP, of which in total $22.8 million have been spent (approx. 75% delivery). The overall planed vs. expenditure gap during this period is $7.4 million largely linked to the outcome 1.3 (approx. $6.9 million), which may affect the overall implementation of the CDP by the end of the current cycle. The rest of the outcomes, despite the gaps in percentage can still meet the delivery target considering the amounts are not large in terms money.

	PA 1			PA 2			PA 3			Total
	1.1	1.2	1.3	2.1	2.2	2.3	3.1	3.2	3.3	
$ Planned (onset target):	6,781,267	946,556	19,956,057	731,585	342,600	166,500	691,900	327,500	379,050	30,323,015
$ Spent (2016-18):	6,916,735	413,212	13,185,917	565,560	350,238	190,978	699,119	193,100	349,700	22,864,559
Delivered %	101%	44%	65%	78%	102%	114%	101%	60%	92%	75%

Table 8: UNCDP delivery 2016-2018

4.3.3 UNKT COORDINATION EFFICIENCY

The management structure for UNCDP implementation and monitoring included three Results Groups Chairs and Co-Chairs for managing and oversight of the output implementation, and four functional/cross-cutting teams: Gender Theme Group, UN Communications Group, Operations Management Team (OMT), SDG M&E group, Youth Task Force and HRWG to work on normative and issue-based planning and reporting of results.

It must be noted that in practice the cross-cutting groups were more active than results groups. The three results groups met during the retreats or when called by the UNDCO. The change in management within UN agencies was in a way the reason why the RG's were not active. The cross-cutting theme groups such as the Gender Theme Group chaired by UN Women and co-chaired by DCO, Communications Group chaired by UNDC and co-chaired by UNV have met regularly. The SDG M&E group chaired by UNICEF was established in 2017 and met regularly. The Operations Management Team chaired rotationally by UNOPS, UN Women and UNICEF has met regularly and produced a Business Operations Strategy (BOS). In 2019, an ad hoc human right working group was established chaired by OHCHR and co-chaired by UNDC to respond to increasing inputs to strengthening human rights compliance and to strengthen internal coordination. This group is currently meeting quarterly. In addition, a Youth Task Force chaired by UNICEF was established with Ministry of Youth, Culture and Sports to support coordination of the youth empowerment and participation into the Kosovo strategies. This group is currently also meeting quarterly.

4.4 SUSTAINABILITY

The analysis of the likelihood of sustainability illustrates the importance of beneficiary capacity and the right incentives in place[42] as this to a large extent determines the likelihood of sustainability in terms of governmental capacity for up-take of the provided systems and structures, which need budgeting for staff, equipment, roll-out of systems and structures etc.

The UNCDP measures through joint and participatory planning were taken into account in establishing strong national ownership. Meetings with a number of governmental officials confirmed this commitment for most initiatives, while also mentioning the regrettable lack of immediate capacity to take full ownership for the donor supported interventions at large.

Systems have been put in place in terms of revised and new policies, legislation, strategies and similar governance documents. However, a generally capacity-weak government mainly due to Short-comings in finances, human resources, equipment etc. hampers the sustainability, although still with an overall satisfactory level of likelihood of sustainability[43].
The insufficient funding, and for some agencies also scarce human resources, limits their capacity to deliver fully effectively and efficiently, which had some limiting effect on the joint aspect of UNCDP initiatives and on the likelihood of sustainability of the UNCDP interventions. The conditions, therefore, were not fully conducive for development of and engagement in joint, longer-term interventions in gradually building the sustainability.

Finding: Prospects for sustainability of results by outcome areas are mixed, but overall positive. Many initiatives have been institutionalized and are part of current government responsibilities, while others lack government up-take, often due to financial constraints.

The likelihood of sustainability of achievements under outcome level indicators were rated based on sustainability assessments made by the involved agencies. This was further held against challenges experienced in relation to the implementation and/or government uptake of given achievements/
changes.

Taking the special situation of Kosovo into account, the frequent change of governments and the upcoming early General Elections in 6 October 2019, the scoring of the likely sustainability at outcome level achievements was done in a scale 1-4 using the following rating:

4: High likelihood of sustainability (all four key elements in place: skills, systems, staff and budget)
3: Good likelihood of sustainability (three out of four elements in place)
2: Fair likelihood of sustainability (two out of four elements in place)
1: Low likelihood of sustainability (only one out of four elements in place)

The **PA1** interventions on Governance and Rule of Law, are characterized by a satisfactory level of likelihood of sustainability representing an average likelihood of 2.5 out of 4. All PAs presuppose that government is capable of taking up given interventions and in many cases also expand to cover the entire country or more population groups.

42 OECD definition

43 See full agency listing of likelihood of sustainability for all outcome indicators (annex 8)

Figure 1 below shows that irrespective of the wide capacity building of key stakeholders within the supported areas, the government is still reluctant or not able to take up some of the activities making these be without funding and other resources and hence less likely to become sustainable.

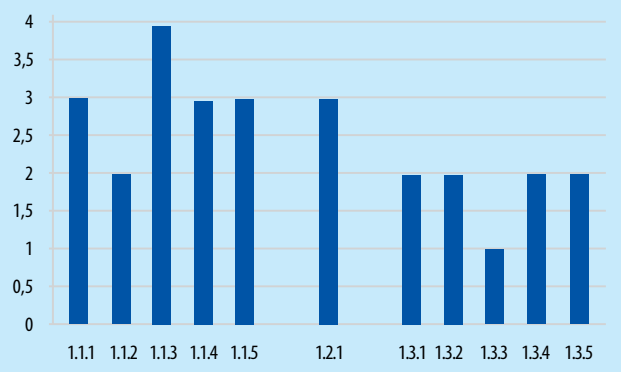

Figure 1: PA1 Sustainability likelihood

Despite the increased number of judges in the system and subsequent increase in effectiveness of the Courts, the lower sustainability score in 1.1.2 is due to a persistent backlog of cases due to new cases continuing to flood the system, which does not therefore adequately reflect efficiency of the Courts and the governmental uptake of the strengthened systems and structures, while output 1.1.3 results are fully embedded in systems and structures, making it possible to have full uptake by the government.

The 1.3 outcome area is less likely to become sustainable, with 1.3.3, the repatriation scheme, being the weakest. Despite the full ownership of the process of embedding the developed and endorsed Regulations, Guidelines and financial scheme into the mandate and policies of Ministry of Internal Affairs (MIA), the area experienced weak capacity and lack of budget of relevant municipal institutions to implement the decentralized responsibilities in the area of repatriation**.**

The pattern of higher likelihood of sustainability, when supporting existing governmental systems and structures, is quite clear although not fully substantiated.
Other examples of governmental uptake, where systems are in place, include the drop to zero in the number of children held in long-term pre-trial detention, because the law is institutionalized by the revised juvenile justice systems in Kosovo and court systems existed, although less efficient, before receiving complementary UNCDP support.

In brief, Figure 1 shows a quite good likelihood for sustainability under outcomes 1.1 and 1.2, while outcome 1.3 to a larger extent depends on establishment of new systems and structures for which there is no established budgeting (such as implementation of MAPs – indicator 1.3.1 and of repatriation – indicator 1.3.3) and hence a lesser uptake from local and central government side. Moreover, outcome 1.3 is dependent on close collaboration with other ministries as repatriation concerns allocation of land, housing, education, health and much more.

The indicators 1.3.2 and 1.3.5 are specific in terms of establishing the capacity in the area of international protection, namely an effective asylum system. All mechanism have been developed and legal administrative frameworks are in place, however the system requires further strengthening in terms of quality assurance.

PA2 Social Inclusion, covers areas of employment and social protection, both of which have been more or less part of governmental priority areas for decades. The average likelihood of sustainability score for PA2 is 2.6.

An analysis of the likelihood of sustainability under PA2 shows a significantly high likelihood of achievements under outcome 2.1 covering education and employment for youth and women.

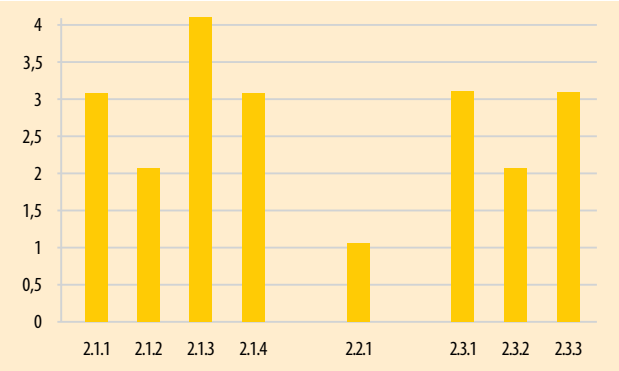

Figure 2: PA2 Sustainability likelihood

Outcome indicator 2.1.3 is highly likely to become sustainable because there are mechanisms in place at municipal and school level that contribute to prevent drop-out from schools. Furthermore, it's an intervention implemented within existing governmental systems and structures, while outcome indicator 2.2.1 is overcome by a number of challenges such as: No strengthened institutional capacities, lack of funds for follow up activities of the small projects on economic empowerment, overlap of activities with other existing grant schemes due to the absence of institutional leadership and coordination and lack of coordination among central institutions.

Potential for increased employment also will play a part-role in likelihood of sustainability, while other measures are yet to be fully in place.

Achievements under outcome 2.3 are generally very likely to become sustainable. There have been efforts building a social assistance system (outcome 2.3) building on *Law on Social Assistance,* pending on enforcement measures.

The Concept Document for the new Law on Social and Family Services is finalized and shared for public consultation. The 'Effects of social Assistance on children' report was presented and validated in a joint workshop with the MLSW, and seven municipalities have adopted municipal regulation on children's rights and six of them have adopted child rights action plans.

PA3, Environment and Health, is innovative – not as individual sectors, but as a combined area of interventions. PA3 is in average is slightly the lowest scoring area with an average likelihood score of 2.3. This is, however, a noteworthy average, since environment is a sensitive intervention and the combination of health and environment is a new combination each of which requires extra and innovative efforts. Implementation confirmed this. In addition, funding was received relative late resulting in late launching.

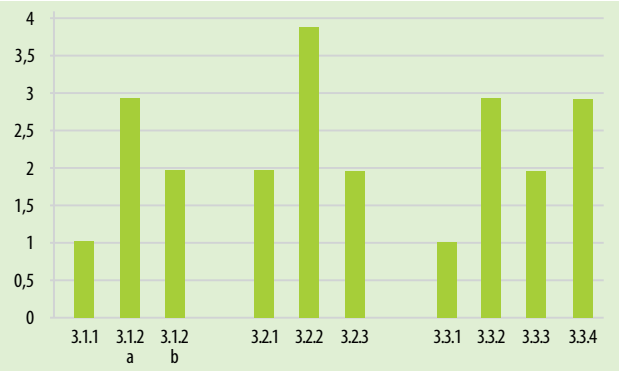

Figure 3: PA3 Sustainability likelihood

The approach partly combined the two sectors and partly addressed needs under the individual sectors.

The likelihood of sustainability of outcome 3.1[44] interventions is the lowest among the three PA3 outcomes. Nevertheless, it is too early a stage to expect sustainability of outcome 3.1, at this stage. The likelihood of sustainability of outcome 3.1 interventions confirm the assumption that interventions, which make use of existing governmental systems and structures, overall have a higher likelihood of sustainability. An area as outcome indicator 3.1.1, establishing new health and environment monitoring systems presupposes knowledge and skills, equipment, monitoring systems, staff, legislation and governmental budget to become sustainable with time. This process takes much longer than the few years of support under the evaluated UNCDP and will require further attention in the UNCDP to become sustainable. Therefore, this score does not indicate low performance, but rather a need for steadily and systematically support of the various stages towards the final goal. Being a new area of operation, the support system also experienced some challenges, e.g. in terms of coordination between projects and activities in the same area.

Outcome 3.2[45] covered the more traditional health areas such as maternal health, immunisation, pre and post-natal service at primary and secondary/tertiary level care, Sexual and Reproductive Health at primary health care level and in schools , monitoring of health status, training of health staff and awareness campaigns. This has been implemented in all three levels of care and at community level with the service delivered through Family Medicine Centres through Family medicine team ; home-visits and in schools.

The high, and in one case (outcome indicator 3.2.2) very high likelihood of sustainability tallies with the assumption that intervention under existing governmental systems and structures already have budget, staff, knowledge/skills and equipment and hence enjoy a higher likelihood of becoming sustainable.

Most activities under 3.3[46], which combine health and environment, presuppose behavioural change, e.g. stopping of smoking or awareness about pollution danger. The latter is sensitive since people would accept employment even in polluting industries and environmental restrictions on polluting industries may result in closing of some workplaces. In this view the relatively high likelihood of sustainability is extraordinary. For outcome indicator 3.3.1[47] there are no data available for the prevalence of smoking, but there is legislation against smoking, which is not fully implemented by the government, which may explain the lack of data and preventive measures.

Concluding, there is substantial need for carrying these activities forward in the UNCDP, maybe in a new shape choosing a new approach and a new focus in the next UNSDCF building on findings from this report and other newer environmental reports from Kosovo, the established awareness and momentum should not be lost.

44 Outcome 3.1: The authorities of Kosovo have enhanced mechanisms for evidence based planning, implementation and monitoring of environmental impacts on health

45 Outcome 3.2: The authorities of Kosovo have improved coverage of quality and equitable essential health care services for Maternal, Neonatal, Child and Reproductive Health (MNCRH) and Non-Communicable Diseases (NCD)

46 Outcome 3.3: More people adopt behaviours that are healthy and that increase resilience to potential threats from environmental pollution, disasters and climate change

47 Outcome indicator 3.3.1: Prevalence of tobacco use of adults aged 15 or over

4.5 CROSS-CUTTING ISSUES

The UNDAF programming guideline operates with five principles for good planning involving:

- Human rights-based approach/Leaving No-one Behind,
- Results-based management,
- Gender equality,
- Environmental sustainability,
- Capacity development,
- Partnerships

The UNKT application of the five principles is briefly analysed in the following sections:

4.5.1 HUMAN RIGHTS BASED APPROACH

The Human Rights Based Approach (HRBA) to Development Cooperation was adopted by the UNDG in 2003, and guides UN Agencies through all phases of development programming. Consequent treaties and resolutions have enforced accountability and equality, with the goal of protection of human rights and freedoms for all.

UN's Common Understanding with regard to HRBA programming consists of three principles[48]:

> **P1.** All programmes of development co-operation, policies and technical assistance should f**urther the realisation of human rights** as laid down in the Universal Declaration of Human Rights and other international human rights instruments.
>
> **P2. Human rights standards** contained in, and principles derived from, the Universal Declaration of Human Rights and other international human rights instruments **guide all development cooperation and programming in all sectors and in all phases of the programming process.**
>
> **P3. Development cooperation contributes to the development of the capacities of 'duty-bearers'** to meet their obligations and/or of 'rights-holders' to claim their rights49.

In short HRBA entails that all programming implementation, monitoring and reporting should purposefully aim at addressing locally relevant human rights issues. HRBA programming is assumed to be based on analysis of who are in most need of HRBA in a given country. In the UNCDP under evaluation this analysis resulted in a focus on:

- Gender equality through women empowerment
- Needs of the youth, and
- Support of returnees, minorities, poor and vulnerable people

48 The three principles found in: The Human Rights Based Approach to Development Cooperation Towards a Common Understanding Among UN Agencies

49 The Human Rights Based Approach to Development Cooperation Towards a Common Understanding Among UN Agencies, 2003

With the SDGs, the HRBA a new human rights angle was added, namely the Leaving no one behind (LNOB) approach, which is the central, transformative promise of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs). It represents the unequivocal commitment of all UN Member States to eradicate poverty in all its forms, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and of humanity as a whole.

> The United Nations approach to "leaving no one behind" not only entails reaching the poorest of the poor, but also seeks to combat discrimination and rising inequalities within and amongst countries, and their root causes. This is grounded in the UN's normative standards, including the principles of equality and non-discrimination that are foundational principles of the Charter of the United Nations, international human rights law and national legal systems across the world.

Further:

> Leaving no one behind means moving beyond assessing average and aggregate progress, towards ensuring progress for all population groups at a disaggregated level. This will require disaggregating data to identify who is being excluded or discriminated against, how and why, as well as who is experiencing multiple and intersecting forms of discrimination and inequalities.50

The Common Understanding HRBA principles, which are programming tools with implied legal obligations and which emphasis on empowerment of the right-holders and duty-bearers, the LNOB is a guiding principle expressing the political commitment of UN Member states.

The HRBA principles, which set the frame for UNDAF programming, were used for analysis of the extent to which the UNCDP was aligned to these principles.

The UNCDP did to a large extent abide by the principles of the **Common Understanding**[51] and to "**Leaving no one behind**".

This was partly addressed through:
- Enhanced or new legislation and strategies
- Establishment of services and/or structures supporting the legislation, and
- Through capacity development of relevant duty bearers and rights holders.

The examples below illustrate achievements within and across the three HRBA principles:
- Outcome 1.1.

As a result of CDP contribution and attribution people have better access to judiciary system and better services thanks to a set of mechanisms for fighting corruption, as presented under Rule of law and good governance section and to free legal aid, addressing women and minority groups.

50 UNSDG: Leaving No One Behind – A NSDG Operational Guide for Country Team (Interim Draft), 2019

51 The UN Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Programming (the Common Understanding) was adopted by the United Nations Development Group (UNDG) in 2003. The purpose behind developing a common understanding was to ensure that UN agencies, funds and programmes apply a consistent Human Rights-Based Approach to common programming processes at global and regional levels, and especially at the country level in relation to the CCA and UNDAF.

- Outcome 1.1

On Gender-based violence and sexual violence during the conflict, in February 2018, after many years of UN support, the "Commission for the Recognition and Verification of the Status of Survivors of Sexual Violence during the war in Kosovo" became functional, allowing for survivors to apply for financial reparations with the guaranteed safe handling of information and upholding of their rights.

- Outcome 1.1

In October 2018, and a series of interviews were conducted to capture the impact of the micro grants scheme for the registered 177 CRSV survivors, for producing a report on results. UN Women with Kosovo Women's Network and four local organizations profiled to work with CRSV survivors provided economic empowerment coupled with psycho-social assistance to 177 CRSV survivors. They ensure linkage between the beneficiaries of UN Women's pilot and the formal government's reparations programme. The pilot initiative was the first of its kind to link gender-sensitive reparations and development and has already begun to transform the lives of beneficiaries/CRSV survivors.

- Outcome 1.3:

In addition, for those in need of international protection, there is improved access to territory, with a caveat that the referral mechanisms at border entry points and monitoring of the established procedures on referral of persons in need of international protection needs further support in 2018. Also, the conditions of reception points were maintained and the Regulation on Asylum Center was adopted in 2018.

- Outcome 1.3:

As part of the durable integration for returnees, DPRs, IDPs and refugees who freely choose to return or integrate in the place of displacement into Kosovo, the beneficiaries were assisted with the reconstruction of houses and harmonized food/hygienic packages on top of income packages. To ensure sustainability, through the Ministry of Community and Return, new and operational individual businesses upgrade was provided to fill value chain gaps, and increase employment for the vulnerable groups. This includes support to non-majority and inter-ethnic business associations / cooperatives to leverage economies of scale for groups of producers; building new tools for capturing data on the profile of migrants and returnees and create sustainable mechanisms and structure within target countries to independently manage migration flows and protection in WB.

- Indicator 3.2.3:

The work with Ombudsperson Institution resulted in a country assessment on the Sexual Reproductive Health Rights (SRHR), in monitoring and promoting sexual and reproductive health and rights of the populations. This was a follow up on the recommendations of the assessment of the reproductive and sexual rights, conducted by Kosovo Ombudsman Office in Kosovo, and in monitoring the Ministry of Health (MoH) in fulfilling their obligations towards the citizens in the area of SRH/RR. As a result, MoH established a working group on monitoring and reporting the achievements as per assessment's recommendations. The newly selected MPs will monitor the implementation of OiK recommendations.

The current UNCDP architecture doesn't have a human rights theme group. However, the UNKT established a Human Rights Working Group (HRWG) to be chaired by the OHCHR, which will serve for the next Cooperation Framework.

Reporting to Treaty Bodies, UPR, CEDAW and other human rights instruments has stopped in 2008. Kosovo institutions have been reluctant in accepting UNMIK reporting on their behalf as per UNSCR 1244. UNKT's cooperation with relevant institutions such as the Office of Good Governance, Ombudsman Institutions, CSO's working in the area of human rights continues. The HRWG has planned to conduct a series of training for various stakeholders for human rights reporting.

4.5.2 RESULTS-FOCUSED PROGRAMMING

The UNDG Guideline for UNDAF programming[52] establishes that Results-focused programming is an approach where the allocation of energies and resources is based on clearly articulated and measurable intended results, rather than on planned activities. It further suggests that:

> "A results-focused approach also requires the identification of critical assumptions about the programming environment, and a consideration of relevant risks and management measures. Indicators to monitor progress and measure the achievement of outcomes are identified, with attention given to data, evidence generation, and support for national statistical and information systems. Accountabilities are clearly defined and backed by strong reporting mechanisms53".

An analysis of relevance and coherence of log-frame was made under Relevance chapter and will not be repeated here. In brief, the analysis shows that the log frame was not fully coherent, which means that some activities lost adequate interrelation and thereby the opportunity for effective use of synergy effect.

The evaluation established that change in activities as funding opportunities arose, while it enabled responses to the emerging developmental needs of Kosovo, they to some extent bear the brunt of the inconsistent log-frame. The growing inconsistency made reporting on outcomes difficult in some cases.

4.5.3 GENDER EQUALITY

Gender mainstreaming

The need for gender mainstreaming in all developments in Kosovo is well illustrated in UNDP's Gender Equality Strategy 2014-2017[54], which paints a condensed picture of the equality situation in Kosovo:

> Despite significant progress over the past decade, Kosovo also shares many of the global challenges to attaining gender equality. Primarily these include women's unequal access to economic and environmental resources. However, there still exist social and legal discrimination against women and girls, there are still barriers to women's political participation, women continue to carry a disproportionate burden of unpaid work and are the primary victims/survivors of gender based (GBV). All of these are not only violations of basic rights but also hinder women's economic and political empowerment and restrict overall development.

52 UNDG: UNDAF Framework Guideline, 2017

53 UNDG: UNDAF Framework Guideline, p.13

54 https://www.UN Women.org/en/docs/2014/1/undp-gender-equality-strategy-2014-2017

Kosovo strives to live up to international conventions and agreements which informs to the focus and content of the UNCDP[55]. However, to achieve gender equality, gender mainstreaming should be applied to all activities during the planning phase since this force's reflection over positive/negative effects of given activities on the lives of respectively women and men.

At the time of the design Kosovo was not required to complete a full CCA however a gender analysis was prepared while designing CDP covering key issues such as education, health, employment, law, literacy, disasters, violence and decision making and leadership with Sex disaggregated statistics are consistently integrated into the analysis. In addition, there is a targeted gender analysis of groups left behind such as, youth, poorest, Roma, aged, Egyptians, disabled and unemployed.

Gender mainstreaming in UNCDP is shown through definition of outcomes, outcome indicators, and outcome targets.

The achievements in the areas of gender equality are backed up by the findings of the Gender Equality SWAP-Scorecard (United Nations Country team System Wide Action Plan - Gender Scorecard) undertaken by the UNKT with support from UN Women in December 2018. SWAP is a globally standardized rapid assessment of UN country level gender mainstreaming practices and in the case of Kosovo, while the CDP did not have a specific outcome on gender equality, the gender scorecard undertaken end of 2018, concluded that UNKT undertook a targeted gender analysis and integrated and mainstreamed gender throughout the UNCDP outcomes and outputs and included sex disaggregated data and targets for most indicators. At least 23 measure changes in gender equality and empowerment of women, specifically 7 indicators in PA1-Good governance and rule of law include gender considerations, 8 indicators in PA2-Social Inclusion directly contribute to gender and 8 indicators in PA3-Environment and Health refer to gender. However, the scorecard recommends that the future cooperation framework explicitly include a gender specific outcome and set financial commitment.

Evaluation scorings below show[56] that gender mainstreaming was used extensively throughout the UNCDP planning, while analysis of the log-frame indicators and targets shows that lesser gender mainstreaming and what was applied primarily had a focus on women empowerment and lesser on addressing both male and female needs and interests. A detailed analysis of how outcome indicators were gender mainstreamed in the UNCDP under evaluation shows that out of 32 outcome indicators only 9 indicators adhered to all parameters for gender mainstreaming at planning level and that 3 indicators adhered to one of the parameters[57]:

No of indicat.	Gender-responsive outcome statements	Gender-responsive outcome indicators	Sex-disaggregated data - target
9	X	X	x
2	X	-	-
1	-	-	x

Table 10: Distribution of adherence to gender mainstreaming parameters at outcome level

55 Including: The Beijing Platform for Action (1995), Convention on the Elimination of All Forms of Discrimination against Women, CEDAW (1979), Sustainable Development Goals (2015), UN Declaration on the Elimination of Violence Against Women (1993), Women, Peace and Security Framework and Commitments (2008, 2009, 2013), Discrimination (Employment and Occupation) Convention (1958)

56 Annex 7: Full listing of adherence

57 Ibid.

When gender mainstreaming is missed at statement and outcome level, there will be no opportunity to have mainstreamed implementation, monitoring and reporting.

It is thus crucial to follow a multiple-track strategy for implementing gender mainstreaming within and across sectors, which encompasses a mix of both gender-integrated and gender-targeted interventions in the achievement of national gender equality goals[58].

In addition to integration of gender in UN agencies programmes the UNKT contributes and advocates for integration of gender in national development and sectorial strategies and policies, including National Development Strategy (NDS) 2016-2021 and contributed to the drafting and aligning with the SDGs of the National Programme for Gender Equality. Achievements especially within DV/GBV are remarkable. After nearly two decades of silence and stigma, a compensation and reparations commission was established in 2018 to provide for legal recognition and economic reparations for survivors of sexual violence during the conflict of 1998-1999.

GENDER EQUALITY

The Global Vision 2030 emphasises that men and women should be treated equally in social, economic and all other aspects of society and not be discriminated against on the basis of their gender. United Nations Universal Declaration of Human Rights and Goal 5 in the SDGs the overall aim of which is to have "Gender Equality and Women Empowerment" incorporated in the other 16 Goals. Women empowerment could be viewed as one means to achieve gender equality.

To make women's equal participation in all aspects of life become a reality, the UN Vision 2030 is envisaged to be achieved partly through four strategic priorities:

- Women lead, participate in and benefit equally from governance systems
- Women have income security, decent work, and economic autonomy
- All women and girls live a life free from all forms of violence
- Women and girls contribute to and have greater influence in building sustainable peace and resilience and benefit equally from the prevention of natural disasters and conflicts and humanitarian action[59].

The UNCDP 2016-2020 emphasis on gender equality adhered to all of the above priorities.

Achievements especially within DV/GBV are remarkable. After nearly two decades of silence and stigma, Kosovo survivors of sexual violence during the armed conflict of 1998-1999 are receiving legal recognition and reparations. The approach was complex and enjoy achievements through a wide range of interventions. The interventions are partly UNCDP interventions and partly UN Women agency interventions – with the latter contributing to UNCDP DV/GBV achievements:

58 Un Women Guidance Note (2014): GENDER MAINSTREAMING IN DEVELOPMENT PROGRAMMING

59 http://unkt.org/un-agencies/un-women/

UNKT organization of gender interventions:

- GTG and UNKT through Security and Gender Group, a multi-stakeholder group chaired by UN Women established in 2007 coordinates women peace and security actions with Central Institutions, Civil Society Organizations and International Organizations. As a result of SGG coordination with relevant authorities, CSOs and Women Caucus of the Kosovo Parliament, the Criminal Code of Kosovo was amended to include domestic violence as a separate criminal offence and listing accurate definitions of all forms of domestic violence

New services deriving from the new policies and legislation:

- After a series of trainings provided with support of UN Women in close collaboration with Kosovo Institute for Public Administration and the development of four internal regulations, the Commission and NGOs were ready to receive applications.
- The Government Commission to Recognize and Verify Survivors of Sexual Violence during the Kosovo War, established in 2014, is also mandated to verify citizens' status as survivors and provide reparations.
- Establishment of friendly interview rooms within the Special Prosecution Office (1) and the Police War Crimes Investigation Unit (1) for survivors of CRSV and other vulnerable witnesses. These interview rooms have greatly boosted the confidence of survivors of CRSV to share evidence and testimony with the criminal justice system, helping a number of cases to move forward.
- The Ministry of Labor and Social welfare has authorized four non-governmental organizations (NGOs) specialized in working with CRSV survivors to support the process of application for the pensions, which started in February 2018.

Effective judiciary:

- Since 2006, UN Women has been working with civil society organizations and Kosovan authorities to get legal recognition and redress for survivors of CRSV in Kosovo.
- During 2019, the Special Prosecution Office in Kosovo and the Kosovo Police War Crimes Investigation Unit are working on 57 cases of conflict-related sexual violence, an increase from 29 in 2017 and 0 in 2016. The Special Prosecutor in Kosovo directly attributes this increase to UN Women's support through the GSTJ programme.
- UN Women supplemented mentoring activities for the national authorities with study visits and exchanges with other international and national justice practitioners.

More specifically - During last four years, a team of international criminal justice experts undertook six missions to Kosovo to provide case-based mentoring to national prosecutors, investigators and victim lawyers.
These DV/GBV achievements bear evidences of the enhanced capacity on the part of the national criminal justice practitioners, and increased confidence on the part of survivors of sexual violence in the justice system.

Strong advocacy on Gender Equality and Women Empowerment has contributed to popular awareness of gender disparities and the cause-effect of these. Many initiatives are innovative in design and/or approach which among others show in the strong collaboration with the press.

Innovative achievements in awareness entails:

- During 2018, Uta Ibrahimi, the first women from Kosovo to climb Mount Everest, joined UNKT in their pledge to help Kosovo achieve the Global Goals and became, early 2019, the first UNKT SDGs Champion. Thanks to her courage and commitment for an inclusive society and a clean environment, Uta represents a strong woman role model, to whom the youth of Kosovo can look upon. In particular, the UNKT engaged her to reach out young girls and boys to promote SDG 5 and SDG 13 with messages of peace, empowerment of women and youth, of environmental protection and development.
- For the 13th year in a row, the UNKT and the Association of Journalists of Kosovo have provided professional journalists the opportunity to showcase their stories about the reality of poverty.
- The UNKT supported eight screenings of the film Not Your Property developed by UNMIK. This film raises awareness of property rights of women in Kosovo.
- The 2017 Poverty Prize's edition was boosted by the participation of the Kosovar, UK-based artist Alketa Xhafa-Mripa who created a public installation of photographs portraying prize-winning stories of poverty and social exclusion in Kosovo.

The timing was powerful: Alketa was calling for Kosovars to vote to end poverty just as politicians were finishing a final week of campaigning prior to local elections.

4.5.4 ENVIRONMENTAL SUSTAINABILITY

Addressing environmental sustainability and environment and health is relatively new, especially for the more adult part of the population, and it is sensitive, as it touches on costs of running industries. Hence the more environmental part of PA3 focused on preparatory activities such as awareness and studies, which will only yield results at output level. Due to the lesser general awareness, the sensitive nature of the interventions and difficulties in obtaining funding the environmental part of the PA3 experienced a slower start and progress than anticipated. With these preparations in place the involved agencies have built a robust foundation for the next UNSDCF from which to make focused and fundable programming.

4.5.5 CAPACITY DEVELOPMENT

All interventions in the UNCDP under evaluation had aspects of capacity development implied as part of activities. Working with government as the direct beneficiary and acknowledging the special Kosovo conditions, the PAs focused on three types of capacity development encompassing:

- Policy level activities in terms of support to development or strengthening of policies, strategies and/or legislation;
- Development and establishment of systems (e.g. methods, procedures, techniques, legislation) and structures (e.g. policy, authority, arrangements (of e.g. rights & duties), communication;
- Development of skills and knowledge in working with and under the established systems and structures.

Aiming at improving[60] governance a prior definition of UNKT's comparative advantage should have been given more attention. The UNKT advantage is for example not defined as an asset in the UNCDP programme document or listed as a mitigation against the calculated risks. Comparative advantage in this context means comparative to EU, World Bank and other major actors. Further, with aim to know the available governmental capacity, there should have been an analysis of the actual governmental to absorb, translate and take-up additional improvements delivered within a short timeframe. This would have helped in deciding which type of capacity building would be relevant in the bigger context. The range of new/ strengthened legislation could have been less, while emphasis could have been on more diverse and longer lasting capacity building assisting in the roll-out of new legislation parallel to a more comprehensive, longer and diverse building of knowledge and skills.

Due to a non-UN- standard partnership agreement with the government, shifting priorities and fast paced political and work-related environment, such prior analysis and/or discussions were less robust. In this form of isolation, the capacity development delivered was relevant, while the apparent lack of contextual analysis may render superfluous to those not deeply involved in the processes, lacking understanding on the full effect of the provided capacity.

UNKT high investment in time and resources were on increasing trust and collaboration with the government, civil society and other institutions due to the sensitive nature of political relations of Kosovo with the UN in a post-Kosovo independence political status. Results are therefore obvious.

If further focus is given to assisting the government in the roll-out of new policies and legislation and in longer-term and diverse building of knowledge and skills within the areas supported under the current UNCDP, and use the available governmental ability to respond, there is high likelihood of seeing the full effect and sustainability in the next UNCDP phase.

4.5.6 PARTNERSHIPS

The Assembly resolution on the SDG's has been finalized by the parliamentary Committee on Health, Labour and Social Welfare. Resolution was endorsed in the first weeks of 2018, opening new venue for potential partnerships with the Assembly of Kosovo, other institutions at central and local level as well as the Civil society and business sector.

UNKT's partnership with the Association of Journalists of Kosovo (AJK) have provided professional journalists the opportunity to showcase their stories about the reality of poverty in Kosovo through the Annual Journalism Poverty Prize.

Partnership with the Civikos (umbrella network of CSOs) aimed at awareness raising on SDGs through cultural and educational programmes, as well as monitor performance and transparency of government.

The Coordination team supported the UN Agencies and the Millennium Challenge Corporation (MCC) office in Kosovo to create potential partnerships for regular data collections and validation as the third party. This partnership is expected to deepen as the government has signed the Threshold programme (of $49million over four years). UNKT is exploring potential areas of cooperation with the MCC team in Kosovo on environment, energy and rule of law sector.

60 Improved understood as making governance: transparent, effective, efficient and adhering to national and international conventions.

Innovating strategic partnerships for Kosovo movie "HOME" which won the British short film – BAFTA award in 2017. The project was initially supported by the UNKT, which then led to multiple partnerships including with USAID, local municipalities and SOROS Foundation.

The UNKT through a number of signed Memorandums of Understanding (MOU) has expanded the partnership network. To name a few: MOU with the Ministry of European Integration (MEI) with the aim of increasing UNKTs support to reporting for OECD data for development and on potential creation of the SDG fund which will be supported by the government and donors; an MOU with the Kosovo Olympic Committee, Ministry of Culture, Sports and Youth, and with Pristina Municipality has been a historical landmark in the region and for the UN enabling parties to use of martial arts and culture for expanding sustainable development in Kosovo mostly focused on promotion of Kosovo's youth ambassadors of sports, an MOU with the Kosovo Chamber of Commerce (KCC) on promotion and integration of SDG in private sector, green economy and economic growth in Kosovo, focusing on women and youth, an MOU with the Corporate Social Responsibility (CSR) Network to accelerate the SDGs with the focus on human and labour rights, anti-corruption and environmental protection.

5. LESSONS LEARNED

Listed below are the key lessons of critical importance to current UNCDP:

1. UNKT's relevance is especially emphasized by the local and international partners in matters concerning work and approach in dealing with cross-sector interventions such as marginalized and vulnerable groups (youth, women, communities, migrants, refugees, returnees, IDPs), with an added value of SDG mainstreaming in these areas. The UNCDP is well aligned to national needs in terms of integration of vulnerable populations across all three priority areas hence adhering to the principle of the Agenda 2030 of "Leave no one behind" (LNOB). UN Agencies need to reflect and reposition themselves more strongly in these areas where they really matter and avoid "spreading thinly" in too many areas in an environment with increasingly scarce resources.

2. Furthermore, it must be recognized that the institutional landscape is changing and the UNKT should use the upcoming new UNSDCF to strengthen partnerships and increase alignment with local and regional priorities where relevant. Resources and leverage are not the key advantage with which the UNKT works in Kosovo, hence the UNKT should leverage its comparative advantage as an impartial, normative and development operational partner to in close cooperation with its broad range of local and international partners strengthen development impacts for people on the ground in line with SDGs and LNOB as well as the on-going priority of the EU integration.

3. The persistent sustainability challenges are mainly due to the high political turnover and weak ruling coalitions which have limited the capacity to pass legislation and develop integrated and inclusive policies, and in ensuring continuity needed for full and consistent implementation of the adopted legal framework and existing policies, as well as sustaining the necessary financial and human resources needed for the developed systems and structures, especially regarding priority areas of environment and health. Nevertheless, these types of complex interventions are well worth taking considering the context and challenges Kosovo faces.

4. Different UN agency procedures set at HQ level are not conductive of joint efforts in working effectively as ONE UN, which complicates the merging of agency expertise and human resources between agencies. As such, they find it difficult to meet the demands of a fully interconnected ONE UN programme. The expectation is that with continued and accelerated UN reform, this will be corrected, and interagency cooperation made easier and more efficient.

6. CONCLUSIONS AND RECOMMENDATIONS

The recommendations are based on stakeholder suggestions, desk review observations and conclusions made in this evaluation. All stakeholders gave examples of how the UNCDP was challenged. The evaluation team took notice of these challenges and concerns. The potential responses to the listed challenges also form part of the recommendations for the design of the next UNSDCF cycle.

Recommendation 1: **For the next UNSDCF cycle, the UNKT should comprehensively define an explicit Theory of Change.**

The Theory of Change (ToC) should be informed by the forthcoming Common Kosovo Analysis and based on SDGs, underlying all the necessary assumptions for inclusive development. The process should be inclusive of agency contributions to the extent possible but may also be exclusive in terms of omitting agency contributions that do not add to the completeness and consistency of the next UN Cooperation Framework.

Recommendation 2: **The next UNSDCF should take advantage of few core interventions, which focus on system change, are large in scope and provide an opportunity for joint initiative.**

Interventions implemented within existing governmental systems seem to enjoy a higher likelihood of sustainability, whereas more diverse capacity building interventions are needed where there are minimal or no governmental systems in place. There's a need to expand the capacity building approach in few core areas, planned with a long-term 10-year perspective, aiming at organizational and systemic change, rather than individual capacity building at a given department or ministry.

Good example for such intervention with potential for up scaling at system level are income generation activities targeting the poor population in rural areas, such as UNDP's Interdev project for example, which supports the farmers across select municipalities, providing a real potential for joint programming and scaling up the project for impact in other related areas such as environment protection, promotion entrepreneurship, tourism and cultural diversity, also broadening the scope of targeted population.

Similarly, health and environment offer an avenue for innovative joint approaches by targeting also the industry in adapting to the climate change needs and priorities.

Recommendation 3: **The UNKT should take the lead on accelerating the SDGs and Agenda 2030 by assisting the government and partners in linking their priorities to SDGs, thus ensuring that the UNSDCF is also closer to common goals and priorities.**

The UNSDCF outcome and output indicators should, by default, be linked to national SDG indicator frameworks, which should ideally be linked to the global SDG indicator framework. This enables standardization and aggregation to better measure and report on development

results against the 2030 Agenda at regional and global levels. UNKT should advocate, both in normative as well as programmatic actions, the need to do more in effectively guaranteeing the rights of persons belonging to minorities, including the Kosovo Serb and Roma, Ashkali and Egyptian as well as displaced persons, to ensure gender equality in practice, set up an integrated child protection system and advance the protection of cultural heritage[61].

Recommendation 4: **The UNKT in conjunction with external expertise should vet the UNSDCF results matrix to ensure that extra care is taken to propose performance indicators, targets and data collection procedures that are pertinent to programme impact where it is taking place.**

Oversight is required to develop meaningful and informative indicators and targets that measure quality (e.g., standards), timeliness (e.g., dates), and the degree of achievement. Indicators should not be formulated as "completed activities" (e.g., "people trained") and should not be binary (e.g., yes/no), unless they are complemented by good qualitative information. The use of SMART indicators ensure that these parameters are in place[62].

In this regard it's important to note the recent growing resources and capacity of UNDCO to manage the very demanding coordination, monitoring and reporting requirements in meeting the expectations of UNKT and partners, which is a positive development considering the complexities of UNSDCF.

Recommendation 5: **The UNKT should widen the mode of operations for seeking funds by establishing a platform of cooperation and funding for results in line with the UNSDCF Financing the SDGs and Funding the Cooperation Framework.**

A long-term, consistent and well-sequenced ToC and a result matrix platform should be developed that is easily understood by donors, who then can select activities of priority to their respective governments and request for funding for a longer period. This saves resources at both UNKT and donor level. Further, short semi-annual or annual meetings with donors presenting an updated results matrix highlighting current status in achievements and current status of funding per intervention, which will show which interventions need funding or are only part funded. Using the results matrix, the rolling consequences of non-funded interventions is presented in one glance. Engagement with private sectors and private sector funds at national and international level should be considered. To be effective and successful the fund seeking engagement should be handled by the same person(s) since insight, updates and establishment of lasting contacts and connections will make the fund seeking be more effective and efficient over time.

Recommendation 6: **The UNKT needs to establish a simple online Knowledge Management platform with easy access that provides key data and information on UNSDCF performance, thus providing for greater transparency and increased accountability of all partners involved.**

61 World Bank, Kosovo Country Snapshot, 2018

62 RBM in UNDP: Selecting Indicators, chapter 5

There is need for establishments of simple online Knowledge Management (KM) platform in which to upload and from which to extract data and information. Emphasis is on "simple", as complex systems tend to be used only by a few experts. It should be easy to use for the wider group of UNKT stakeholders and only hold UNSDCF relevant data and information.

The design should start with determining who should know what, how and how often. This entails listing and categorizing of stakeholders and a decision on what each category should know (the whole story, the stakeholder relevant part of the story, highlights, news etc.), how each category should have this presented (as short case study for the media or for the industry; folders on major achievements, new approaches or others to e.g. international partners, private funders or others). The overview should indicate the intervals of communication with each category.

Good example of information sharing is the work UNKT did on Communications and Advocacy led by the UN Communications Group through joint Communications Strategy and the publication of yearly UN Common Development Plan results, which would have not been possible without the information and data from the results groups.

ANNEXES

ANNEX 1

Terms of Reference
for
Final Evaluation of the United Nations Common Development Plan for Kosovo 2016-2020 (UNCDP/UNDAF)

1. BACKGROUND

The UN Kosovo Team (UNKT) is in the pre-final year of the current UNCDP (UNDAF like document) named UN Common Development Plan (UNCDP) 2016-2020 for Kosovo. In 2019, UNKT is undertaking evaluation of the UNCDP as per UN Development Group's (UNDG) guidance on UNDAF ToRs for evaluation, UN Evaluation Group (UNEG) Norms and Standards, and UNEG ethical guidelines. The UNCDP was designed in a two-track approach that combined traditional analysis and formal consultations with more informal efforts to redesign the way that the UNKT members collaborate as a team.

Current UNCDP was designed in a process as agreed by the Heads of Agencies (HoAs) with the conclusion to include only joint work and joined up approaches of the UNKT into the CDP. With time, this posed quite a limitation to reporting on non-CDP UNKT activities in Kosovo and as agreed among HoAs, individual agencies programmes and projects that extend beyond the CDP identified priority areas are currently captured through a process called "UNCDP+". This captures all UNKT strategic developmental, programmatic and operational activities in Kosovo whether those are joint or individual actions implemented by UN Agencies.

In terms of UN context, Kosovo is a UN mission context, in what is called a non-integrated UN mission setting. UNKT is comprised of 19 UN Agencies, programmes and affiliate partners. With current UN reforms on development system and on peace and security, the UN Kosovo team (UNKT) and the UN Mission (UNMIK), share a joint Integrated Strategic Framework to ensure complementarity and coherence as well as a Joint Programme "Justice 2020" involving selected UN organizations . Additionally, and as part of individual agency mandates, post-conflict dimensions are integrated in agency projects and programmes, including those with normative frameworks, and OHCHR and UNODC offices based in UNMIK, also participates in the UNKT meetings, retreats and results groups. UNMIK Gender, Rule of Law and Communication Officers also participates in relevant results/thematic groups.

The Kosovo authorities were part of the prioritization process and design of UNCDP Outcomes. In a non-UN recognized context, the UNCDP was signed by all participating UN organizations, and was endorsed through exchange of letters with the Prime Minister, while the annual reporting and planning was presented to the authorities, particularly recently in connection to the SDGs.

The SDGs were not integrated into the current version of the CDP as the Prioritization and Outcome/Output definition had been completed before the final endorsement of the SDG Targets and Indicators was approved.

It important to point out that Kosovo has joined the Agenda 2030 global commitments despite not being a signatory to the UN General Assembly (GA), by formally ratifying an SDG Resolution by the Parliament in 2018 and establishment of a Council for Sustainable Development in early 2019 as well as an incipient group on SDGs implementation and monitoring in the Office of the Prime Minister. National Development Strategy is the main strategic document that has been aligned to the SDGs at the level of both targets and indicators. The NDS focuses on private sector development, governance and human capital. As such it misses other relevant social indicators which determine real human development.

In addition, UNKT has organized two pre-MAPS missions to Kosovo, in July 2017 and November 2019 on awareness raising as well as on SDG integration with the Kosovo institutions, donors, civil society and private sector. Apart from the structures, the Kosovo Agency of Statistics has committed to work on SDG Data by appointing the focal points for this task. The OPM Team has requested the UNKT to do mapping of SDG indicators and policy objectives, which would provide space for and their integration within government strategic documents. Through a Rapid Integrated Assessment (RIA), mapping of the 25 strategies took place in 2018 with 25 more planned for 2019.

2. KOSOVO CDP 2016-2020 MAIN CHARACTERISTICS

In an extensive consultative process with the involvement of the Kosovo authorities, civil society and the UN organizations, UNKT defined the CDP priority areas and key Outcomes that were aligned to Kosovo's economic, social and overall development needs:

Priority Area 1: Good Governance and Rule of Law	**Priority Area 2: Social Inclusion**	**Priority Area 3: Environment and health**
Outcome 1.1: Rule of law system and institutions are accessible to all and perform in a more efficient and effective way	Outcome 2. 1: Education & employment policies and programmes enable greater access to decent employment opportunities for youth and women.	Outcome 3.1: The authorities of Kosovo have enhanced mechanisms for evidence-based planning implementation and monitoring of environmental impacts on health
Outcome 1.2: Civil society participates more effectively in the design of rule of law reforms and in holding relevant institutions accountable for their implementation	Outcome 2.2: Women in Kosovo increasingly enjoy their economic rights	Outcome 3.2: The authorities of Kosovo have improved coverage of quality and equitable essential health care services for Maternal, Neonatal, Child and Reproductive Health (MNCRH) and Non-Communicable Diseases (NCD).
Outcome 1.3: The authorities of Kosovo manage mixed migration flows more effectively and in line with international standards	Outcome 2.3: Social protection policies and schemes enable greater benefits and access to social services to the most vulnerable groups	Outcome 3.3: More people adopt behaviors that are healthy and that increase resilience to potential threats from environmental pollution, disasters and climate change

Each area has three defined Outcomes (total 9 Outcomes and more than 30 Outputs). Each Output was "owned" by the proposing organization. Specific indicators and targets were developed at the levels of Outputs and also Outcomes. Those were measured annually as agreed at the HoA level, reflected through UNKT Annual reports. List of Outcomes by priority area are included below:

By focusing on the alignment of this document to Kosovo's priorities, UNKT aimed to leverage its unique, comparative advantages in pursuit of positive, transformative changes that will benefit all Kosovars. This effort considered complementarities with and partnering as necessary with the international community, civil society and other major stakeholders in Kosovo. For full implementation of the CDP necessary resources were estimated to be about USD 33.3 million USD of which 17.8 million USD were available (almost 50%). The estimated funding gap at the CDP implementation outset was 15.5 million USD.

The UN Development Coordinator and the UNKT are responsible for the effectiveness and accountability towards the UNKT interventions. Under the overall UNDCO guidance and oversight, the UNKT Results Groups, and functional teams (Communications, Gender Theme Group, and Monitoring and Evaluation) contributed to the cooperation and collaboration between the United Nations Organizations in key thematic areas such as gender and youth issues, employment, environment and health, migration issues, SDGs etc. These results will be further evaluated through this assignment.

Finally, the rationale for this UNCDP evaluation is twofold:

a. provide an independent evaluation of the results of the UNKT's work and records achievements against the outputs and outcomes set forth in the current CDP, and potential desired impact of results by the end of the CDP cycle, including to draw key lessons learned and good practices for the UNKT and its partners from the current UNCDP cycle;
b. to inform and provide guidance for development of the next UNCDP cycle, with fully integrated SDGs in support to Kosovo's commitments, with strengthened complementarity to other international cooperation partners, bilateral and multi-lateral and to help the UNKT to align with new generation of UNDAFs and the wide UN development system and peace and security reforms;

3. THE UNCDP EVALUATION SCOPE, PURPOSE AND OBJECTIVES:

SCOPE of this evaluation will include an examination of the relevance, effectiveness, efficiency, and sustainability of the interventions adopted and implemented by the UNKT, as well as coordination and collaboration within UN Agencies and added value of the work of the UNKT in Kosovo. Kosovo was not a full Delivering as One programme, but elements which UNKT took on voluntarily are: Communicating as one, One Programme, operation as one. Evaluation will look at implementation of these elements which reflect internal coherence and efficiency gains of the UN.

OBJECTIVES of this UNCDP evaluation are to find responses to the question of what has been achieved for the duration of the UNCDP, what has changed and did that make an impact on people's lives? Also, the aim is to improve accountability within the UN system by enabling learning about what has worked, what has not, and identify why has that occurred. Ultimately, the objective is to use knowledge from this implementation, in terms of mechanisms, structures and tools, and how did those contribute to advance cross cutting aspects of work (RBM, Human Rights Based Approach, and Gender equality).

These objectives will enable design of recommendations for improvement of UNKTs performance and include changes into the new UNDAF.

4. EVALUATION CRITERIA AND QUESTIONS

UNDAF evaluation will fully rely on the United Nations Evaluation Group 'Norms and Standards for Evaluation", in and specifically supported by the five principles of OECD/DAC and their questions below:

Relevance: The extent to which the objectives of UNCDP are consistent with Kosovo's needs, priorities, the country's international and regional commitments (EU integration and SDGs), including on human rights (CEDAW, CPRD, CRC, etc.) and the recommendations of Human Rights mechanisms, sustainable development, environment, and the needs of women and men, girls and boys in Kosovo.

- To what extent are UNCDP objectives or outcomes still valid and aligned to key Kosovo's development priorities including their underlying and root causes priorities?
- To what extent have human rights principles and standards been reflected or promoted in the UNCDP?
- To what extent and in what ways has the UNCDP responded to reducing inequalities and other cross-cutting issues reflected in UNCDP? Were the specific goals and targets for vulnerable and marginalized people set and if so have they been met?
- To what extent has institution-building and institution-strengthening taken place in human rights and gender equality terms?
- To what extent the UNCDP clearly articulated results (outcome level), indicators for measuring progress, and budgetary resources reflected UN focused framework and the system's comparative advantage?
- To what extent UNCDP incorporates the SDGs agenda currently and how can the UNDS in Kosovo ensure that the Agenda 2030 is fully incorporated in the next UNCDP cycle?

Effectiveness: The extent to which the UNKT contributed to, or is likely to contribute to the outcomes defined in the UNCDP. The evaluation should also note how the results have affected Kosovo's development positively or negatively as per foreseen plans.

- To what extent UNCDP objectives or outcomes were achieved? What are the major factors that facilitated or hindered the achievement of these objectives?
- What can be learned and incorporated into the next UNDAF cycle?
- What are the collaborative advantage of the UN organizations to contribute to the achievement of development objectives in Kosovo? How have the UN Agencies used these to support the implementation of the UNCDP?
- What system and tools exist for monitoring implementation of the UNCDP? What challenges have been experienced in ongoing monitoring of UNCDP implementation?
- To what extent the UNCDP contributed to the SDGs - although its priorities were agreed before the SDGs were adopted in 2015?

Efficiency: The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).

- To what extent does the UNCDP demonstrate a complementary and coordinated approach by the UN Development System (UNDS), including consideration of joint programming and common positions on situations of concern? Are UNCDP priorities sufficiently targeted to maximize efficiency?

- To what extent does the UNCDP underpin the UN transparency and accountability to beneficiaries of assistance, including through clear mechanisms for accountability?
- To what extent and how has the UN system mobilized and used its resources (human, technical and financial) and improved inter-agency synergies to achieve its planned results in the current UNCDP cycle?
- To what extent harmonization measures at the operational level contributed to improved efficiency and results?

Sustainability: The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed.

- Has UNCDP enabled innovative approaches embedded in institutional learning for capacity development (government, civil society and NGOSs) to enable these actors to continue achieving positive results without the UN/development partners' support?
- Have complementarities, collaborations and /or synergies fostered by UNCDP contributed to greater sustainability of results of Development partners and Government interventions in the country?
- Does the UNCDP respond to the challenges of capacity development and promote ownership of programmes?
- Analyse to what extent results achieved and strategies used by the supported Country Programmes and projects are sustainable (i) as a contribution to Kosovo's development and (ii) in terms of the added value of UNCDP for cooperation among individual UN Agencies.
- To what extent and in what ways have capacities been enhanced in Kosovo's institutions, civil society and NGOs?
- Have complementarities, collaboration and / or synergies fostered by UNCDP contributed to greater sustainability of results of Country Programmes and projects of individual UN Agencies?

Additional evaluation cross-cutting questions that need to be addressed are:

a. Five UNDAF (UNCDP) Programming Principles. To what extent have the UNCDP programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) been considered and mainstreamed in the UNCDP chain of results?

- To what extent did the UNCDP make use of and promote human rights and gender equality standards and principles (e.g. participation, non-discrimination, accountability, etc.) to achieve its goal?
- To what extent did UNCDP strengthen the capacities for data collection and analysis to ensure disaggregated data on the basis of race, nationality, age, sex, geographic location, etc. and did those subject to discrimination and disadvantage benefited from priority attention?
- Did the UNCDP effectively use the principles of environmental sustainability to strengthen its contribution to local development results?
- Did the UNCDP adequately use RBM to ensure a logical chain of results and establish a monitoring and evaluation framework?
- Did the UNCDP adequately invest in, and focus on, local capacity development? To what extent and in what ways did UNCDP contribute to capacity development of government, NGOs and civil society institutions?

b. Other factors. A number of Kosovo-specific factors that have affected the performance of the UNKT in the framework of the UNCDP need to be examined:

- How well did the UNKT use its partnerships (with civil society/private sector/local government/parliament/ human rights institutions/international development partners) to improve its performance?
- Regarding ownership of objectives and achievements, to what extent was the "active, free, and meaningful" participation of all stakeholders (including non-resident agencies) ensured in the UNCDP process? Did they agree with the outcomes and continue to remain in agreement? What mechanisms were created throughout the implementation process to ensure participation?
- How adequately did the UNKT respond to change (e.g. elections, shifting priorities) in planning and during the implementation of the UNCDP?

In addition to these core standard questions, the evaluation experts will develop context-specific sub-questions during the inception phase of the UNCDP evaluation. For this purpose, during the inception mission the evaluation expert will conduct a stakeholder analysis followed by ample in-country consultations will all key response stakeholders, to ensure that their views on issues that need to be considered, potential sub-questions, etc. are incorporated into the UNCDP evaluation. The evaluation is intended to be forward looking and therefore needs to take into consideration what is important for the future UNCDP, including with regard to the 2030 Agenda.

5. EVALUATION METHODOLOGY

The approach of the evaluation shall be participatory, that is, be flexible in design and implementation, ensuring stakeholder participation, and facilitating learning and feedback. In all cases, consultants are expected to use all available information sources that will provide evidence on which to base evaluation conclusions and recommendations. Anticipated approaches to be used for quantitative and qualitative data collection and analysis by the evaluator are desk review, surveys/interviews with key stakeholders, field visits, focus groups and participatory techniques.

Data collection methods: This evaluation will capture all relevant documents, reports and analysis that have been developed during the last three years. These will include the Annual UNKT reports (2016, 2017, and 2018), the SG reports, the EU Country reports (2017, 2018), Gender scorecard reports and MAPS mission reports.
The UNCDP evaluation will draw on a variety of data collection methods including, but not limited to:

- Documents/desk review focusing on UNCDP planning documents, including joint work plans, annual reports and past evaluation reports (including those on projects evaluations commissioned by UN Agencies and those issued by Kosovo institutions), strategy papers, plans and policies and related programme and joint project documents. The key strategic documents which guided and continue to be relevant to UNCDP include the National Development Strategy (NDS), the Stabilization and Association Agreement (SAA) process, the European Reform Agenda (ERA), Economic Reform Programme (ERP), and cross sectoral strategies, Reports on the progress against local and international commitments. Some relevant reports launched over the last years include; and 2016 on labour market development for women and youth. Also World Bank's Country Snapshots, economic and environmental issues reports and Doing Business reports; UNICEF and KAS MICS, The Multiple Overlapping Deprivation Analysis (MODA) for Kosovo (2014), The Demographic

Dividend Study for Kosovo – A time sensitive opportunity (2015), UNHCR and IOM's data on migration and refugees, and other UN reports, have fed into the repository of collective UN knowledge.

- Semi-structured interviews with key stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, UNCT members, and implementing partners, direct beneficiaries.
- Surveys and/or questionnaires including participants in development programmes, UNKT members, and other stakeholders.
- Focus Group discussions involving groups of stakeholders, beneficiaries, UN partners, including UNMIK, and decision-makers.

In general, the evaluation approach should follow the UNEG guidance on integrating human rights and gender equality, UNEG norms and standards and international principles for development evaluation. In particular, in line with the **UN System-Wide Action Plan (UN-SWAP)**[1] on gender equality, data collection methods and process should consider gender sensitivity.

The final report should be compliant with UNEG quality checklist of evaluation reports and acknowledge how inclusive stakeholder participation was ensured during the evaluation process and any challenges to obtaining the gender equality information or to addressing these issues appropriately. Data should be systematically disaggregated by sex and age and, to the extent possible, disaggregated by geographical region, ethnicity, disability, migratory status and other contextually-relevant markers of equity. Adherence to a code of ethics and a human rights based and gender sensitive approach in the gathering, treatment and use of data collected should be made explicit in the inception report. Perspective from both rights holders and duty bearers shall be collected.

Validation: The UNCDP evaluation will use a variety of validation methods to ensure that the data and information used and conclusions made carry the necessary depth. Triangulation of information sources and findings improved validity, quality and use of evaluation.

This work will be done through three key phases:

1. Planning and preliminary analysis - preparation for work, collections of documents, preliminary desk review, meetings with the UNKT in support to preparations for an **Inception Report**;
2. Conduct of the evaluation – Field mission including meeting with all agreed relevant stakeholders leading up to preparation of the **Draft UNCDP Evaluation Report**;
3. Follow up and finalization – Production of the Final UNCDP Evaluation Report, and coordination with UNKT to finalize the report.

Key UN resources that will be used for evaluation:
http://www.uneval.org/document/guidance-documents
http://www.uneval.org/document/download/2014
http://www.UN Women.org/en/how-we-work/un-system-coordination/promoting-un-accountability
http://www.unevaluation.org/document/detail/607

1 UNKT has undertaken their second SWAP-Scorecard (United Nations Country team System Wide Action Plan - Gender Scorecard) in December 2018. SWAP is a globally standardized rapid assessment of UN country level gender mainstreaming practices. The framework is designed to foster adherence to minimum standards for gender equality processes within UN Country Teams (UNCTs) and their activities related to the United Nations Development Assistance Framework (UNDAF).

6. MANAGEMENT AND CONDUCT OF THE EVALUATION

The UNCDP evaluation consultant will work under the supervision of a dual-tiered evaluation management structure: an **UNDAF Evaluation Steering Committee (UESC)**[2] and an **UNDAF Evaluation Management Group (UEMG)** and with the advisory support of the **Evaluation Reference Group.** These are ad-hoc structures created for the duration of the UNADF evaluation as is required by the UNEG evaluation guidelines as well as UNDGs UNDAF evaluation guidelines for ToRs.

UNDAF Evaluation Steering Committee (UESC) is represented by the RC, the Chairs and co-Chairs of Results Groups, UN Head of Agencies and government representatives. UESC is the decision-making organ for the UNDAF evaluation. UESC will guide, provide strategic inputs in a consultative process, and validate all the deliverables during evaluation. The UESC is also the main body responsible for providing a written and agreed management response to the evaluation within a month of receiving the final evaluation report. The UESC will meet at least three times: for validating the Inception report, for providing feedback to the draft report and for the Final Report presentation.

UNDAF Evaluation Management Group (UEMG) will provide necessary support during commissioning of the evaluation such as contact person to be interviewed, review of data collections methods proposed by the evaluator, review of inception review and provide comments and review of draft report and provide comment. The UEMG members will be either focal points appointed by HoA and M&E team members. They will be responsible for the support to day-to-day implementation of the evaluation including providing inputs to the ToR, supporting and guiding the consultant, reviewing and providing substantive comments on evaluation work plan inception report, analytical framework and methodology.

Evaluation Reference Group (ERG) will assume the day-to-day responsibilities for managing the evaluation process and serve as the focal point for ensuring the evaluation runs smoothly. This follows the standard procedures for organizing a major evaluation.

All members are expected to attend presentation of initial key evaluation findings, and the final presentation of UNDAF Final report. All deliverables will be reviewed first by members of the UEET and the DCO staff before sharing with the UESC members for their validation.

7. SUPPORT OF THE RC/DC OFFICE/UNKT TO THE EVALUATION PROCESS

The RC/DC Office will support the Evaluation Consultants with the following:

- Securing relevant background documentation required for a comprehensive desk review and guidance
- Provision of list of contacts in advance and additional information as requested
- Provision of vehicle and driver or taxi for field visits
- Provision of office/working/meeting space during the assignment. The consultants will however have to use his/her own computer/laptop

2 The UNDAF Evaluation structures can be either existing UNCT coordination mechanisms (e.g. theme groups, coordination officer, M&E team) as much as possible, or new groups established for the duration of UNDAF Evaluation period. UNDAF Evaluation Steering Committee is the new structure and the main body that is responsible for ensuring UNDAF process including a management response to UNDAF evaluation. The steering committee appoints a management sub-committee i.e. UNDAF Expert Team or and UNDAF Evaluation Management Team which consists of UNCT members, M&E team and relevant stakeholders who will be responsible for formulating the evaluation and management response

8. COMPOSITION OF THE EVALUATION TEAM AND REPORTING REQUIREMENTS

A team of two evaluators is necessary to cover the complexities of Kosovo's UNCDP evaluation context. The Evaluation Team will consist of one International and one Local-Team leader. The team leader- Local Consultant will lead the entire evaluation process, working closely with UNKT, produce **Inception report, Draft and Final Evaluation Report.**

The International Consultant will provide quality assurance and global guidance as necessary during the entire process for successfully conducting of the evaluation, as well as prepare surveys and questionnaires that are needed for specific data collection and analysis. International consultant will also present finding to stakeholders and structures that are active part of the UNCDP evaluation. Both consultants will also conduct the evaluation process in a timely manner and communicate with the EMG on a regular basis and highlight progress made/challenges encountered.

The quality assurance for this evaluation process is expected to contain three phases: provide quality assurance from global perspective and validate the Inception report and evaluation methodology; data collection design, collection and analysis; and, final editing and feedback throughout the evaluation process based on timelines below. Specific chapters that the International Consultant is responsible to write are: Key Findings; Lessons Learned, and Conclusions and Recommendations (jointly with the Local Consultant)

The Final UNCDP Evaluation Report should be between 40 and 50 pages of length (without annexes). Both draft and final reports should incorporate (as a minimum): (May change with the new UNCDP Evaluation templates)

- Title and opening pages
- Table of Contents
- List of acronyms and abbreviations
- List of tables and figures
- Executive Summary
- Introduction
- Scope of Evaluation, Methodology and Guiding Principles and Methodological constraint
- Kosovo's development context
- UNCDP Analysis (per outcome)
- Key Findings
- Lessons Learned
- Conclusions and Recommendations
- Annexes (including interview list, data collection instruments, key documents consulted, ToR, Additional background data).

The final evaluation report should be presented in a solid, concise and readable form and be structured around the issues in the Terms of Reference (ToR). The report will be prepared in accordance with UNEG guidance (Quality Checklist for Evaluation Reports).

8.1 TIMELINES FOR THE EVALUATION

UNKT has defined full timelines of the UNDAF roadmap which includes evaluation, CCAs and the new UNDAF 2021- 2025 (annex 2). Timelines for the Evaluation Team have been tentatively laid below:

Action/Deliverable	No of Expert Days	Time period	Responsible
Inception Phase/Planning/ initial Desk Review /Inception Report	8 days	By 19 July 2019	Local Consultant
Desk Review/ quality assurance for Inception Report methodology	7 days (home based)	By 26 July 2019	International Consultant
Data Collection/field visit /Presentation with key findings	5 days	By 8 August 2019	Local Consultant
Data collection methods design/field visits/ Analysis /Presentation of key findings an integration into the Draft Report	5 days (In Kosovo)	By 9 August 2019	International Consultant
Combination of Survey and field findings/ Design the Lessons learned and Recommendation chapters of the Draft Evaluation Report	3 days (In Kosovo)	By 16 August 2019	International Consultant
Analysis and Reporting / Draft Evaluation Report	12 days	By 1 September 2019	Local Consultant
Analysis and Reporting / Feedback/Clearance/ Final Evaluation Report	5 days	By 9 September 2019	Local Consultant
Quality assurance and professional editing/ Final Evaluation Report	5 days (home based)	By 20 September 2019	International Consultant

The **Inception phase**-the Local Consultant will undertake initial desk review of all collected documents, agree on the meetings schedule with the DCO team and UNCDP Evaluation Management Group (UEMG) and produce **Evaluation Inception Report** (which includes a joint proposed schedule of timelines, tasks, evaluation methodology, activities and deliverables for the full assignment). The **Quality assurance** for the Inception report's methodology, timelines and content will be the responsibility of the International Consultant.

Meetings, focus groups and Presentation of initial findings - at the end of the field work, the Evaluation Consultant will present his/her draft findings and provisional recommendations through a PowerPoint presentation summarizing the main findings recommendations and lessons learned and conclusions.

The **Questionnaires** should be similar, and coordinated between the Focus groups evaluation questions, but targeting two major stakeholder groups for getting a better understanding on the UNCDP outcome results and UN's contribution to those results. Questionnaire results will be analyzed and incorporated with the focus groups results (questionnaires designed by the International Consultant and facilitated partially jointly with the Local Consultant) for presentation (on PPT) by the International Consultant to the UESC and the DC/RC team.

Analysis, presentation and Draft Reporting– the Evaluation Consultants will prepare the draft evaluation report based on the analysis of findings, and will submit the report to the UNCDP EMG and UNCDP ESC for their review and comments. Opportunity to comment on the draft report will be open to the groups for a maximum of 15 working days. After this process ends, the Evaluation Consultants will proceed with production of the final evaluation report.

Final Evaluation Report- should include all the feedback from the UEMG and UESC as well as the stakeholders and the DCO team. The report should encompass all sections required in

the draft report. The final report needs to be clear, understandable to the intended audience and logically organized based on the comments received from stakeholders. The final version should also be edited, cleared by the UESC and the DC before being accepted as final.

8.2 LOCAL CONSULTANT- TEAM LEADER (30 days between 5 July and 30 September 2019)

The Local Evaluation Consultant will be responsible for the successful conducting of the full evaluation of UNCDP. This entails among other responsibilities designing the evaluation according to this terms of reference; gathering data from different sources of information; analyzing, organizing and triangulating the information; identifying patterns and causal linkages that explain UNCDP performance and impact where possible; drafting evaluation reports at different stages (inception, draft, final); responding to comments and factual corrections from stakeholders and incorporating them, as appropriate, in subsequent versions; and making briefs and presentations ensuring the evaluation findings, conclusions and recommendations are communicated in a coherent, clear and understandable manner once the report is completed.

The evaluation process is expected to contain three phases: inception phase, data collection and field visit; and analysis and reporting based on timelines. For the sake of consistency, the consultant may be required to follow up on the evaluation recommendations for providing inputs leading up to the preparation of the CCA for the new UNDAF design.

The main tasks of the Team Leader are:

- To undertake planning and initial desk review for UNCDP evaluation leading up to the **Inception report**
- Conduct and lead research and d**ata collection, desk review and meetings/field visits as necessary**
- **Produce a Draft Evaluation** Report in line with the UNEG evaluation requirements/ presentation of the findings and consolidation of feedback from the UEMT and UERT
- Analysis, consolidation of feedback and **Final Report**

In addition, the Local Consultant will be expected to particularly liaise with the DCO team to ensure:

1. Regular liaison with the RC Office and UNCDP International Consultant on all aspects relating to organizational and logistical aspects of the evaluation process;
1. Collection of all required resources required for the desk review/inception report phase in consultation with the RC Office and the evaluator;
2. Data/statistics mining from different sources including official Kosovo statistics, as identified by the Expert and cleared by the DC Office;
3. Liaison with UN Agencies focal points and DC Office relating to the initial list of key stakeholders that the Local Consultant will meet during the field phase;
4. Develop and continuously update meeting and travel schedule for the field visit;
5. Liaise by phone and e-mail with all respective stakeholders that the Consultants are to meet during field visit;
6. Organize all meetings and meeting venues, prepare meeting materials where required, accompany the International Consultant all meetings, and work closely in all aspects required for successful field visit;
7. Put together for the evaluator meeting notes, Annex of documents used for desk review, Annex with the list of people met and meetings held during the evaluation;
8. Other organizational logistical tasks in support to the successful evaluation process.

The International and Local Evaluation Consultants are responsible to work together for editing and quality control and the final report that should be presented in a way that directly enables publication.

Competencies:
- Excellent analytical, facilitation and reports writing skills;
- Strong time management and deadline sensitive abilities;
- Shares knowledge and experience and provides helpful feedback and advice;
- Conceptualizes and analyzes problems to identify key issues, underlying problems, and how they relate;
- Ability to identify beneficiaries' needs, and to match them with appropriate solutions;
- Excellent communication and interview skills (with groups and individual)
- Responds positively to critical feedback and differing points of view;
- Ability to handle a large volume of work possibly under time constraints;
- Focuses on result for the client and responds positively to feedback;
- Remains calm, in control and works well under pressure

Minimum Requirements:
- A master's degree degree in social sciences, international development, gender, economics, evaluation, or a related field;
- A minimum of 5 years of professional experience specifically in the area of evaluation and quality assurance of international development initiatives, strategic plans and programmes and development organizations;
- Extensive knowledge of, and experience in applying, qualitative and quantitative quality assurance to evaluation methods and in a wide range of evaluation approaches
- Technical competence in undertaking complex evaluations which involve use of mixed methods
- Knowledge of Kosovo's political context, economic and developmental challenges, as well as the UN role and UN programming at the Kosovo level, particularly UNCDP;
- Strong experience and knowledge in the evaluation of strategic plans, particularly on the five UNCDP Programming Principles: human rights (the human rights based approach to programming, human rights analysis and related mandates within the UN system), gender equality (especially gender analysis), environmental sustainability, results-based management, and capacity development.
- Understanding of the development context and working experience in Kosovo is a must;
- Fluency in spoken and written English; knowledge of Albanian and/or Serbian language is considered to be an asset

The Local Consultant will be asked to sign consent to abide by the UNEG Code of Conduct for evaluation in the UN system.

8.3 INTERNATIONAL CONSULTANT (20 days of which 8 in Kosovo and 7 home based between 5 July and 30 September 2019):

The main tasks include:
- **Provide Quality assurance of the evaluation methodology** and timelines proposed in the **Inception report**
- Design **questionnaires** for data collection methods to support evaluation of UNCDP outcomes and join the field visits and focus group discussions with the Local Consultant
- **Provide analysis and presentation** of the key findings to the UESC together with the Draft

evaluation including quality assurance by UNEG evaluation requirements
- **Combining findings** into Lessons learnt and recommendations chapters
- **Quality assurance** and editing of the Final Report

The International and Local Evaluation Consultants are responsible to cooperate closely for the final editing and quality control for which the final report can be presented in the highest quality possible to allow for clearance and dissemination.

Competencies:
- Shares knowledge and experience and provides helpful feedback and advice;
- Conceptualizes and analyzes problems to identify key issues, underlying problems, and how they relate;
- Ability to identify beneficiaries' needs, and to match them with appropriate solutions;
- Excellent communication and interview skills
- Excellent report writing skills
- Responds positively to critical feedback and differing points of view;
- Ability to handle a large volume of work possibly under time constraints;
- Focuses on result for the client and responds positively to feedback;
- Remains calm, in control and good humored even under pressure

Minimum Requirements:
- A master's degree in international development, gender, economics, evaluation, social sciences or related field;
- A minimum of 10 years of professional experience specifically in the area of evaluation and quality assurance of international development initiatives and development organizations;
- Extensive knowledge of, and experience in applying, qualitative and quantitative quality assurance to evaluation methods and in a wide range of evaluation approaches
- Technical competence in undertaking complex evaluations which involve use of mixed methods
- Knowledge of UN role, UN reform process and UN programming at the country level, particularly UNCDP;
- Strong experience and knowledge in the five UNCDP Programming Principles: human rights (the human rights based approach to programming, human rights analysis and related mandates within the UN system), gender equality (especially gender analysis), environmental sustainability, results-based management, and capacity development.
- Understanding of the development context and working experience in Kosovo is an asset;
- Fluency in spoken and written English to allow for professional editing; knowledge of Albanian and/or Serbian language is considered to be an asset.

The International Consultant will be asked to sign consent to abide by the UNEG Code of Conduct for evaluation in the UN system.

LIST OF ANNEXES:

1. UNCDP Evaluation Context
2. Kosovo UNDAF Roadmap 2021-2025
3. Timelines for UNDAF Roadmap 2021-2025

ANNEX 2

List of people met

UNKT Participants
Meetings with HoA
PA 1 workshop
PA 2 workshop
PA 3 workshop

GOVERNMENT and CSO Participants
1. Aferdita Bytyqi, Court President, Basic Court of Pristina 2. Hasan Shala, Court President, Court of Appeal 3. Ramadan Gashi, Director, Agency for Free legal Aid 4. Lulezim Beqiri, Head of the EU Integration Department, Ministry of Justice 5. Bahri Hyseni, Head, Kosovo Prosecutorial Council 6. Besim Kelmendi, Prosecutor, Kosovo Prosecutorial Council 7. Hidajete Gashi, Head of Women Judges and Prosecutors Forum, Association of Women Prosecutors and Judges 8. Blerim Camaj, Director of the Civil Status Department, Civil Registration Agency, Ministry of Internal Affairs 9. Miloš Stanković, Advisor of Minister, Ministry for Communities and Returns 10. Nenad Stojcetovic, General Secretary, Ministry for Communities and Return 11. Fahrije Ternava, Director of Department for Reintegration of Repatriated Persons, Ministry of Internal Affairs 12. Valon Krasniqi, Director of the DCAM, Ministry of Internal Affairs 13. Captain Avni Vrajolli, Captain, Head of War Crimes Unit, Kosovo Police, War Crimes Unit 14. Mayor Fadil Gashi, Mayor, Head of Major Crimes Department at Kosovo Police, Kosovo Police, War Crimes Unit 15. Drita Hajdari, Prosecutor, Special Prosecution Office 16. Minire Begaj, Chairperson, Commission for Recognition and Verification of the Status of CRSV Survivors 17. Jeta Krasniqi, Member and Deputy Chairperson, Commission for Recognition and Verification of the Status of CRSV Survivors 18. Zyrafete Imeraj, Head of Women CS, Association Correction Service 19. Major Tahire Haxholli, Former Head of Domestic Violence Unit, Kosovo Police, Domestic Violence Unit 20. Annea Hapciu, Project Manager KosovaLive – Cacttus 21. Ardiana Bytyci, Project Manager - SGBV, "NGO Kosovo Rehabilitation Centre for Victims (UNHCR partner)" 22. Ardita Thaqi, Project coordinator, Safe House 23. Edita Tahiri, Chair, Regional Women's Lobby for Peace, Security and Justice in SEE (RWLSEE) 24. Igballe Rogova, Executive Director, Kosovo Women's Network 25. Jelena Milićević, Project coordinator, NGO AKTIV 26. Luljeta Demolli, Project Manager, Kosovo Gender Studies Centre 27. Memli Ymeri, Project Manager - Asylum (CRPK), NGO Civil Rights Project Kosovo (UNHCR partner) 28. Mentor Seferi, Project Manager - Statelesness (CRPK), NGO Civil Rights Project Kosovo (UNHCR partner) 29. Prof. Remzie Istrefi, Former Coordinator of Transitional Justice Research Center, now Judge at Constitutional Court, Transitional Justice Resource Center

GOVERNMENT and CSO Participants
30. Vjollca Sopi, Project Manager, NORMA Lawyers Association
31. Xhulieta Devolli, Project Manager, KRAWEON (Network of Roma, Ashkali and Egyptian women organizations in Kosovo)
32. Alush Istogu, Director of pre-univeristy education, Ministry of Education, Science and Technology
33. Kreshnik Xharra, Head of division for promotion and developemnt of non-formal Education, Ministry of Youth, Culture and Sports
34. Laberi Luzha, Head of preschol education, Ministry of Education, Science and Technology
35. Lulavere Behluli, Head of Inclusive Education Division, Ministry of Education, Science and Technology
36. Izedin Bytyqi, General Secretary, Ministry of Labour and Social Welfare
37. Mentor Morina, Head of the Family and Social Welfare Department, Ministry of Labour and Social Welfare
38. Drin Haraqia, Director General, Employment Agency
39. Avni Kastrati, Director of Social Statistics, Kosovo Agency for Statistics
40. Edi Gusia, Executive Director, Agency for Gender Equality
41. Qendresa Ibra, Senior Officer for Child Rights, Office of Good Governance OPM
42. Xhevat Bajrami, Director of youth department, Ministry of Youth, Culture and Sports
43. Majlinde Sinani-Lulaj, Deputy Ombudsman, Ombudsman Institution of Kosovo
44. Albana Morina, Head of Primary Health Care, Ministry of Health
45. Arberesha Turjaka, Division for Strategic Planning, Ministry of Health
46. Merita Vuthaj, Chief of Division for Mother, Child and Reproductive Health, Ministry of Health
47. Fadil Kodra, Head, Agency for Emergency Management
48. Letafete Latifi, Director, Hidrometeorological Institute
49. Naim Qelaj, National Coordinator for Protection from Domestic Violence
50. Agron Humolli, General Secretary, Red Cross of Kosova
51. Bashkim Ibishi, Director of the NGO AT, "NGO Advancing Together (UNHCR partner)"
52. Bujar Fejzullahu, Executive Director of PEN, Peer educators Network
53. Burim Seferi, Executive Youth and emergency coordinator, Kosovo Red Cross
54. Dejan Radivojevic, Director - FDMC, "Froum for Development and Multi-ethnic Colaboration (UNHCR partner)"
55. Erzen Begolli, Coordinator of cervical cancer screening programme, Women Wellnes Center in Prishtina
56. Mrika Aliu, Executive Director of AMC, Action for Mothers and Children
57. Nenad Radivojevic, Director, NGO 'Domovik"
58. Rifat Batusha, Director of KOPF, Kosovo Population Foundation
59. Zana Krasniqi, Executive director, Artpolis

Interview participants
60. Former President Atifete Jahjaga
61. Vedat Sagonjeva, Head of Strategic Planning Office, OPM
62. Besa Baftiu, SDG Parliamentary Council
63. UNMIK representatives: Cornelia, James, Anne, Alda
64. MoC Permanent Secretary Nenad Stojcetovic
65. MFK CEO- Petrit Selimi
66. Executive Director, Agency for Gender Equality, Edi Gusia,
67. Gunther Zimmer, Head of ADA
68. Anne Dostert Charge d'Affairs, Lux Embassy
69. Tatiana Turcan, OSCE
70. Peter Weller, OSCE
71. Bernhard Soland, Deputy Director of SDC
72. Julia Jacoby, EU
73. Dario di Benedetto, EU

ANNEX 3

List of key documents

AUTHOR	TITLE AND YEAR
UNKT	Country Development Plan 2016-2020
	CDP Narrative Reporting 2016 PA1 - Consolidated
	CDP Narrative Reporting 2016 PA2 - Consolidated
	CDP Narrative Reporting 2016 PA3 - Consolidated
	CDP Narrative Reporting 2017 PA1 - Consolidated
	CDP Narrative Reporting 2017 PA2 - Consolidated
	CDP Narrative Reporting 2017 PA3 - Consolidated
	CDP Narrative Reporting 2018 PA1 - Consolidated
	CDP Narrative Reporting 2018 PA2 - Consolidated
	CDP Narrative Reporting 2018 PA3 - Consolidated
	Annual Coordination Framework – 2016 progress report
	Annual Coordination Framework – 2017 progress report
	Annual Coordination Framework – 2018 progress report
	Joint UNKT Communication Strategy
UNFPA	2017 Annual Report Kosovo
UNKT	Annual Coordination Framework Progress Report (summary) Kosovo
OPM	National Development Strategy 2016-2021 (2016)
OPM	First report on the implementation and results of the National Development Strategy 2016–2021
UN Women	Integrating Gender in Planning and Programming (2016)
UNDP	The United Nations Common Development Plan 2016 - 2020 2016 Results - Booklet
UNDP	The United Nations Common Development Plan 2016 - 2020 2017 Results - Booklet
UNKT	2018 Results United Nations Common Development Plan 2016-2020
UNDP	Kosovo Human Development Report 2016
UNDG	RBM Handbook (2012)
UNDP	A Human Rights-based Approach to Development Programming in UNDP – Adding the Missing Link
UNDG	UN SMART Indicators

ANNEX 4

Agenda for the data collection

UNCDP Evaluation – Field Mission – Programme v5 updated: 20 August 2019

Wed 14.08	Thu 15.08	Fri 16.08	Mon 19.08	Tue 20.08	Wed 21.08	Thu 22.08	Fri 23.08
8.00-09.00 Evaluation Team preparatory meeting **09.00-10.00** Meeting with UNDCO Team **10.00-12.00 UN HOA kick off meeting**	**9.00-12.00** Workshop with **UNKT** Agencies **SESSION 2/ PA2**	**9.00-12.00** Workshop with **Government** institutions/ Partners, including CSOs and other service providers and beneficiaries e.g. research and other institutions, media etc. **SESSION 1/ PA1**	**9.00-12.00** Workshop with **Government** institutions/ Partners, including CSOs and other service providers and beneficiaries e.g. research and other institutions, media etc. **SESSION 2/ PA2**	**9.00-12.00** Workshop with **Government** institutions/ Partners, including CSOs and other service providers and beneficiaries e.g. research and other institutions, media etc. **SESSION 3/ PA3**	**09:00 to 09:45** Gunther Zimmer, Head of ADA **10:00 to 10:45** Anne Dostert Charge d'Affairs, Lux Embassy	**Evaluation Team** Preparation of debriefing meeting	**10.00-12.00** Presentation of preliminary findings to UN HOA
13.30-16.30 Workshop with **UNKT** Agencies **SESSION 1/ PA1**	**13.30-16.30** Workshop with **UNKT** Agencies **SESSION 3/ PA3**	**13.00-13.45** Former President Atifete Jahjaga **14.00-14.45** Vedat Sagonjeva, Head of Strategic Planning Office, OPM **15.00-15.45** Besa Baftiu, SDG Parliamentary Council	**14.00-14.45** UNMIK representatives (Cornelia/ Programming, Jo-Anne/Gender, Alda/ J2020, tbc/ HR)	**13.00-13.45** Meetign with representatives from MOH **13.00-13.45** Meeting with Permanent Secretary Nenad Stojcetovic **14.00-14.45** MFK CEO-Petrit Selimi **15.00-15.45** Executive Director, Agency for Gender Equality, Edi Gusia, **16.00-16.45** Tatiana Turcan, OSCE **17.00-17.45** Bernhard Soland Deputy Director of SDC	13.00-15.00 **Evaluation Team** Preparation of debriefing meeting **15:00-15:45** EU Continued **Evaluation Team** Preparation of debriefing meeting	**Evaluation Team** Preparation of debriefing meeting	**13.00-15.00** Concluding meeting with UNDCO Team **15.00-17.00** Evaluation Team concluding meeting

ANNEX 5

Consolidated stakeholder findings

CONSOLIDATED INTERVIEWS – International partners (6)

AREA OF WORK	RELEVANCE	CHALLENGES (Effectiveness and Efficiency)	PERFORMANCE (Effectiveness and Efficiency)	PROPOSED CHANGES
Total score:				
Overall collaboration with UN Agencies	Relevance/quality of collaboration is person-dependent PA2 and 3 most relevant High relevance in northern municipalities in all PA's (3) High relevance in matters concerning work and approach with mixed communities and cultures (2) High level and relevant data gathering, analyses and dissemination (1)	Little donor visibility in reports and activities (3) CDP did not contribute much towards JP Systematization of volunteers faced challenges since some were not integrated well into the UN agency work UN agencies sometimes cannot contribute the required cost sharing contribution (10% or 50%) of the funding respectively (2) Some UN agencies send insufficient/inadequate responses for funding and report scantily and never on results (2) Different – and changing modes of operations for UN/donor funding Projects' salary expectations in proposals are too high, resulting in rejection. Donors have no real picture of UNKT priorities, added value/specific advantage, funding gaps, expertise etc. (2) Risk of capacity substitution through on-job-advisors performing government responsibilities Poor aid effectiveness efforts especially in PA1 Continued workshops outside Kosovo – for no good reason	High level and quality of UN agency implementation Opportunity in generating synergies through UN agency support to other donor activities e.g. training Systematic addressing of SDG indicators UN agencies have grown into a very positive team	More joint programmes activities and better coordination of these (2) Longer-term, big programmes instead of peace-meal small projects as these require too much admin. Some donors support long-term programmes of 2-3 phases of 2-4 years, (8-12 years in total) (3) Long-term programmes would enable joint multiple donor support Have more clearer outcome/result based log-frame(s)

CONSOLIDATED INTERVIEWS - National partners (11)

Only scorings on the UNKT collaboration appear here. PA related scores are used directly in the text as described under "Validation".

AREA OF WORK	RELEVANCE	ACHIEVEMENTS	UNKT CHALLENGES Effectiveness, efficiency	UNKT added value Effectiveness, efficiency	PROPOSED CHANGES
Policy development	Role of international community very important where partnership works People very open towards change and transformation	Great achievements in Rule of Law – more than in many other post-conflict countries	UNKT should be more receptive to national needs and less to donor interests, which would give higher sense of ownership No follow-up on UNKT meetings Ministries have no idea of which strategies are implemented UN efforts not joint on returnees and migrants	UN fills a gap Gvt inclusion in development of CDP Helped in obstacles to growth strengthening the enabling environment Continuity Coordination of UNKT/Gvt meetings OPM/UNKT tries to coordinate drafting of next strategies UNKT supportive of local needs	a) Need to be results-driven b) Limited geographical outreach – need to fill gap between rural and urban c) Investing in young people would create a critical mass to push a transformation d) Holistic interventions e) UNKT should find partners outside the current network f) Gvt will need support for fully aligning to int. agreements and EU priorities g) Support to merging, enforcement and management of strategies and to have quality documents with M&E and budget for implementation

CONSOLIDATED WORKSHOP FINDINGS – UN AGENCIES

Priority Area 1

	Item	What worked well	Positive effect	What did not work well	Negative effect	Proposed changes
1	**UNCDP relevance**	a) Inclusive approach (3): ○ New partnerships at local and central level (CSOs and institutions) ○ Community engagement (youth, women, children and men, marginalized and vulnerable groups b) Increased capacities of local and central Government (3) c) Inter-agency partnerships GTG, SGG (3) d) Joint UN advocacy, awareness and expertise (3)	• Institutional ownership resulting in outcome level results e.g. sustainable integration of refugees • Voices of women included in legislation drafting process resulted in gender sensitive legislation • Improved services for target categories (2) • Optimisation of available resources (HR and financial) • International conventions integrated in national legislation (provisions of IC) • National databases established on limited areas (DV, AS)	a) Delay in implementation due to change of gvt. b) Weak implementation of developed legislation c) Poor sense of ownership from specific authorities (2) d) Lack /limited institutional budget for implementation e) Weak planning and prioritization – politically influenced processes f) Lack of disegragated data g) Development of exit strategy	Late delivery fo final report • Gap created between policy development and implementation	a) Focus on supporting implementation b) Strengthen focus of programs at local level c) Strengthen institutional accountability and transparency d) Replication and scaling up of good models
2	**UNKT Administration** i. Organisation of support ii. Finance Procedures iii. Timeliness	a) Operations Management Team b) Communications c) LTAs d) GTG	• Enhanced cooperation among UN Agencies (3) • Complementarity of actions • Identification of synergies • Joint reporting (2) • Joint visibiitly	a) Diverse administrative procedures between UN Agencies, different rules and regulation	• Administrative procedures caused delays on implementation	a) Simplification of admin procedures when it comes to joint initiatives b) Draft and submit recommendations to higher level

3	**UNCDP M&E** i. ToC framework ii. Data collection iii. Data analysis iv. Use of data v. Knowledge sharing	a) Joint M& E framework b) SDGs mapping exercise c) CDP review d) Coordinated data collection e) Knowledge and data sharing	a) Avoided overlapping b) Improved joint reporting c) Strengthened coordination d) - e) Exchange of relevant data between UN agencies	a) Lack of reliable data from the authorities		a) Strengthen the cross sectorial data and evidence generation to inform joint programmes
4	**UNKT&Agency capacity** i. Systems ii. Structures iii. Knowledge/skills iv. Equipment v. Work environment vi. Financial resources vii. Others	a) Technical and advocacy capacity in place b) International expertise c) Coordination working	• UN role highly recognized • Exchange of experience and best practices.	a) Lack of core funds/dependency from projects		a) Increased funding b) Improved joined visibility and communication as ONE UN c) Engagement of expert staff by UN agencies to ensure professional contribution.
4	**UNCDP Support to capacity** development/innovation: i. Systems ii. Structures iii. Knowledge/skills iv. Equipment v. Work environment vi. Services vii. M&E/transparency	a) Inovative approaches b) South-south cooperation c) Regional and sub regional flagship results and areas	• Learning from best practices • Information sharing			• More support from ROs and HQs of relevant agencies (knowledge sharing)

5	**Gender mainstreaming:** i. Gender in sector policy ii. Gender in activity design iii. Gender in monitoring iv. Gender in reporting	a) Strong cooperation among UN agencies b) Gender mainstreamed throughout activity design c) Synchronised advocacy interventions d) Gender Score card e) Strong position to ensure gender perspective inclusion in sector policies f) Gender disaggregated data	• Gender related legislation and policies drafted and implemented: ○ Criminal Code ○ Family Law ○ NAP 1325 ○ Kosovo Gender Program ○ Youth Strategy ○ Law on child protection ○ Juvenile justice code ○ Law on mediation ○ Resolution on SDGs	a) Frequent turnover of institutional partners b) Fragile political situation c) Poor performance of parliament d) Limited gender sensitive qualitative data	-	-
6	**Sustainability of:** i. Systems established ii. Networks established iii. Knowledge and skills iv. d) Result achieved	a) Systems/structures in place: ○ SGG ○ GTG ○ OMT ○ Intern-ministerial group ○ Institutional coordination mechanism in place	• Inclusive processes (voice of the people)	-	-	-
7	**Other important issues**					

Priority Area 2

	Item	What worked well/ Contributing factors	Positive effect	What did not work well/ Preventing factors	Negative effect	Proposed changes
1	**UNCDP design and relev.** i. Evidence-based/choice of interventions ii. Context specific (HRBA) iii. Selection of stakehld. iv. Ownership v. Timeframe vi. Approach vii. Budget viii. Exit strategy	a) Inclusive approach with institutions and CSOs (2) b) Evidence based analysis, focus groups (2) c) Joint advocacy	• Strengthened economic rights opportunities • Ownership from central and local institutions (2) • Employment increased • Social inclusion and welfare increased (2) • Synergies with future reparations (CRSV survivors micro grant scheme) • Property rights for women strengthened • Exit strategy Gender Programme measure until 2023 for CRSV • Increased number of registered businesses – contribution to decreasing informal economy • Increased freedom of movement for minorities and women (CRSV) • Building trust in institutions in the northern municipalities	a) Stakeholder changes, staff movements b) Lack of institutional leadership and coordination, e.g. not all categories of beneficiaries are included in the programme (2) c) Existing CDP does not reflect all activities that UN agencies implement d) Lack of funds (2) e) Existing legislation not fully implemented	• No sustainability in terms on strengthened institutional capacities • Overlap of activities with other existing grant schemes • Limited outreach • Limited outreach • No funds for follow up activities - -	• Employment fund co-ordination mechanism to be established and lead by one institution / Ministry • Strengthened inter-agency coordination / besides central level HoA, also on local level • Focus on strengthening the legislation • Raising awareness on women's economic rights • Design on next CDP should look into the recommendations (20) of Trust Building forum (2018) and other stakeholders and be inclusive (2) • Revision of the CDP framework and Outcomes

2	**UNCDP Administrative supp** i. Organisation of support ii. Finance Procedures iii. Timeliness iv. Joint-up capacity v. Agency capacity for joint up vi. Coordination	a) Interagency coordination (CDP related meetings , GTG, Comms, OMT, SGG etc) to maximize the impact of UN programme (2)	• Made UN to better fit for common purpose • Improved coordination between UN agencies	a) Different operational procedures (2) b) Staff turnover due to project ending c) Agencies had unequal capacity (institutional, financial and human) for joint up	• Delays in implementation • Low follow-up • Information gap • Not equal representation of agencies • Constrained the full achievement of the programme objectives and results	• Unified approach in procedures and guidance by UNKT (2) • UNKT PA groups to meet more often based on TOR to ensure better coordination and new synergies • Strengthen accountability of the chairs of groups for regular meetings • Interagency capacity strengthening and knowledge sharing • Opportunity for technical level meetings • Increase the UNDCO support to agencies for joint-up initiatives (through provision of expertise)
3	**UNCDP M&E** i. ToC framework ii. Data collection iii. Data analysis iv. Use of data v. Knowledge sharing	a) Joint M&E framework on joint programmes between UN agencies b) Successful cooperation between the UN agencies c) M& E framework developed based on solid data and evidence d) Some joint initiatives UNICEF and UNDP to support the government data base on social protection e) Mapping of social protection services f) Knowledge products produced and published	• Contribution to frame the issues and solutions strategically • Generation of solid knowledge to inform policy dialogue with institutions on social inclusion • Sharing good practices through knowledge products	-	-	• UNKT PA groups share and update data and project related information to avoid overlap and help design future joint interventions (2) • Strengthened information sharing among agencies – Quarterly newsletters/ updates by agencies (2) • Improving UNDP/MF AMP excel reporting (UNKT inputs) • UNDG IMS • Gender impact monitoring

4	**UNCDP capacity for JU** i. Procedures ii. Knowledge/skills iii. Equipment iv. Work environment v. Added value vi. Financial resources vii. Others	a) Coordination between UN agencies on joint up's	• Exchange of experiences and best practices between UN agencies • Joint proposal developed	a) Not all UN agencies have same capacity for JU	• Fewer new JU initiatives • Less efficient existing initiatives	• More joint project proposals drafted and respond to open calls from donors in a more timely and coordinated manner in order to ensure better resources mobilization • Additional expert support on joint programming and fundraising
5	**Gender mainstreaming:** i. Gender in sector policy ii. Gender in activity design iii. Gender in monitoring a) Gender in reporting	a) Strong commitment to ensure gender mainstreaming in all programmes (2) b) UN joint advocacy with local stakeholders	• Impact on the institutions on women and marginalized groups inclusion among beneficiaries (55% women beneficiaries UNDP) • Increased awareness on gender stereotypes • Lead to strengthening of economic rights (Family law) and increased public discussion	• Insufficient response to address social norms on gender issues	• Slow progress on gender mainstreaming	• Strengthening the in house capacity for gender responsive design and implementation of projects • Gender marker on UNKT joint projects and/or gender indicators • Systematize the gender programme review in policies and programmes (lessons learned/ best practices) • Focus on implementation of legislation women economic rights

6	**Sustainability of:** i. Systems established ii. Networks established iii. Knowledge and skills iv. Results achieved	a) Knowledge products b) Systems (laws, strategies) and networks are in place (3)	• Alignment with international standards	a) Weak accountability and responsiveness by government/NGOs	-	• Increase advocacy and partnership to further build the capacities of local all relevant stakeholders • Improve targeting of vulnerable and marginalized groups • Greater inclusion of beneficiaries in all stages of design and implementation of activities
7	**Other important issues**					a) Make youth a point in all UN supported activities b) Stronger focus on women economic empowerment and youth employment c) Stronger focus on political participation of women and non-majority communities (21 rec. On OE from Trust building forum) d) Scale-up current CDP success projects

Priority Area 3

	Item	What worked well/ Contributing factors	Positive effect	What did not work well/ Preventing factors	Negative effect	Proposed changes
1	**UNCDP design and relev.** a) Evidence-based/choice of interventions b) Context specific (HRBA) c) Selection of stakehld. d) Ownership e) Timeframe f) Approach g) Budget h) Exit strategy	a) Evidence based interventions (2) b) Involvement of national stakeholders over new initiatives both at national and municipal level (3) c) National stakeholders have contributed to the budget, thus contributing to the sustainability	• Well-structured joint projects • Increased demand for services, due to the ownership by national stakeholders • Enabled crucial groups to be involved in the project/ community-driven innovation was spurred • Created ownership • Increased awareness of professionals for continued professional capacity development	a) Limited budget b) Resistance and capacity shortage (limited budget, lack of equipment, lack of staff in certain areas, lack of transport, etc) to initiate and accept the new services, which they are responsible to provide	• Due to limited budget we have one project, rather than having more that are focused in environment and health • Limited stakeholders • Sustainability may be questionable	• More joint UN initiatives with more financial support • Adoption of Leave no one behind with specific budget lines • Improve management and administrative aspects
2	**UNCDP Administrative support** a) Organisation of support b) Finance Procedures c) Timeliness d) Joint-up capacity e) Agency capacity for joint up f) Coordination	a) Joint efforts between UN agencies b) Information-sharing among agencies c) Appointment of specific coordinating officer in the second phase, for all UNKT	• Complemented one another in addressing problems in all levels. • Agencies received information about one-another's activities • Better Coordination	a) The transition from UNDPRR to UNDCO b) Thematic/programmatic coordination (more focused on information sharing than coordination) (2) c) Discrepancy in consultancy fees provided by different agencies	• The restructuring of UNDC delayed the coordination processes and support from UNDCO • Lack of inter-linking activities between joint projects. • Consultants were reacting negatively	• Change the modality of meetings: more coordination involved rather than just information sharing • Harmonize the consultancy fees to the extent possible. • Explore ways to improve synergies

3	**UNCDP M&E** a) ToC framework b) Data collection c) Data analysis d) Use of data e) Knowledge sharing	a) M&E Framework developed b) Real time quantitative monitoring (2) c) Data is shared and discussed with stakeholders (2)	• Data is stored, evidenced and archived for future purpose. • Evidence based improvement of skills and services • In UNFPA/CCSP case it lead to second reading of PAP tests	a) Lack of analysis and Use of Data and Knowledge sharing at UNDCO level b) CDP Indicators are rarely result-based. c) Insufficient M&E (health) staff	• Due to this, agencies haven't received enough feedback. • Indicators miss qualitative data, thus, reporting on changes. Becomes difficult • Gvt data systems inadequate resulting in: • Mistakes in health interventions • Lack of data as there is no time for monitoring/ running HMIS	• Provide more feedback: more detailed feedback, more progress • Involve qualitative research in indicators • Government must fulfill the criteria for primary health services and employ more staff. • Supplement the non-working Health Information System, e.g. UNFPA supported primary health care and Institute of Pathology to establish a common database for CCSP
4	**UNCDP capacity for JP** a) Procedures b) Knowledge/skills c) Equipment d) Work environment e) Added value f) Financial resources g) Others	a) Added value : Complementarity: Each UN agency has brought its expertise to the project b) All JU were planned and funded based on initial planning	• The complementarity approach allows to tackle capacity gaps not only between agencies, but also other stakeholders • No shortfalls in terms of project funding	a) Lengthy procedures b) Following the completion of the JU, lack of interest among agencies in following-up on joint resource mobilisation to continue scaling up on previous initiatives – preference to continue on their own	• UN to UN procedures resulted in delays and initiation of projects. • Slow-down of further progress health services	• Simplify and make procedures faster. • Better collaboration to increase joint resource mobilisation.

STAKEHOLDER WORKSHOP DISCUSSIONS – PA1

	AREA OF WORK	RELEVANCE	ACHIEVEMENTS	CHALLENGES	UNKT SUPPORT	PROPOSED CHANGES
a.	Policy development	a) Based on the needs of institutions, provide needed expertise, pushed forward development of policies which contribute to guaranteeing human rights (3) b) Capacity building of gvt. Partners c) UN agency strong focus/strength on policy development d) Implementation of Action Plan for fulfilment of recommendations of the evaluation of overall evaluation of the country comparable to international standards	• Drafting of secondary legislation on CRSV law • Internal regulations/ guidelines of the Government Commission for the verification and recognition of CRSV survivors. • Access to free legal aid • Offering concrete recommendations to institutions on early marriages and gender discriminations on Roma, Egyptian and Ashkali communities • International and local awareness raising on CRSV in Kosovo • Direct access to justice for specific/vulnerable groups • Effectivity increase and empowerment of the regime for AC[3] and AML[4] • Identification of the risks, and national threats of the ML/FT and most vulnerable sectors	a) Limited/non-continued funds (2) b) Lack of opportunities for local actors to acquire knowledge, certified expertise from international institutions/institutes etc. and share of best practices with other countries c) Short -term projects curtails the sustainability of projects, and limits the ability of CSOs to specialize in particular fields (2) d) Donor driven initiatives rather than locally e) Needs-based interventions f) Patriarchal community g) Political will and political instability h) Lack of priorities of gender agenda i) Lack of implementation of law and professional, human and economic support (IDPs, property) (3) j) Coordination between central and local level authorities in policy implementation k) Various administrative bureaucratic obstacles to project implementation l) Lack of relevant stats by LEA has affected minor delays in NRA 2018 approval	a) UNDP and UNODC have provided concrete and focused support for capacity building of policy development and strategic documents (2) b) More projects on advocacy on GBV projects. c) Credible agencies/ institutions/NGOs to be contracted in order to advance gender based policies and their implementation d) Support of drafting process of legislation and other related policy documents (2) e) Civil society participation in the drafting of relevant laws and bylaws.	a) Long application procedures should be reconsidered since it reduces opportunities for activities. b) Build local capacities rather than engage international experts with limited contextual knowledge in order to create long term sustainability. c) The focus should be on longer term interventions d) More opportunities for local experts/ CSOs/ institutions to share their expertise internationally e) Project based on the needs of society. f) UN agencies to be more transparent on found delivery. g) Qualified experts on increasing capacity on relevant field (filed of intervention) h) Further support to monitoring of implementation of legislation and policies i) Support to creation of implementation mechanisms towards achieving more tangible results j) Continued support from UNDP 2020-2025 (through SAEK) and UNODC through the Regional Program 2020-2023 k) Support to the implementation of the Action Plan for the implementation of the recommendations of the Council of Europe Assessment Report l) Financial and technical support for the provision of legal assistance to the various categories of access to justice m) Civil society participation in the drafting of relevant laws and bylaws.

3 Anti-Corruption

4 Anti-Money Laundering

	Anti-Corruption	a) Prevention and fighting ML[5] and related offenses like corruption b) NRA Risk Reduction (where corruption is identified as high risk)	• PEPs[6] Typologies • Strengthening capacities through study visits, gaining good experiences • Enable access to the World Check database • Certification of financial forensics experts • Development of General Typologies 2019 • Certification of Trainers and organization of trainings with all LEAs and other agencies		a) UNODC has provided an Advanced Program of training and certification of local officials as trainers b) Providing regional trainings and workshops c) UNODC has supported the countries of the Western Balkans and Turkey in regional meetings	a) Support in the implementation of International Conventions such as MERIDA etc. in the field of anti-corruption and other conventions
	Access to Justice	a) Capacity building for the prosecutors, judiciary and others in access to justice and handling cases (2)	• Capacity strengthened	a) Lack of follow up training b) Lack of resource financial and human c) Competing with NGOs d) Small grants initiative/ higher expectations	a) More capacities b) Professional dedicated to access to justice for war crimes c) Direct assistance and better representation	a) Priorities to war crimes b) Increased and more effective legal representation and advocacy

5 Money Loundering

6 Politically Exposed Persons

d.	Gender Based Violence – Domestic Violence	a) Setting up the data base on domestic violence at the national level b) UN agencies contributed to the economic, legal and psycho-social empowerment of CRSV survivors. c) Awareness raising on early marriages and gender discrimination amongst Roma, Ashkali and Egyptian communities d) UNFPA contributed on capacity buildings on victims, Trafficante victims. e) UNHCR psycho-social support SGBV returnees and asylum seekers	• Having a system of data collection can lead to better policy interventions & policy development • Domestic / trafficking victims were empowered economically • Raising awareness on behalf of GBV and DV, GE	a) Logistical and technical problems, administrative, professional limitations b) Short projects without clear impact	-	a) Requesting less administrative and paper work b) Channelling funds at local NGOs rather than international NGOs based on their expertise in order to increase the sustainability of local CSOs and enhance the impact of the intended intervention c) Funds should be oriented more based on community and local needs rather than donor driven d) The life spam of the projects should be longer in order to achieve sustainable results e) Long projects with multi stake holders
e.	Migration - Returnees	Relevant and satisfactory achievement in migration/ asylum sector/Returnees		a) Limited capacities of authorities dealing with integration of refugees b) Limited capacities of border police in processing asylum cases c) Political influence reflected in returns process d) Limited local governance capacities in dealing with Returnees	a) In the drafting process of legislation and other related policy documents	a) Support to central and local government on technical capabilities for better systematic response on the needs of refugees and returnees towards economic and social integration

k.	Gender mainstreaming	a) Increasing women's voices in media b) Increasing women's participation in environmental activisms c) UNFPA promoted gender equality through engaging of men in gender equality d) UNMIK empowered young people to be human rights defenders in their communities (3) e) These projects have provided equal access to justice for different gender and social groups, including property issues and their economic empowerment f) Capacity building for self-employed/ individual businesses for women	• New perceptions about gender perspective • Social diversity and gender involvement • Awareness that women have equal access to property and other rights • Providing access to civil documents which is a precondition for the realization of other social, economic and property rights	a) Lack of financial sustainability b) Short-Term Projects - c) The unwillingness of public institutions to continue such activities d) Failure to co-operate and various administrative bureaucratic obstacles to project implementation e) Failure to implement / wrong the same legal provisions in force at central and local level	a) Financial and technical support for the provision of legal assistance to the various categories of access to justice b) Civil society participation in the drafting of relevant laws and bylaws	a) Strategical projects with a clear impact based on the national strategies b) Become a unifying mechanism for gender mainstreaming / gender equality so as not to duplicate activities to identify and design the best approach to respond to the challenges of equal integration of women into society
l.	Other					

STAKEHOLDER WORKSHOP DISCUSSIONS – PA2

AREA OF WORK	RELEVANCE	ACHIEVEMENTS	CHALLENGES	UNKT SUPPORT	PROPOSED CHANGES
a) Policy development	Highly relevant in policy development and less on implementation UN's human right's based approach highly relevant Joint planning efforts of UNICEF, UNDP and UNFPA highly praised, as well as on development of the UNCDP	UNICEF contribution highly regarded in policy and legal development matters. Evidence based policy-making	Too many policies and strategies but very little tracking and monitoring Lack of appropriate indicators in linking to SDGs	Highly praised support of UNICEF on policy development	UNKT should focus more on policy development level rather than implementation Fewer but better strategies needed Need for more meetings and workshops outside Prishtina Need to strengthen inter-sectorial cooperation and between donors and the government through engagement of the OPM policy coordination Need for establishment of joined/pooled funds by UN agencies Need for a better criteria for disbursement of Ministry grants/funds

b) Inclusion ○ Education ○ Social assistance		Advocacy work on age 0-6 child development and early education has yielded very positive results	Inclusion was challenging due to lack of physical infrastructure Local level coordination and implementation didn't work well Slow handover of implementation. Kosovo has sufficient local capacities and expertise – no need to rely on international experts any longer Lack of teachers to implement curricula at the local level Weak education inspectorate Short-term projects hamper sustainability, especially at the local level		Need for to strengthen coordination and implementation at the local level Greater use of local experts vs. international experts Need for stronger focus on implementation of Ombudsperson recommendations on children rights, social and pension schemes. Need to strengthen the Pedagogical Institute in implementing the education curricula
c) Gender			Lack of information sharing and follow-up by responsible institutions (e.g. by police and prosecution on GBV and DV matters) Geographical discrepancies (high focus in Prishtina vs. lower elsewhere Lack of institution's continuity after project end (e.g. discontinued provision of contraceptives after UNFPA project ended)		Need for donors, including UN to be more proactive and serious about ensuring continuity by the government after project ends
d) Others					

STAKEHOLDER WORKSHOP DISCUSSIONS – PA3

AREA OF WORK	RELEVANCE	ACHIEVEMENTS	CHALLENGES	UNKT SUPPORT	PROPOSED CHANGES
a) Policy development	Clear links to SDGs and strong relevance to Human Rights Holistic and inclusive approach to planning Most projects in line with MoH Health Strategy	High government ownership of results Strong institutional positioning with UN backing vis-à-vis higher government levels when requesting support/ funds Promotion of SDGs Better representation of Kosovo in regional initiatives Promotion of volunteerism (government recognition of volunteer work as part of work experience)	Poor understanding of government procedures resulting in undue pressure to speed up processes Exit strategy/handover often not thought through carefully Lack of funds – no follow-up on pilot projects Lack of knowledge management platforms Difficulties to establish Government-UN MoUs due to Kosovo status issues under UN Resolution 1244	Engaging, transparent and approachable at all times Responsive to needs and priorities High use of local expertise	Continued and greater focus on vulnerable groups – youth, women, minorities Better handover and exit planning
b) Health education and promotion	UNICEF support to National Plan on Nutriment aligned with government priorities	Cheaper and better quality of vaccines procured through UNICEF (using MoH funds)			Support to direct Kosovo membership in South-East Health Network (currently represented via WHO)

c) Reproductive health and Sexuality education	UNFPA HIV testing project aligned with Health Emergency Plan	UNFPA national assessment on reproductive health (2016) 27 out of 63 recommendations implemented by MoH			
d) Environment and Disaster Risk Reduction		UNDP facilitated access to northern municipalities UNDP support to revision of the DRR strategy and drafting of 37 regulations			
e) Environment and Health		UNICEF innovation labs highly successful recycling initiatives focusing on youth engagement			UNKT should do more to help the links with health institutes in northern municipalities to prevent epidemics
f) Gender mainstreaming					
g) Other					

ANNEX 6

Consolidated record of achievements against planned achievements
Focus is on outcome level results

ACHIEVEMENTS PRIORITY AREA 1: GOVERNANCE AND RULE OF LAW

ACHIEVEMENTS PRIORITY AREA 1: GOVERNANCE AND RULE OF LAW
Achievements marked in purple exceed 100% achievement
Achievements marked in green range between 80-100% achievement
Achievements marked in orange rage range between 30-79% achievement

PRIORITY AREA 1: GOVERNANCE AND RULE OF LAW

Priority Area 1: Governance and Rule of Law
Outcome # 1.1: Rule of law system and institutions are accessible to all and perform in a more efficient and effective manner.

OUTCOME INDICATOR	BASELINE	TARGET (2020)	ACTUAL DATA (end of 2016)	ACTUAL DATA (end of 2017)	ACTUAL DATA (end of 2018)	ACHIEVEMENTS Against targets (ET scores)	SUSTAINABILITY OF RESULTS (Agency inputs)	KEY CHALLENGES (Agency inputs)
Indicator 1.1.1: *Number of people who receive free legal assistance disaggregated by sex and non-majority population* **(UNDP)**	***Baseline 1.1:*** *2900 receiving legal aid (30% women/ 30% minorities) (2014);*	***Target 1.1:*** *3500 receiving (45% women/ 40% minorities) by 2020*	*3. 046 receiving legal aid (70%men and 30% women)*	*3288 people benefited from legal aid services (8% increase). Out of which 52 men and 48 women.*	*. 4484 benefitted from legal aid services (36% increase). Out of which, 51.3% men and 48.6 women*	***2018:*** ***128% achievement*** ***Slight over-performance on women.*** ***No records of minorities*** The current data are not disaggregated by ethnicity as the AFLA database did not capture this information. UNDP has now completed the updating of the database which includes this feature.	***The agency for Free Legal Aid has improved capacities for continuing to provide free legal aid services. Out of 5 originally established, 2 additional offices of the AFLA improving the coverage throughout Kosovo, although the outreach capacities need further improvements.***	**Insufficient financial support allocated by the government remains a challenge.** **A risk worth highlighting is that AFLA may become subject to the upcoming government reform.**

UNHCR							**For Internally Displaced Persons (minority communities) and Voluntary minority returnees the situation is same as provided by UNDP above.** ***In terms of sustainability results, for direct UNHCR programs implementation rate is 100%.*** ***Zero likelihood to continue due to non-inclusion of this category as beneficiaries of the Legal Aid Agency.***	**For Internally Displaced Persons (minority communities) and Voluntary minority returnees the situation is same as provided by UNDP above.** **Lack of capacity/ expertise to extend legal aid to asylum seekers and refugees. The latter benefit only through UNHCR project implemented by local NGO.** **This gap/issue is reported on EU Kosovo Reports as "it is not yet in place".**
Indicator 1.1.2: *Efficiency of the basic courts: cases resolved / new cases entered* **(UNDP)**	***Baseline 1.1.2:*** *84% (2013);*	***Target 1.1.2:*** *94% by 2020*	In the first six-month period of 2016: 110%	141%efficiency cases resolved(310,880) /new cases entered (219,864),	167% efficiency (Cases resolved 128, 088) /new cases entered (76,794) .	***2018: 178% improvement***	***There is an increased number of judges and prosecutors in the system, including the legal professional staff. Effectiveness and efficiency of the courts has increased as result.***	***The influx of the new cases in courts, prevents full reduction of the inherited court backlog. This may lead to cases reaching their statutory limitation and as a default, justice not delivered.***

Indicator 1.1.3: *% of children spending more than 6 months in pre-sentence/ pre-trial detention* **(UNICEF)**	***Baseline 1.1.3****: 8% (2014);*	***Target 1.1.3:*** *0% by 2020*	Fully achieved. 0% in 2016.	*Fully achieved. 0% in 2017*	Fully achieved. 0% in 2018	***2016-2018: 100% achievement***	***This is institutionalized by the revised JJC systems in Kosovo. Its Sustainability is seen through the the JJC new administrative provisions promulgated in 2018 on the pre-trial detention that have to less than 6 months in Kosovo.***	***No challenges anticipated at this stage***
Indicator 1.1.4*. No. of functional multi-sectoral DV support services at local level* **(UN Women)**	***Baseline 1.1.4****: 3 (2015);*	***Target 1.1.4:*** *10 (2020)*	*3*	7 multi-functional Coordination Mechanisms established (4 in North and 3 in South)	7 multi-functional Coordination Mechanisms established (4 in North and 3 in South). The establishment of 2 new CM initiated in 2018 – ongoing in 2019	***2018: 90% achievement*** **2019: 100% achievement**	***CMs are part of the national strategy of domestic violence (supported by UNW) that requires other municipalities to establish the coordination mechanism.*** ***Draft Law on DV requires the institutionalization of all CMs including budget allocation***	***The sustainability of results will depend on the willingness of local authorities to allocate sufficient budget in support to CMs***

Indicator 1.1.5: *Number of functioning referral mechanisms which provide services and support to survivors of conflict related sexual violence* **(UN Women)**	***Baseline 1.1.5****: 0 operational (2014);*	***Target 1.1.5:*** *3 referral mechanisms operational by 2019*		*4 referral mechanisms operational*	*4 referral mechanisms operational*	***2018:*** ***133% achievement*** ***The Government Commission to Recognize and Verify Survivors of Sexual Violence during conflict in Kosovo, established in 2014 with the support of UN Women, is mandated for five years (Feb 2018 – Feb 2023) to verify citizens' status as survivors and provide reparations.*** ***.Capacities of Special Prosecution Office of Kosova (SPRK)prosecutors and Kosovo Police (KP) investigators, working on War Crimes - CRSV were developed, by engaging international experts by UN Women,*** ***The establishment of a Transitional Justice Resources Center in University of Pristina (UP) in May 2018, will give special attention to the CRSV topic and actively promote peace education through curricula and social communication in order to fight the stigma against CRSV survivors.***	***Institutional support for these mechanisms is part of the new Kosovo Gender Equality Program (2019 – 2023) following continuous advocacy and inputs during the drafting of the Program.*** ***Special measures for CRSV survivors are part of the new War Crimes Strategy of Kosovo Prosecution Council (adopted in Feb. 2019), following continuous advocacy and international expertise by UN Women.***	***Continuous need for specialized international expertise related to CRSV – depending on the financial support***

Indicator 1.1.6: *% of the adults population that has either direct or indirect exposure to a bribery expe-rience with the public* **(UNODC)**	***Baseline 1.1.6****: 9.4% (2012);*	***Target 1.1.6:*** *6.4% by 2020*	N/A		In 2016, UNODC launched an initiative to develop a framework to measure and assess organized crime in the Western Balkans, including Kosovo under UNSCR 1244. The framework is a collection of quantitative and qualitative data on illegal activities, the state response to these, as well as information on the modus operandi and structures of organized criminal groups. An analytical report containing evidence-based policy advice to counter organized crime in the Western Balkans will be released in late 2019. A number of variables in the framework attempted to mea-sure enablers of organized crime, such as corruption and bribery, using administrative data collected from the nation-al institutions. Based on this data collection, from 2016-2017 (years relevant to the current UNCDP), 213 individuals were prosecuted in Kosovo under UNSCR 1244 for bribery related offences. These included both individuals and members of OCGs offering bribes to public officials, as well as public offi-cials who accepted a bribe. This data however does not reflect the actual extent of the bribery exposure in this jurisdiction. In 2011, UNODC produced a report focusing specifically on the prevalence of corruption in Kosovo under UNSCR 1244 using population survey data and reflecting detailed informa-tion on this phenomenon. Due to the unavailability of funds, such report could not be pro-duced in the cycle covering the current UNCDP.	No data hence no judgment whether progress or regress. A proxy indicator can be used here from the UNDP Public Pulse data. This should only be treated as a proxy since this question on corruption is different from what the outcome indicator is. The question is "Percep-tion of paramount problems in Kosovo" and the respons-es on corruption are: July 2019: 14.3% Feb 2019: 13.4% June 2018: 14.3% October 2017: 16.7% October 2016: 18.2%	?	?

Output # 1.1.1 (a): Pro-bono Legal aid for children in conflict with the law established and functional						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
*A1: Number of children benefiting from the Pro-bono Legal aid services (**UNICEF**)*	*0 (2015)*	*50 per year*	Data yet not available	Data yet not available	Data yet not available	No data hence no judgment whether progress or regress
A2: Indicator 1.1.1 (a): Number of returnees and IDPs receiving legal assistance and counselling **(UNHCR)**	**0**	**Target:** 300 (per year?)		300	***Partially achieved*** *Total 144 persons assisted, out of which 120 returnees (80 Male and 40 Female) and 24 IDPs (16 male and 8 Female)*	***2018: 43% achieved***

Output # 1.1.2 (a): Improved planning and coordination in the rule of law sector in Kosovo						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
*A1: Nr. of reports from regular coordination mechanism in the rule of law sector **(UNDP)***	*No reports (2015)*	*Monthly and quarterly reports from coordination mechanism by end of 2017.*	*3 quarterly regular reports*	*4 final reports*	*Output completed*	***By 2017: 100% achievement***
Four quarterly meetings of the Rule of law Coordination Mechanism (MoJ, KJC, KPC, JA) held.						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
A2: Number of cases with the Mediation Centers **(UNDP)**	*714 cases with the Mediation Centers (Prishtine/ Pristina, Gjakove/Djakovica and Ferizaj/ Urosevac) as at December 2015.*	*5% increase in the number of cases referred to Mediation Centres by judges and prosecutors. (by end of 2017).*	*962 cases were referred to mediation from courts and prosecution offices.*	*849 cases were referred to mediation from courts and prosecution offices.*	*942 cases were referred for mediation from courts and prosecution offices*	*2016: 128%* *2017: 113%* ***2018: 126%***

New Output 1.1.3 (a) Legal and policy framework around access to justice for children is strengthened						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
A1: # of laws in penal justice amended (**UNICEF**)	1	3 (in 2018)		*2 drafts developed*	*Juvenile Justice Code and Criminal Code amended and approved by the parliament*	***By 2018: 66% achievement***
A2: New Open Educational Correctional Facility opened and functional (**UNICEF**)	under construction	Centre fully operational in 2018		*Center opened, programme and training curricula developed and staff trained.*	*Center operationalized, programme and training curricula developed and staff trained.*	***2018: 100%***

Output # 1.1.4 (a): Central and local level authorities have increased capacities to develop and implement DV Strategy and Action Plans including budget in gender responsive manner						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
A1: On-line unified data base system used only by service providers (**UN Women)**	0 (end of 2016)	A unified data based established by the end of 2018		*The Company and the NGO to develop data –base contracted. PCA signed in DEC 2017.the implementing partner selected is NGO Kosova-live and IT Company CACTTUS.*	Databased launched in Gjakova as pilot municipality (December 2018). More than 120 members of key institutions trained in December 2018 on how to use the database.	***2018: 100% achievement***
*A2: Number of GBV cases identified, treated and referred by health care providers in northern municipalities (**UNFPA**)*	*0 (2015)*	***Target:** At least 5 by end of 2017*	7 GBV cases identified and treated by HCP in northern and southern municipalities	*9 additional GBV cases were identified and treated in northern Kosovo*	*5 additional GBV cases identified and treated and referred by HCP inn northern and southern Kosovo.*	*2016: 140%* *2017: 180%* *Accumulated end of 2017: 320%* ***2018 420%***

Output # 1.1.4 (b): The law enforcement agencies have improved skills and tools to respond better to sexual and gender based violence cases						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
B1: Indicator: # of Police members with enhanced skills and knowledge on combatting domestic violence	**Baseline:** 0 (2017)	**Target:** 65 (2018)			**25**	***2018: 38% achievement***
B2: Indicator: Number of Police Domestic Violence Units that have improved facilities	**Baseline**: 7 (2017)	**Target:** 10 (2018)			8	***2018: 80% achievement***

Output # 1.1.5 (a): Capacities of Kosovo institutions to provide services for survivors of conflict related sexual violence are enhanced						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
*A1: The Commission for verification of status of CRSV survivors (**UN Women**)*	*The commission is not established*	*The Commission to be established and functional by end of 2017*	*Commission not established yet.*	*The Commission for the Recognition and Verification of the Status of CRSV survivors has been established by the government and is functioning, following a two-year technical assistance from UN Women.*	*The Commission for the Recognition and Verification of the Status of CRSV survivors has been functional since February 2018. The process of reviewing applications for the recognition and verification of the status as CRSV survivors has been launched, following a two-year technical assistance from UN Women. During 2018, the Commission received 890 applications from CRSV survivors. The Commission's work was support by UN Women through provision of trainings and technical assistance.*	***2018: 100% achievements***
A2: Indicator 1.1.5 (a) Number of reported SGBV incidents for which survivors receive psychosocial counseling (UNHCR)	*0*	**Target:** 100 (Target very low)			***Partially achieved*** *27 SGBV survivors identified and assisted*	***By 2018: 27% achievement***

Output # 1.1.6 (a): Kosovo anti-corruption institutions are better able to monitor, prevent and fight corruption at central and municipal level

OUTPUT INDICATOR	BASELINE	TARGET (PLANNED)	ACTUAL DATA (end of 2016)	ACTUAL DATA (end of 2017)	ACTUAL DATA (end of 2018)	ACHIEVEMENTS Against targets
A1: Indicator: Number of assets and income disclosures audited	**Baseline:** 354 (20115)	**Target:** An increase of 20% by 2020	270	886 assets and income disclosures were audited in 2017	950 declarations audited in 2018	*2018: 225% achievement*
A2: Indicator: Specialization of judges and prosecutors to handle corruption cases	**Baseline:** Specialization of judges and prosecutors on corruption cases non-existent (2015)	**Target:** At least 15 judges, prosecutors and police specialised in corruption cases by 2020	There are 10 prosecutors in the Prishtina Basic Prosecution specialized	50 trained prosecutors and other law enforcement agencies have increased ODP have received 500 cases in 2017 and have processed 97 % of cases, while the 3% is still in investigation phase due to late arrival.	45 police, prosecutors, tax, customs, FIU and KACA officials accredited in fraud examination and forensic accounting and serve as specialized investigators on corruption cases	*2018: 300% achievement*
A3: Indicator: % of cases on unethical behaviour of judges & prosecutors timely processed by Office of the Disciplinary Prosecutor (ODP)	**Baseline:** 76% of cases (2015)	**Target:** 100% of cases by 2020	100% processed by ODP on timely manner		100% processed by ODP on timely manner	*By 2018: 100% achievement*

Output # 1.1.7 (a): New Output # 1.1.9 : RWL SEE gender equality advocates, experts and their organizations and networks have enhanced capacities and influence peace-building and reconciliation processes.

OUTPUT INDICATOR	BASELINE	TARGET (PLANNED)	ACTUAL DATA (end of 2016)	ACTUAL DATA (end of 2017)	ACTUAL DATA (end of 2018)	ACHIEVEMENTS Against targets
A1: indicator: Number of local, cross-country and international actions undertaken by gender equality advocates for reconciliation and inter-ethnic dialogue	**Baseline:** 0 (2017)	**Target:** 6 by 2019			**4 (end of 2018)**	*2018: 66% achievement*
A2: Indicator: Number of issues raised with government policy makers	**Baseline:** 3 (2017)	**Target:** 8 by 2019			**6 (end of 2018)**	*2018: 80% achievement*

Priority Area 1: Governance and Rule of Law								
Outcome # 1.2: Civil society participates more effectively in the design of rule of law reforms and in holding relevant institutions accountable for their implementation								
OUTCOME INDICATOR	**BASELINE**	**TARGET (2020)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**	**SUSTAINABILITY OF RESULTS**	**KEY CHALLENGES**
New Indicator 1.2.1. # of cases of corruption identified, filed and convictions made widely public by kallxo.com (UNDP)	***Baseline 1.2.1:*** 250 corruption cases (or 6.3%) submitted to anti-corruption institutions (2015);	***Target 1.2.1:*** 1000 corruption cases (or 15%) submitted to anti-corruption bodies by 2020	232 cases of corruption and public services (or 54%) submitted to anti-corruption and public institutions	224 cases (or 11%) were sent to institutions following verification that the case reposted contains elements of corruption	395 cases (or 16%) were sent to the institutions following verification that the case reposted contains elements of corruption	***2018:*** ***Total cases: 852 or 85% achievement***	***Kallxo.com has improved capacity to verify cases sent by the public and to submit alleged corruption cases to relevant institutions. The public continues to use kallxo.com as one of the main tools to report alleged corruption. corruption reporting, the Kallxo.com has potential to remain the main platform for corruption reporting and has capacity to continue to manage reports and verify cases beyond the project life.***	***Lack of proper follow-up by the authorities on cases of alleged corruption submitted by kallxo.com on behalf of the public.***
Indicator 1.2.2: *Number of performance monitoring reports produced and publicly disseminated by CSO on rule of law institutions* (UNDP)	***Baseline 1.2.2:*** *2 (2015);*	***Target 1.2.2:*** *4 by 2020*				- no projects thus no development thus nor progress **By 2018: 150%** **6 publications** As proxy information (not necessarily with direct involvement of the UN/ UNDP): **1. Kosovo Law Institute** Monitoring Report on Kosovo Judicial Council and Kosovo Prosecutorial Council Monitoring on the Integrity of Justice System In the Fight Against Corruption **2. BIRN Kosovo** Court Monitoring Reports – have done it for 12 years now **3. Kosovo Democratic Institute** Kosovo Justice Sector Integrity Scan **4. Humanitarian Law Center in Kosovo** Monitoring on the process of decentralization Assessment of Minorities' Access to Justice in Kosovo War Crimes **5. Institute GAP** Monitoring the achievement of the European Reform Agenda The budgeting process for the judicial institutions in Kosovo **6. Levizja FOL** The performance of Prosecutions and Courts in fight against corruption		

Output # 1.2.1 (a): CSO have increased capacity in seeking accountability and transparency on fight against corruption						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (nd of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
A1: % of cases processed by Kallxo.com ***(UNDP)***	*90% of reported cases are processed and 10% verified (2015)*	*100% of cases reported are processed and 50% verified by 2020*	88% cases have been processed and 54% have been verified out of the total number of 947 cases reported	61% (or 1,213 cases) were processed for further verification, while the remaining 39% (or 607 cases) are still in the verification phase.	37% of cases were verified this year (out of 391 cases received, 125 cases were follow-uped on with institutions, and 20 cases were completed).	***2018:*** ***Cases processed: ???*** ***Cases verified: 37%*** ***Overall average: 60%***
A2: New Indicator: No of grants awarded to CSO projects on the local level utilizing a transparent and competitive process in line with new MoF regulation in place and addressing citizens' needs **(UNDP)**	0 (2017)	10 grants awarded by end of 2018			7 grants awarded as of end of 2018.	***2018:*** ***70% achievement***

Output # 1.2.2 (a): CSOs have enhanced capacities to advocate and support prevention, protection and reintegration DV survivors						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
Number of advocacy initiative implemented by CSOs ***(UN Women)***	***Baseline****: 3*	***Target:*** *10*	*7 advocacy initiatives were organized in 7 municipalities during 16 days of activism*	*15 new initiatives organized during 16 days*	All five planned advocacy initiatives implemented by CSOs with UN Women support.	***By 2018:*** ***270%***

Priority Area 1: Governance and Rule of Law								
Outcome # 1.3: The authorities of Kosovo manage mixed migration flows more effectively in line with international standards								
OUTCOME INDICATOR	**BASELINE**	**TARGET (2020)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**	**SUSTAINABILITY OF RESULTS**	**KEY CHALLENGES**
New Indicator 1.3.1: *Number of* Municipalities that are implementing their own Municipal action plans (MAPs) for return and reintegration (IOM)	***Baseline 1.3.1:*** 5 Municipalities (2014);	***Target 1.3.6:*** 15 Municipalities*: by 2020*	No data available	**8** Municipalities implement their own Municipal action plans (MAPs) for return and reintegration at the end of 2017	**11** Municipalities implement their own Municipal action plans (MAPs) for return and reintegration at the end of 2018	***By 2018: 11 55 % achievement***	***Legal and administrative frameworks in place.*** ***IOM is working on the daily bases with representatives of 11 municipal offices for Communities and Return (MOCR) in order to ensure smooth implementation of the MAPs. In addition, supports the MOCR representatives to develop new annual MAPs in order to include best practices in return and reintegration processes.***	**MOCRs are lacking financial resources to implement own MAPs;**
Indicator 1.3.2: *% of persons in need of international protection referred to adequate protection mechanisms disaggregated by sex* (UNHCR)	***Baseline 1.3.2****: 70% (2014) out of which 70% men; 30% women;*	***Target 1.3.2:*** *90% (out of which 50% men; 50% women) by 2020*	*100% asylum seekers out of which 66.5% men (204 males) and 33.5% women (103 females)*	*100% asylum seekers out of which 80% men (117 males) and 20% women (30 females)*	*100% asylum seekers out of which 91% men (542males) and 9% women (52 females)*	*2016: 100% protection* *2017: 100% protection* ***2018: 100% protection***	***UNHCR specific mandate*** ***Sustainable but requires further strengthening in terms of protection-sensitive entry system, including referrals: i.e. admission practices and special procedures for asylum seekers with specific needs.*** ***Legal and administrative frameworks in place.*** ***All mechanisms have been developed.***	***The most vulnerable categories may risk to remain without adequate protection-sensitive referral and support*** ***In terms of institutional response, the main challenges remain:*** - ***Access to information*** - ***Legal Aid*** - ***Translation, interpretation services (rare languages)*** ***Authorities aware and willing to address a/m these challenges.*** ***The above is supported operationally by UNHCR while several initiatives by different stakeholders are going on to address these gaps.***

Indicator 1.3.3: *% of families repatriated in Kosovo that are beneficiaries of the repatriation support scheme* (UNICEF)	***Baseline 1.3.3:*** *70% (2014);*	***Target 1.3.3:*** *90% by 2020*	Data yet not available	Data yet not available	Data yet not available	**No accurate data available, hence no judgment whether progress or regress has been achieved for this period.**	**Sustainability is seen through the full ownership of the process of embedding the developed and endorsed Regulations, Guidelines and financial scheme into the mandate and policies of ministry of internal Affairs (MIA).**	**The weak capacity and lack of budget of relevant municipal institutions to implement the decentralized responsibilities in the area of Repatriation**
Indicator 1.3.4: *Number of functional border management infrastructure facilities (IBM) in place* (UNOPS)	***Baseline 1.3.4:*** *2 (2014);*	***Target1. 3.4****: 8 by 2020*	2	2	2	**2018: 2 66% (66% as 2 out of 3 planned in Kosovo are constructed, but 25% is overall outcome level progress) achievement (clarify as UNOPS says it's 66% achieved)**	identified there is capability enabled for the beneficiary through the construction of the new CCPs as well as the complete fit out and supply of all furniture, equipment and miscellaneous supplies to enable the government institutions to deliver much improved results in the free movement of citizens and trade at the new crossing points. Future sustainability beyond the end of UNOPS engagement in June 2020 depends on the government to then fully assume responsibility for management, we have highlighted this at this early stage several times during this year, and attach in this email, formal correspondence from UNOPS to the EU as client on the issue of sustainability, that was then discussed by all parties with commitments given by Gok for improvements. **Continue to be enaged until June 2020 edhe sustainability cannot be established yet. The donor is still on board and pending the normalization of the dialogue. Capability is there, political will lacking.** Should the political situation improve between now and 2020 we still stand a chance to improve results and sustainability	**The dialogue between Pristina and Belgrade is a challenge,** **3 other under Serbia not being constructed.** **Government is lacking resources to manage and maintain the facilities** The main one and risk through the entire project has been the need for engagement of Pristina and Belgrade to the IBM agreement, Belgrade have not engaged fully from the onset but after an internal security incident in April 2018, all engagement for dialogue between the parties facilitated by the EU was suspended and this puts the delivery of results as well as future sustainability at risk further. I have also attached documented evidence via an email to the EU highlighting UNOPS current position in the project. .

Indicator 1.3.5: *% of decisions made on refugee status* (UNHCR)	***Baseline 1.3.5:*** *0% (2014) of total applications;*	***Target 1.3.5:*** *10% by 2020 (10% of all applications, male and female)*	*0% refugee recognition: 6 Subsidiary protection granted*	*0% refugee recognition: 2 Subsidiary protections granted*	***Partially achieved*** *10% refugee recognition: 61 out of 594 applications granted refugee status.*	***2018: 100% achievement***	***UNHCR specific mandate*** ***Sustainable, however the system requires further strengthening in terms of quality assurance throughout refugee status determination procedures (RSD)*** ***Legal and administrative frameworks in place*** ***All mechanisms have been developed.***	***Frequent law amendments (First Law on Asylum adopted/revised in 2008, 2011, 2013 and 2018), impact effective implementation of the law.*** ***Legal Aid*** ***Interpretation services*** ***Need to strengthen capacity to implement new legal provisions - EU Acquis standards embedded during the 2018 revision of the law.***

Output # 1.3.1 (a): Capacities of institutions on return and reintegration are strengthened

OUTPUT INDICATOR	BASELINE	TARGET (PLANNED)	ACTUAL DATA (end of 2016)	ACTUAL DATA (end of 2017)	ACTUAL DATA (end of 2018)	ACHIEVEMENTS Against targets
A1: # of beneficiaries assisted with housing, harmonized packages, income generation packages that will apply for return through RRK		358 beneficiaries to be assisted with housing, harmonized packages, income generation packages			105 houses (re)constructed 90 harmonized packages delivered 50 income generation packages provided	Estimated 35%: It is not clear if it is the same families getting a whole or part of the packet or whether it is randomly distributed. It is not clear either how any beneficiaries benefit from the 105 houses. Reporting is not made against target
A2: Not existing National Strategy for Communities and Return and Guidelines;		At least One Strategy and One Guidelines developed			National Strategy for Communities and Return and Guidelines developed	**By 2018: 100% achievement**

Output # 1.3.2 (a): Capacities of institutions for refugees'/migrants crisis management are strengthened						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
Extent to which government provides effective contingency response to potential refugees'/migration crisis (UNHCR)	There are UN and the government contingency plans in place (2015	UN contingency plans (CP) are updated yearly and the government contingency plans are updated and operational by end of 2017		*The Government has updated its Contingency plan*	*The Government was supported to update its Contingency plan* *The Inter-Agency Response Plan (referred as UN CP in the CDP work plan) was updated*	***By 2018:*** ***100% achievement*** *Having a plan is not the same as having a response. M&E and reporting should correspond with indicator and target*

Output # 1.3.2 (b): Access to territory is improved for those in need for international protection						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
~~*Extent border authorities refer asylum seekers to competent authorities* ***(UNHCR)***~~ **New indicator as per the work plan** **Indicator 1.3.2 (b) (UNHCR)**	~~*80% (2015)*~~ *0%*	~~*90% by end of 2017*~~ *95%*	~~*85%*~~	~~*87%*~~ *95%*	***95%*** ***Fully achieved***	***By 2018:*** ***100% achievement***

Output # 1.3.2 (c): The conditions of Receptions for receiving asylum seekers improved						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
~~*Extent reception arrangements are adopted to assist persons of concern with specific needs* ***(UNHCR)***~~ ***New indicator as per the work plan*** ***Indicator 1.3.2 (c)*** *Admission practices sensitive to people of concern with specific needs promoted*	~~*80% (2015)*~~ *0%*	~~*90% by end of 2017*~~	~~*85%*~~ *100%*	~~*85%*~~ *100%*	***100%*** ***How is this measured?***	***By 2016,2017 and 2018:*** ***100% achievement***

Output # 1.3.3 (a): Strategic documents related to Reintegration of Repatriated Persons ensures decentralized and improved service delivery at the local level						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
Strategy and regulations related to Reintegration of Repatriated Persons operational ***(UNDP)***	*The existing strategy is completed and current regulation does not provide for transfer of responsibilities to relevant ministries (end of 2015)*	*Assessment of the implementation of the existing strategy conducted and regulation is amended, endorsed and reflects the transfer of responsibilities to relevant ministries (by end of 2017)*	TA in place, strategy formulation under way. Field work has been completed and the report is under drafting.	Strategy finalized, costed, and to be approved by Kosovo institutions.	Transfer of competencies on economic reintegration of repatriated from MIA to MLSW concluded.	***By 2018: 100% achievement***

Output # 1.3.3 (b): Enhanced capacity of PES and offices of communities and returns to implement labour market reintegration of repatriated persons						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
*B1: I**ndicator:** Number of repatriated persons receive labour market reintegration assistance* ***(UNDP)***	***Baseline:** 152 (end of 2015)*	***Target:** 900 (by end of 2017)*	**404** repatriated persons have received labour market reintegration assistance in 2016	**813** repatriated persons received labour market assistance with UNDP support by end of 2017 (152 baseline + 404 in 2016 + 257 in 2017)	**1376** repatriated persons received labour market assistance with UNDP support by end of 2018 (152 baseline + 404 in 2016 + 257 in 2017 + 563 in 2018)	***Till 2017: 135% achievement*** ***2018: 153% Achievement***
B2: Number of grant assistance provided to individual businesses, cooperatives, community projects, for non-majority communities (IOM)		At least 229 individual, 67 community projects, 39 cooperatives		55 individual, 15 community projects, 4 cooperatives	144 individual, 41 community projects, 35 cooperatives	***Total 2017+2018: 87% achievement***
B3: Indicator 1.3.3 (b) Number of returnees receiving assistance packages such as Income Generation project (IG) and monthly Cash grants **(UNHCR)**	Baseline: 0	Target: 38 families to receive IGs and 72 families to receive monthly cash amounts		32 Fam. to receive IG equipment 72 Fam. to receive cash assistance	*38 returnee families received IG & 72 voluntary minority returnee families received 12 months cash assistance*	***2018: 100% achievement***

Output # 1.3.4 (a): Three new functional crossing pints constructed as per European and international standards						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
Number of international standard crossing points developed, designed and constructed: ***(UNOPS)***	0 exist to our model for Kosovo although EU compliant crossing points (border crossings do exist to Macedonia and Albania and Montenegro) *(2015)*	By 2018 three will be constructed	Completed for 2 CCP (Merdare and Bernjak)	Design for three CCPs has been completed and construction works has commenced in CCP Merdare and CCP Mutivode, with expected completion timeline of October 2018	CCP Merdare Completed 92% CCP Mutivoda Completed 67%	***2018: 80% achieved***

New Output 1.3.5 (a) Access to and quality of status determination procedures improved						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
Extent applicants have access to status determination procedure	85% (2016)	90 by end 2017	87%	87%	*100%*	**2018: 100% achievement**

Ex OI 1.3.1: Population data is updated by capturing better inflows/outflows of population						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**
% of deaths registered in the civil registry ***(UNFPA)*** Population projection ***(UNFPA)***	*85% (end of 2015)* Last Population Projection produced in 2013	*90% (by end of 2017* Population Projection to be updated in 2017	87%	95% Population Projection and the report produces in December 2017	96%	***2018: 106% achievement***

PRIORITY AREA 2: SOCIAL INCLUSION

Priority Area 2: Social Inclusion								
Outcome # 2.1: Education & employment policies and programmes enable greater access to decent employment opportunities for youth and women								
OUTCOME INDICATOR	**BASELINE**	**TARGET (2020)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS Against targets**	**SUSTAINABILITY OF RESULTS**	**KEY CHALLENGES**
Indicator 2.1.1: *Number of new and revised policies to support decent employment opportunities for youth and women* **(UNDP)**	***Baseline 2.1.1:*** *3 existing policies (Agriculture policy, MLSW strategy 2014-2020, SME Development Strategy 2012-2016 (MTI); (2014)*	***Target 2.1.1:*** *4 Policies developed and 3 existing policies reviewed for greater inclusion of women and young people by 2020*	***3 policy papers developed*** *(In 2016, a number of policies and associated documents supporting decent employment and income generating opportunities for youth and women were developed and/or revised - this includes the new Law on Agriculture (developed), Profiles of the Ministry of Trade and Industry on Rubber and Plastic, and Chemical industries (developed)*	***Strategy for Reintegration of Repatriated Persons and Action Plan 2018-2022*** *has been drafted that includes economic reintegration of returnees (to be approved soon), as well as* ***National Strategy on Protection from Domestic Violence and Action Plan (NSAP-DV) 2016-2020****, approved at the very end of December 2016 with economic empowerment of victims of GBV/DV in its midst. The* ***DIASPORA MATCHING GRANTS SCHEME (DMGS): Feasibility Assessment and Preliminary Design*** *has been developed with the Ministry of Diaspora as an innovative mechanism of channeling remittances into investment and job creation in Kosovo.*	***In 2018, the MLSW*** *Sector Strategy 2018-2022 and the Action Plan Youth Employment (incl. active measures, LMIS, EARK) was developed by MLSW building on results of UNDP collaboration with MLSW.*	***Reporting exceeds targets, which concern policies only.*** ***By 2018:*** ***100% achievement***	***All policies are approved and and their implementation is ongoing.***	***Funding for full implementation of related plans remains a challenge.***

Indicator 2.1.2: *Number of women beneficiaries from employment policy measures from MTI, MLSW, and MAFRD* (**UNDP**)	***Baseline 2.1.2:*** *1,376 (30% of total beneficiaries) (MLSW 2014);*	***Target 2.1.2:*** *At least 2064 by 2020 (40% of total beneficiaries)*	*919 additional women benefited from employment policies of MLSW* ***(34%*** *of the total)*	*In 2017, 993 additional women benefited from employment policy measures of MLSW. (993 out of 2807, 35.4% of the 2017 total).* *Cumulatively, women represent 32.6% of the total number of participants until end of 2017.*	*In 2018, 1100 additional women benefited from employment policy measures of MLSW (38.8% of total of 2835 in 2018). Cumulatively until end of 2018, women represent 34.0% of the total of beneficiaries*	***By 2018: 146% achievement (women)***	***In average, 65% of ALMPs are sustainable, based on specific project evaluations. The beneficiaries belonging to the other group of 35% have increased skills, experience and are better positioned in the labor market.***	***The unemployment rates remain high in comparison to low number of opportunities. Funding for implementation of ALMPs remains insufficient. Lack of institutional coordination related to ALMP type activities that leads to duplication, incoherent approach and lack of employment data capturing for the services deliverd by institutions other than APRK/MLSW. Delay in establishing the Employment Fund contributes further to decrease e employment efforts coordination.***

Indicator 2.1.4: *Number of youth (15 – 24) beneficiaries (disaggregated by sex) from employment and education policy measures from MTI, MLSW, MEST and MAFRD* **(UNDP)**	***Baseline 2.1.4:*** *1,353 beneficiaries (29% of total beneficiaries) (32%F) (MLSW 2014);*	***Target 2.1.4:*** *At least 2029 beneficiaries (40% of total beneficiaries) (42%F) (MLSW) by 2020*	*(In 2016, additional 959 young beneficiaries (15-24 years old) benefited from employment measures of MLSW (**36**% of the total)*	*In 2017, additional 969 youth aged 15-24 benefited from employment policy measures of MLSW. 428 of them (44.2 percent) were women aged 15-24. Overall, youth aged 15-24 represented 34.5% of 2017 totals. Cumulatively, youth aged 15-24 represent 32.6% of the total number of participants until end of 2017.*	*In 2018, additional 684 youth of 15-24 years benefited from employment policy measures of MLSW. (24.1% of the 2018 total of 2835). In 2018, young women (15-24 years old) represented 49.3% of the youth benefiting from MLSW employment policy measures (337 out of 684). Cumulatively until end of 2018, young women 15-24 years old represent 38.7% of the total of youth 15-24 (1534 out of 3965). Cumulatively until end of 2018, youth 15-24 represent 30.7% of the total number of beneficiaries.*	***By 2018: 129% achievement on youth***	***The focus on youth by labor and education institutions will remain high. All relevant policies ensure youth as priority category both due to its vulnerability and potential. Similarly and linked to the previous indicator, sustainability of active labor measures is evidenced through specific evaluations.***	***The mismatch between education curriculum and labor market needs remains a challenge.***
Indicator 2.1.3: *Transition rate of girls to upper secondary education* **(UNICEF)**	***Baseline 2.1.3:*** *89% (2014);*	***Target 2.1.3:*** *95% by 2020*	*92.5% girls to upper secondary as per 2014/15 (MEST /EMIS data)*	*Female rates to upper secondary education is 89.1% for 2015/16 (The total rate is 92.5%)*	*Female rates to upper secondary education 93.3 % for 2017/18 (Total rate: 96.4%)*	***By 2018: 98% achievement on girls' transition***	***There are mechanisms in place at municipal and school level that contribute to prevent drop-out from schools. These are set to ensure a smooth transition to upper secondary education***	***Weak capacities to make these mechanisms functional in some of the municipalities and schools.***

Output # 2.1.1 (a): Employment policies and programmes developed to enable greater access to decent employment opportunities for youth and women						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS against targets**
A1: Number of researches conducted with support of UN Agencies to inform the process of policy development **(UNDP)**	HDR on youth and women employment	Research on employment challenges of young RAE women and men	2 policy programmes developed in support of employment of women and men *(Policy document for PES 2016+ and Self-employment Programme)*	Employment Fund feasibility study drafted (UNDP)	0	The target was not development of policy papers, but research. No numbers on research work, so achievement cannot be measured. Target is not quantified either.
A2: Number of tripartite consultations on employment and social policy structural reforms conducted **(ILO)**	No tripartite consultations (2014) No (end of 2017)	At least two consultations initiated by the end of 2017 Yes (by end of 2018)			-	**100% achievement**
A3: Labour Market Information System active **(UNDP)**					Yes, LMIS operational and accessible online	

New output: Output 2.1.2 (a) Local-level service provision in economic and rural development improved to deliver income generating opportunities in a gender-sensitive manner						
OUTPUT INDICATOR	**BASELINE**	**TARGET (PLANNED)**	**ACTUAL DATA (end of 2016)**	**ACTUAL DATA (end of 2017)**	**ACTUAL DATA (end of 2018)**	**ACHIEVEMENTS against targets**
No of income generating opportunities created under the local-level municipal Territorial Employment Pacts **(UNDP)**	669 (end 2017)	Additional 260 income opportunities in 2018 (40% women)			487 income opportunities (40% women)	By 2018: **187% achievement on opportunities** **100% achievement on gender balance**

Output # 2.1.3 (a): Systems that address out of school and drop out and programmes that support inclusive education are mainstreamed within the new education policies are applied at local level to ensure greater inclusion of girls and youth in education

OUTPUT INDICATOR	BASELINE	TARGET (PLANNED)	ACTUAL DATA (end of 2016)	ACTUAL DATA (end of 2017)	ACTUAL DATA (end of 2018)	ACHIEVEMENTS against targets
A1: Nr. Officials with increased capacity on usage of EWS on drop outs A2: Inclusive education teacher preparation programme (***UNICEF***)	Zero municipalities No inclusive education teacher preparation programme	*Municipal Education Officials from 10 municipalities* *Inclusive education teacher preparation programme delivered in 7 additional municipalities by end of 2018*	*- Early Warning System (EWS) mainstreamed in the new KESP 2017 -2021 under the Strategic Priority 1: Participation and Inclusion Result 1.6: Effective mechanisms to prevent dropout and non-enrolment in pre-university education are established.* *- Three TOT Modules developed on Inclusive education teacher training preparation.* *- 7 Trainers identified and trained on Module 1 implementation* *- First training conducted with 35 school staff in 7 selected pilot school has on Module 1*	*Increased capacities of selected seven new schools on applying gained knowledge and skills to implement inclusive policies and strategies for teaching that respond to individual differences of children with a special focus on children with disabilities.*	*Early warning systems at central and municipal levels (including schools) to prevent, respond, and monitor dropout cases, particularly among the most excluded children from all communities has been strengthened in 30 municipalities.* *The in-service teacher training programme with emphasis on CWD has been scaled up to additional 7 municipalities and schools including preschool education with 3,500 primary age students.*	By 2018: **300% achievement** By 2018: **100% achievement**

Priority Area 2: Social Inclusion

Outcome # 2.2: Women in Kosovo increasingly enjoy their economic rights

OUTCOME INDICATOR	BASELINE	TARGET (2020)	ACTUAL DATA (end of 2016)	ACTUAL DATA (end of 2017)	ACTUAL DATA (end of 2018)	ACHIEVEMENTS Against targets	SUSTAINABILITY OF RESULTS	KEY CHALLENGES
Indicator 2.2.1: *Inactivity rate for women* (UN Women)	***Baseline 2.2.1****: 79% (2013);*	***Target 2.2.1:*** *60% by 2020*	*81.9% (LFS 2015)*	*81.4% (LFS 2016)*	*80.8 (LSF 2017)*	***By 2018: 0% achievement***	***No sustainability in terms on strengthened institutional capacities***	***No sustainability in terms on strengthened institutional capacities - Lack of funds doesn't allow follow up activities of the small projects on economic empowerment - Overlap of activities with other existing grant schemes due to the absence of institutional leadership and coordination - Lack of coordination among central institutions***
Indicator 2.2.2: *Percentage of property owned by women.* (UN Women)	***Baseline 2.2****: 6% (2014);*	***Target 2.2:*** *At least 10% by 2020*	*16%*		*15% of women own a property in the 7 biggest municipalities and 9 rural areas of Kosovo (Kosovo Cadastral Agency, 2018).*	***By 2018: 150% achievement***	***?***	***?***

Output # 2.2.1 (a): More women are aware of their economic rights

OUTPUT INDICATOR	BASELINE	TARGET (PLANNED)	ACTUAL DATA (end of 2016)	ACTUAL DATA (end of 2017)	ACTUAL DATA (end of 2018)	ACHIEVEMENTS against targets
A1: Number of unemployed women registered as active jobseekers within the PES ***(UNDP)***	*50,162 women registered (end of 2015)*	*10% increase (by end of 2017)*	*28.5% increase. (64459 new registered women with PES (end of 2016)*	***42,235 women registered in EMIS by end of 2017 (regression due to technical errors in the EMIS)***	*43,390 women registered in EMIS at the end of 2018*	***By 2018: 103 % achievements against 2017 figures***
A2: Share of total economically active women who are registered with PES ***(UNDP)***	35% (2017)	60% by 2020			*41,9% (43390 registered with PES / 103470 women in labour force (active) as per LFS Q2 2018*	***By 2018: 70% achievement***

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