Evaluation of the Human Capital Pillar of
The Kosovo National Development Strategy (2016-2021)

Commissioned by:
The Strategic Planning Office (SPO)
of the Office of the Prime Minister (OPM) and UNICEF

EVALUATION REPORT

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THE KONTERRA GROUP

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LIST OF ACRONYMS

ADAP	Adolescents Development and Participation Program
AI	Administrative Instruction
CP	Child Protection
CRC	Convention on Child Rights
CRM	Child Rights Monitoring
CRPD	Committee on the Rights of the Persons with Disabilities
CSO	Civil Society Organization
ECARO	Europe and Central Asia Regional Office
ECD	Early Childhood Development
EM	Evaluation Manager
EMIS	Education Management Information System
ERA	European Reform Agenda
ERG	Evaluation Reference Group
ET	Evaluation Team
EU	European Union
FDI	Foreign Direct Investment
FDMC	Forum for Development and Multi-ethnic Collaboration
GDP	Gross Domestic Product
GFCF	Gross Fixed Capital Formation
HC	Human Capital
HCI	Human Capital Index
HDI	Human Development Index
HEMIS	Higher Education Management Information System
HEP	Homeland Engagement Programme
IM	Inception Mission
IR	Inception Report
KAS	Kosovo Agency of Statistics
KEC	Kosovo Education Centre
KII	Key Informant Interview
KPI	Key Performance Indicator
LFS	Labour Force Survey
LI	Labour Inspectorate
M&E	Monitoring & Evaluation
MDIAS	Ministry of the Diaspora
MEST	Ministry of Education Science and Technology
MICS	Multiple Indicator Cluster Survey
MLSW	Ministry of Labour and Social Welfare
MOF	Ministry of Finance
MOFA	Ministry of Foreign Affairs
MOH	Ministry of Health
MOI	Ministry of Interior
MOJ	Ministry of Justice
MPSM	Ministry of Public Safety and Management
MTEF	Medium Term Expenditure Framework
MYCS	Ministry of Youth, Culture, and Sport
NGO	Nongovernment Organization
NDS	National Development Strategy
OGG	Office of Good Governance
OPM	Office of the Prime Minister
OSCE	Organisation for Security and Cooperation in Europe
PISA	Programme for International Student Assessment
PRIS	Judicial Information System
RBM	Results Based Management
SAA	Stabilization Association Agreement

SADD	Sex and Age Disaggregated Data
SDGs	Sustainable Development Goals
SEC	Socio Economic Council
SPO	Strategic Planning Office
TOC	Theory of Change
TPD	Teacher Professional Development
TPE	Teacher Performance Evaluation
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VET	Vocational Education and Training
VTC	Vocational Training Centres

EXECUTIVE SUMMARY

1. This Evaluation Report is for the end of cycle evaluation of the Human Capital[1] Pillar of the Kosovo National Development Strategy 2016-2021 (NDS HC1). This evaluation is commissioned by the Strategic Planning Office (SPO) within the Office of the Prime Minister (OPM) of Kosovo and supported by UNICEF Kosovo and will cover the period from 2016-2021. The timing of this evaluation aims to inform the Kosovo Institutions and the Office of the Prime Minister, and other stakeholders on the progress of the NDS HC1, lessons learned and to present recommendations for informing the design and development of the next cycle of the NDS (2022-2030) HC1.

2. The expected users for this evaluation are the SPO/OPM, Kosovo government and other partners, notably related to adjustments in NDS Human Capital Pillar implementation and/or design, and to support discussions with stakeholders regarding the elaboration of the next NDS for Kosovo. The evaluation will also serve to inform the Kosovo Government and an array of Ministries, Departments and Offices, the United Nations Agencies, donors, and CSOs on the lessons learned from the NDS HC1 and to present recommendations for future NDS based on the essential findings.

National Development Strategy

3. The Kosovo Government developed its first NDS, which serves as a strategic document for all planning in Kosovo, in 2016. The NDS aimed to develop a list of priorities under an umbrella strategy which would allow building synergies between initiatives, prevent institutional overlap, and yield higher performance efficiency, orientation of support of the development partners, and establish a basis for public accountability. The NDS is organized across four thematic pillars: human capital, good governance, industrial development, and infrastructural development. As a supplement to the NDS, the NDS roadmap, prepared in 2017, outlined a more detailed implementation plan which included costing, as well as implementation and activity indicators.

4. The Human Capital Pillar, the focus of this evaluation, places a strong emphasis on measures seeking to strengthen the education system and to strengthen its connection and applicability to the labour market and the economy. These are articulated through seven distinct measures and 32 associated activities. The pillar is oriented around the promotion, creation, and sustaining of a productive, skilled, and innovative labour force. The underlying logic is that this is a determining factor for successful national development. This is predicated on assumptions that as the labour force acquires higher skills, there will be a subsequent increase in incomes and a general improvement in the economy. Skills are not only defined as technical skills, but also include cognitive skills, such as logic and reasoning, as well as 'soft' skills such as interpersonal skills or values. Building these skills is seen as heavily linked to the education system and the quality of education provided pre-workforce entry, although labour market skill increases may also come from migration to other settings and subsequent 'brain gain' from diaspora returnees.

5. The leading stakeholders involved in the implementation of the NDS Human Capital Pillar involve three key Ministries as well as a range of supporting institutions. The key Ministries were the Ministry of Education, Science, and Technology and the Ministry of Labour and Social Welfare, and the Ministry of Diaspora.[2]

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[1] For the purposes of this evaluation, Human Capital is defined to be the collection of skills, knowledge and experience in a population and is viewed in terms of its contribution and value to Kosovo economic development.
[2] These ministries have been restructured in 2020 as part of an overall ministerial reform. The titles here refer to the titles as of the time of design.

Methodology

6. The evaluation used a mixed-methods approach, drawing on pre-existing documentation, pre-existing quantitative data, and combined with qualitative interviews with key stakeholders. In total, 56 persons (65 percent women) were interviewed during the evaluation representing a mix of government, UN, donors, and civil society members. In addition, more than 100 documents were reviewed that were made available from the SPO and respective ministries.

7. The evaluation team was composed of two evaluators. The evaluation team was also shadowed by six student volunteers to amplify youth participation and as capacity building for the youth. The student volunteers participated in the virtual interviews, supporting the evaluation team (ET) with notetaking in the data analysis and writing up their impressions and thoughts on UNICEF's programme and evaluation process. The youth volunteers also participated in the debriefing sessions and data analysis exercises and helped build the conclusions and recommendations for the evaluation.

8. The evaluation approach had to be adjusted to account for the COVID-19 pandemic and the subsequent travel restrictions. These restrictions meant that the evaluation shifted to a fully remote approach in which all the interviews were carried out through virtual platforms. Three in-person learning workshops were carried out during the inception phase and initial data collection phase including an initial training on the principles of evaluation and application for government with the SPO, a presentation of preliminary findings and recommendations to a workshop with representatives from the OPM, and a presentation to the Evaluation Reference Group (ERG).

Findings

9. **Relevance**: The NDS HC1 design process was rigorous, and evidence based. The priorities identified in the NDS HC1 are relevant, although perhaps not sufficient to cover all development needs. The NDS HC1 has the potential to serve as an important medium-term instrument between mandates and could provide an important mechanism for orienting towards external frameworks such as the SDGs and the EU ascension agenda (termed the Programme for the Implementation of the Stabilization and Association Agreement (SAA)).

10. In terms of challenges, the activities, and measures in the NDS HC1 focus almost exclusively on economic growth aspirations through strengthening education and enhancing employability. Other wellbeing considerations such as health, culture, or social cohesion are not present. Finally, the strong economic growth orientation of the NDS HC1 limits the degree to which transversal equity themes are able to be considered and as such, gender and access considerations are not strongly visible in the NDS HC1 and this is a critical gap.

11. **Effectiveness**: There has been some progress made against the measures and activities, but there has been lower rollout than anticipated as per the targets set. Out of the 101 KPIs, 23 have made good progress or were completed, 30 have made some progress while 48 were rated as having limited or no progress yet. The measures and activities that have the highest rates of success are those which were resourced by donor support.

12. The implementation rate of the measures that attracted substantial donor funded projects was higher than for those that relied more broadly on government funding for three reasons. First, the donor funded projects tended to have standalone planning processes including the development of targets, the definition of specific responsibilities for implementation, and the development of a structured timeline for implementation. Second, the donor funded projects within the measures used a specific resourcing framework with the funds for the project activities allocated and earmarked for specific use even if conveyed through the

government. Finally, reporting processes were regular, focused specifically on the outlined project activities with factors provides for any delays in implementation.

13. The macro-level economic indicators have improved modestly since 2016, but the NDS HC1 contributions to these gains is likely to have been minimal due to the relatively low completion rates of activities and the fact that there are declines in the outcome level indicators related to the respective measures. If almost half of all KPIs are reported as having had no progress and if the indicators at Measure-level that do exist for the NDS HC1 tend to show declines from 2015 even as the macro-level indicators show gains, then it is reasonable to assume that modest macro-level progress is being supported from other sources than NDS HC1 activities per se.

14. **Efficiency**: It is not currently possible to answer the TOR evaluation question on how the financial resources were used for the NDS HC1 implementation because of the structure of the budgeting and resource allocation process. The NDS HC1 action plan in 2017 did develop a costing estimate disaggregated to the level of activities including a description of which percentage of costs would come from government of Kosovo and which percentage of costs would come from donor contributions. However, the way that financial resources are recorded in the Ministerial reporting does not identify resourcing allocations by NDS HC1 activity. Sectoral workplans disaggregate by other dimensions.

15. Based on the available evidence, the allocations to NDS HC1 activities were not commensurate with the costing estimates in the NDS HC1 action plan and NDS activities tended to not receive priority during budgeting. The NDS HC1 measures were not harmonized enough with budgetary allocations linked with budget law and ministries were not under obligation to allocate funding per the NDS HC1 activities even though this was requested from the SPO. While some of the ministerial budgets were connected to the NDS HC1 activities, there was no internal requirement in government for the NDS HC1 identified activities to receive priority in funding. As a consequence, NDS HC1 activity progress is highly aligned with voluntary commitments – especially donor commitments.

16. **Sustainability**: within the frame of a policy evaluation focuses on two dimensions: 1) To what degree can the NDS HC1 itself be sustained within the processes and frameworks of government? And 2) to what degree can the results that were achieved in the past NDS cycle be sustained going forward.

17. For the first component, sustainability would involve the degree to which the NDS HC1 is integrated with external and internal frameworks (synergies), including the degree to which the NDS HC1 is aligned with, and integrated into, existing government processes and mechanisms. Compared to the 2018 mid-term review, the NDS HC1 performance through the second half of the cycle has declined slightly in the subsequent years. This is because the NDS HC1 is not well integrated into other government processes which reduces the degree of prominence that the NDS HC1 have in shaping policy, strategies, and implementation of government workplans and orienting government priorities. Government turnover has increased during the NDS period as well with four different Governments taking power since the inception of the NDS.

18. The second component considers the degree to which the results of the NDS can be sustained. Sustainability of results in the case of the NDS HC1 would involve three levels: i) whether there is a sufficient legal or regulatory framework in place; ii) whether there are sufficient systems, processes, or assets developed; and iii) whether there is sufficient human technical capacity development related to the systems, processes, or assets including both contracting and training human resources.

19. For the NDS HC1 overall, achievement rates at any level have been relatively low. Over the entire NDS HC1 activities, 28 percent of the listed level 1 activities (laws and regulations)

were achieved. Level 2 activities had a similar achievement rate (24% achieved or good progress) related to establishing centres or building infrastructure or systems. The lowest achievement rates were related to those activities connected to trainings or contracting people (15%). This is triangulated from stakeholder observations in interviews.

20. The implications for sustainability of the results is that the results of the NDS HC1 are not likely to be able to be sustained. The most gains have been in the foundations established by the creation of the necessary draft laws and regulations and the beginning of the establishment of systems and assets accompanying the measures. However, there remains more to be done in terms of training and contracting the people – to build the requisite technical capacity – to manage the assets or implement the laws.

Conclusions and Recommendations

21. Based on the patterns in the findings, a few key observations stand out as important regarding the first NDS HC1 for Kosovo and implications for the next design process.

22. **Build on the achievements of the existing NDS HC1**. Although slower than anticipated, there has been progress towards a number of the current NDS HC1 measures and activities. A new NDS HC1 should include a review of progress milestones to date in the respective measures including an overview of the state of progress towards each measure.

23. **Reframe the NDS HC1 towards a more strategic, human development orientation**. This includes restructuring the NDS HC1 architecture towards a 'strategy of strategies' rather than a prioritization of priorities. Reorienting the NDS HC1 towards human development rather than exclusively on human capital. Because a national development strategy should involve all aspects that connect to quality of life for citizens, the strategy should encompass more than economic growth. The NDS HC1 should maintain a multi-year scope for bridging mandates and should continue to be aligned with the 2030 agendas of the EU and the SDGs. The strategy should integrate transversal priorities of gender, equity, access, and environmental sustainability more visibly across all pillars measures and activities.

24. **Integrate the NDS HC1 more closely into existing government systems**. This includes ensuring the integration of the NDS HC1 sectoral strategies and workplans through a stronger cross-check mechanism. Establishing Administrative Instructions for the Budget Department of the Ministry of Finance, Labour, and Transfers (MFLT) on NDS HC1 costing opinions and resource prioritization and revising the budget law for clarifying roles and responsibilities in ministry budget departments. Finally, consider establishing Administrative Instructions from the Ministry of Local Government to Municipalities for prioritizing budgeting for NDS HC1 activities at the municipality level.

25. **Increase the mechanisms for accountability and reporting against the NDS HC1**. This includes developing systems for tracking progress against the NDS HC1 activities including reporting on the completion of NDS HC1 activities in Ministry workplans. Develop monitoring and reporting templates that disaggregate achievements and expenditures by NDS HC1 measures and activities which should be shared with the OPM and Assembly annually. Increase the alignment of existing management data through linking databases and increased sharing of data between Ministries and departments. Increase public monitoring of the NDS HC1 through publishing of raw data for public dashboards.

26. **Systematize high level political ownership of the NDS HC1**. The NDS HC1 currently is highly dependent on individual motivations which can fluctuate through government transitions. Political will for supporting the NDS HC1 should seek to be strengthened through systematizing the NDS HC1 ownership including broad based political representation at supervisory and management levels beyond the OPM and SPO itself. One

way to do this would be through the formation of an expanded NDS HC1 Steering Committee comprised of a combination of OPM and Assembly representation and including civil society to build increased external accountability and ownership of the NDS. This committee would have to have a mandate for annual review of the NDS HC1 progress. In addition to the legal alignment cross-check mechanisms referred to earlier, this could include empowering the SPO for coordinating with other government bodies responsible for the elaboration of government workplans and resourcing to enforce greater attention to the integration of NDS HC1 activities and measures in government resourcing, workplans, and reporting.

27. **Recommendations**:[3]

28. The following recommendations are focused on the HC1 pillar only as this is the scope of the evaluation. However, the overarching recommendations would have relevance for informing the overall NDS as well.

Recommendation 1: NDS HC1 Measure Progress Review. The SPO/OPM should support a review process in the design of the new NDS HC1 that describes existing milestones achieved in each measure and identifies which next steps are required in each measure. This could be part of a SWOT analysis for the upcoming NDS design but could also be based on the data provided in this evaluation report.
Recommendation 2: Strategy of Strategies Architecture. The SPO/OPM should re-orient the NDS HC1 focus towards emphasizing the NDS HC1 as a strategic compass to orient other sectoral strategies.
Recommendation 3: Sustainable Development Orientation. The SPO/OPM should re-orient the NDS HC1 focus not solely towards economic growth but to also include a more holistic development agenda that visibilize sustainability and wellbeing elements.
Recommendation 4: External Frameworks Alignment. The SPO/OPM should refine the alignment of the NDS HC1 with the SDGs and Implementation of the SAA frameworks through better integration and monitoring of these frameworks. The NDS HC1 could become the overarching tool for the localization of the SDGs in line with the SDG Resolution.
Recommendation 5: Strategic Results and Action Plan. The SPO/OPM should maintain the existence of an NDS HC1 Action Plan and Performance Results Framework in the new NDS HC1, but these should be aligned with the strategic re-orientation of the NDS HC1 to be more a strategic compass rather than a project action plan.
Recommendation 6: Sectoral Planning Integration. The SPO/OPM should strengthen how the NDS HC1 is integrated into the ongoing national planning system and the NDS HC1 should serve as the basis for the development of sectoral strategies and workplans.
Recommendation 7: Sectoral Cross-check mechanism. The SPO/OPM should update the guidelines and Administrative Instructions for strategy development to establish a strengthened cross-check mechanism to ensure that sectoral strategies and workplans are in alignment with the NDS HC1.
Recommendation 8: Resourcing Integration. The SPO/OPM should establish a strengthened mechanism to ensure funding of NDS HC1 activities through Ministerial budget allocation.
Recommendation 9: Sub-national Integration. The SPO/OPM should establish a strengthened mechanism to ensure the linkages of the NDS HC1 strategies with municipal planning and resourcing.
Recommendation 10: Strengthened internal monitoring. The SPO/OPM should establish a strengthened mechanism to ensure the systematic internal monitoring of NDS HC1 progress through mandated data collection exercises related to both financial allocations and expenditures and activity progress.
Recommendation 11: Establish a civil society monitoring of the NDS HC1. The SPO/OPM should establish a mechanism to ensure there is a public monitoring of NDS HC1 progress.
Recommendation 12: Political Ownership Structures. The SPO/OPM should establish a strengthened mechanism to ensure there is sufficient political ownership of the NDS HC1 by including both broad-based political representation from different levels in steering committees commissioned to review progress against the NDS HC1 and instruct follow-up when implementation delays occur.

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[3] Recommendations in the executive summary only include key headlines. The recommendations in table 13 provide the more detailed sub-recommendations as part of the overall action plan.

1.0 INTRODUCTION

1. This Evaluation Report (ER) is for the end of cycle evaluation of the Human Capital[4] Pillar (HC1) of the Kosovo National Development Strategy (NDS) 2016-2021. This evaluation is commissioned by the Strategic Planning Office (SPO) within the Office of the Prime Minister (OPM) of Kosovo and supported by UNICEF Kosovo and covers the period of the NDS from 2016-2021. The timing of this evaluation aims to inform the Kosovo Institutions and the Office of the Prime Minister, and other stakeholders on the progress of the NDS and lessons learned and to present recommendations for informing the design and development of the next cycle of the NDS (2022-2030).

2. **Inception Phase**. During the inception phase (April-July 2021), the evaluation team and evaluation manager (EM) gathered relevant background information on the NDS and the context in which it is being implemented; as well as identified different stakeholders for interviewing regarding their priority areas of learning from the evaluation; and to begin making detailed plans for the data collection and analysis phases of the process. Desk review of shared documentation were reviewed prior to the finalization of the Inception Report (IR).

3. Representatives from different stakeholder groups were consulted during the inception phase, including the Strategic Planning Office (SPO) in the Office of the Prime Minister (OPM) and UNICEF.[5] One significant issue identified during the inception mission has been that the drafting of the next NDS was already ongoing. As a consequence, the evaluation process would need to take measures, such as the sharing of preliminary findings to feed into the new NDS design process, even before the evaluation exercise could be completed. The inception phase also identified the importance of a learning-focused approach in the evaluation including planning for the elaboration of two workshops for capacity strengthening; one just after the inception phase for technical staff regarding general evaluation principles, and one during the reporting phase to facilitate the development of management response and action steps based on the NDS HC1 evaluation recommendations. These are described in more detail in subsequent sections of this ER. As part of the learning-focused approach, the NDS HC1 evaluation process included the participation of youth volunteers who accompanied the evaluation process as part of a practicum process and for professional development. This youth-accompanied component is described in more detail in section 4.2 and the Terms of Reference is included in Annex 11.

Context Description

4. Kosovo is categorized as upper middle-income with a GDP per capita in 2021 estimated at US$4,312.[6] According to the World Bank, Kosovo is "one of the four places in Europe that have experienced economic *growth since the onset of the global financial crisis in 2008*."[7] Despite the growth trend, inequality is high, and children and youth are particularly vulnerable. With 18 percent of the population living below the poverty line, Kosovo remains to be the poorest in Europe.[8] Kosovo has one of the highest percentages of economically inactive populations in Europe [9]According to the 2020 (Third quarter) Labour Force Survey (LFS), the inactive workforce in Kosovo is considerably high at 69.9 percent, with a major disparity between women (85.6 percent) and men (53.8%).[10] The general employment rate is

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[4] For the purposes of this evaluation, Human Capital is defined to be the collection of skills, knowledge and experience in a population and is viewed in terms of its contribution and value to Kosovo economic development.
[5] Annex 7
[6] World Bank: Kosovo Overview 2021.
[7] World Bank. 2019. *Kosovo.* https://www.worldbank.org/en/country/kosovo
[8] UNICEF. 2019. Kosovo Gender Programmatic Review.
[9] You, D. (2016). Kosovo in its Early Demographic Dividend Stage
[10] KAS. 2020. *Labor Force Survey in Kosovo,* https://ask.rks-gov.net/en/kosovo-agency-of-statistics/add-news/labour-force-survey-q3-2020>

30.1 percent with youth and women among the most disadvantageous in the market force.[11] The non-tradable sectors dominate the economy and the jobs market followed by industry (17.5% of GDP), manufacture (11% of GDP), and agriculture (8% of GDP).[12] Kosovo's economic growth is also heavily reliant on remittances. The rural areas have lower economic and social indicators and thus are more vulnerable than the urban areas.[13] Table 1 presents an overview of Kosovo's key indicators.

TABLE 1: KOSOVO OVERVIEW KEY STATISTICS[14]

Population, million	1.8
GDP, current US$ billion	7.9
GDP per capita, current US$	4312
Human Capital Index %	56
Life Expectancy at Birth, years	76.7
Survival to Age 5, %	99

5. Administratively Kosovo is divided into 38 municipalities. A strong focus of the government in the last decade has been over the decentralization process as a way to improve services at the local level, increase local representation and defuse ethnic tension.[15] The decentralization has however highlighted discrepancies in full and equitable child rights such as variable quality in resourcing for educational attainment and access to health services and lack of capacity at the local level to implement various reforms.[16] In terms of reforms, Kosovo has signed a number of key EU agreements including the EU-Kosovo Stabilization and Association Agreement (SAA) in late 2015 and is implementing the European Reform Agenda (ERA) since 2016 as "a useful tool to guide the implementation of EU related reforms in the SAA context ."[17] The 2019 EU Report on Kosovo emphasis the progress made by Kosovo in aligning to EU legislation and implementing certain EU-related reforms. Kosovo has shown also good regional collaboration and participation in most regional fora.

6. Overall public expenditure on social services has increased over time but remains relatively low and insufficient to ensure universal access and coverage. Education and health, two of the significant building blocks for the development of human capital, are underfunded, and this is a key reason behind the Human Capital Index (HCI) score of 56 percent. The HCI indicates that children are only reaching 56 percent of the potential they would have had with complete education and full health. This is a loss of 44 percent of their potential earnings because governments are not currently making effective investments in their people to ensure a healthy, educated, and resilient population ready for the workplace of the future.[18]

7. Currently, social services in Kosovo are decentralized at the municipality level, however, the funding, as well as several services such as the services for children without parental care, services for people with disabilities, and others, remain centralized at the national level. The fund allocation for social services in health and education is below the EU average. The spending on health is 3.8 percent of the GDP, which is significantly lower than the EU average of 7.1 percent.[19] Similarly, the spending on education is comparatively low at 4.1

[11] KAS. 2020. *Labor Force Survey in Kosovo* < https://ask.rks-gov.net/en/kosovo-agency-of-statistics/add-news/labour-force-survey-q3-2020>
[12] World Bank. 2020. *Kosovo Overview*.
[13] UNICEF2019. Terms of Reference: Independent Evaluation of UNICEF Programme in Kosovo; Kosovo Agency of Statistics, 2019. Consumption Poverty in Kosovo 2012-2017.
[14] World Bank. 2019. https://www.worldbank.org/en/country/kosovo
[15] Royal Norwegian Embassy and Friedrich Ebert Stiftung. 2016. Necessity to Rethink Decentralization
[16] UNICEF. 2019. Situation Analysis of Children and Women in Kosovo
[17] EU. 2019 *Kosovo Report*, p. 1
[18] World Bank (2020). Kosovo Human Capital Index.
(https://databank.worldbank.org/data/download/hci/HCI_2pager_XKX.pdf?cid=GGH_e_hcpexternal_en_ext)
[19] UNICEF (2019). *Situation Analysis of Children and Women in Kosovo*

percent of GDP, with most of the funding spent on wages.[20] Social protection spending has seen an increase in recent years form 3.6 percent of the GDP in 2009 to 6.1 percent of the GDP in 2016.[21] The coverage of the population by social protection programs, in particular social assistance among vulnerable groups, remains low.[22] As a result, according to the Human Capital Index, a child born in Kosovo today will be 57 per cent as productive under the current human capital conditions than if they had enjoyed a complete education and full health support.[23]

8. **Youth and Economic Empowerment**. Kosovo has a very young population with over half of its 1.8 million inhabitants under 30 years of age and 31 percent under the age of 18.[24] As these citizens age into the workforce, there is opportunity to take advantage of this "demographic dividend" to spur economic development if appropriately seized. Some estimates project that by 2030, the adult population within the workforce ages will have increased by 10 percent.[25] However, according to the policy notes for the initial NDS design, there is concern that significant migration from Kosovo of working age and educated young people can accelerate population ageing and reduce the advantages of this demographic dividend. According to a UNICEF study on the demographic dividend in Kosovo developed in 2015, the window of opportunity to rely on this potential labour force to spur economic development can be narrow and is expected to close by the mid-2030s. Key policy recommendations to take advantage of this opportunity suggested by the UNICEF research would focus on investment in human capital, enhancing labour market mobility, reducing barriers for female labour participation, strengthening savings, and creating new opportunities for employment. Adapting education and technical training to meet the demands of the emerging labour market is a particularly important foundational concept for taking advantage of this emerging dividend in Kosovo.[26]

9. **Education**. The NDS has prioritized investing in human capital in education through the expansion of preschool education.[27] Access to early education programmes for children aged 36-59 months is very low at 15 percent compared to an EU average of over 80 percent.[28] The development-focused family practices are poor, leading to low child development indexes particularly for the cognitive dimension.[29] Quality and inclusive education in Kosovo remain key concerns. There is a lack of data for the inclusion of children with disability and their access to education. The enrolment of children from Roma, Ashkali and Egyptian communities in compulsory education is below the national average at 85.5 percent for primary and 64.4 percent for lower secondary, while upper secondary school enrolment is 31.1 percent.[30] Roma, Ashkali and Egyptian girls are more disadvantageous than boys and are often forced to early marriage.[31] Learning inequality can also be observed in the achievement gap between the poorest and richest students, estimated at 1.5 years of schooling for Kosovo (66 PISA points).[32] The World Bank (2020) states that "children in

[20] Institute Gap. (2018). *2019 Draft Budget: An analysis of income and expenses.* <https://www.institutigap.org/documents/57498_2019draftbudget.pdf>
[21] World Bank (2018). *Kosovo Social Protection and Health Expenditure Note.* <(http://documents.worldbank.org/curated/en/190411561720305500/pdf/Kosovo-Social-Protection-and-Health-Expenditure-Note.pdf>
[22] World Bank (2018). *Kosovo Social Protection and Health Expenditure Note.* < (http://documents.worldbank.org/curated/en/190411561720305500/pdf/Kosovo-Social-Protection-and-Health-Expenditure-Note.pdf
[23] World Bank (2020). Kosovo Human Capital Index. (https://databank.worldbank.org/data/download/hci/HCI_2pager_XKX.pdf?cid=GGH_e_hcpexternal_en_ext)
[24] Kosovo Agency of Statistics. Population Estimate 2017
[25] UNICEF. 2016. Kosovo in its early demographic dividend stage – a time sensitive opportunity.
[26] Ibid
[27] Government of Kosovo. 2016. *National Development Strategy;* FISCUS,2017. *The Cost of Introducing Universal Early Childhood Education in Kosovo.*
[28] UNICEF. Kosovo MICS Survey data 2020.
[29] UNICEF. 2018. *Kosovo Theory of Change: Kosovo Program 2019-2020*
[30] UNICEF. Kosovo MICS Survey data 2020.
[31] UNICEF. 2019. Situation Analysis for Children and Women in Kosovo.
[32] World Bank. 2020. *Western Balkans Regular Economic Report: The Economic and Social Impact of COVID-19.*

Kosovo who start school at age 4 can expect to complete 13.2 years of pre-primary, primary and secondary school by age 18. However, when years of schooling are adjusted for quality of learning, this is only equivalent to 7.9 years: a learning gap of 5.3 years."[33] The 2018 PISA[34] results suggest that over 78 percent of 15-year-olds in Kosovo are functionally illiterate (performing below Level 2 of proficiency in PISA).[35] In 2020, among youth aged 7-14, only 41 percent had foundational literacy[36] and 42 percent had foundational numeracy[37].[38] The high unemployment rates among those with tertiary education (20.7 percent in Q3 2020) indicates a mismatch between the education system outcomes and labour market needs.[39]

10. **Gender**: The situation of women in Kosovo is influenced by strong social norms, social expectations, and traditional practices. Gender roles are constructed at the family and are reinforced in school and community settings. Conservative social norms result in the low participation of women in the labour force and in society in general. Although there are no reliable information on the prevalence of women being subjected to gender based violence over their lifetimes, one quarter of women from 15-49 years of age justify their partner's violence toward them.[40] Only one in five women of working age are active in the labour market as opposed to three in five men.[41] Other barriers for women's participation as valuable members include family responsibilities, limited access to quality and affordable child and elder care, the high cost of maternity leave for employers and women's limited access to assets and productive inputs.[42]

11. **Policy Framework**: During the period under review, Kosovo established several key central plans and documents to create the foundation for an equitable and more inclusive society. These include general sectoral strategies for each ministry, the Child Rights Monitoring Strategy and Action Plan 2019-2023. The Concept Document of the Law on Local Finances has also foreseen the creation of the specific grant for social services approved by the Government, and the Concept Document on Social and Family services will clearly define the mandate of different institutions including coverage, types and quality of services, monitoring and inspection, and financing.[43] Finally, the approval of the Child Protection Law in 2019 confirmed the commitment of stakeholders to establishing an integrated child protection mechanism throughout Kosovo.[44]

Subject of the Evaluation: NDS 2016-2021 - Human Capital Pillar

Overview, Pillars, and Alignment

12. The NDS (2016-2021) is the first one developed by the Kosovo Government and serves as a strategic document for all development planning in Kosovo. The NDS aimed to develop a list of priorities under an umbrella strategy which would allow building synergies between initiatives, prevent institutional overlap, and yield higher performance efficiency, orientation of support of the development partners and establish a basis for public accountability. The NDS is organized across four thematic pillars: human capital, good governance, industrial

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<(http://documents1.worldbank.org/curated/en/590751590682058272/pdf/The-Economic-and-Social-Impact-of-COVID-19-Education.pdf)>
[33] World Bank. 2020. *Human Capital Index for Kosovo*
[34] Programme for International Student Assessment, supported by the OECD.
[35] World Bank. 2020. *Western Balkans Regular Economic Report: The Economic and Social Impact of COVID-19.*
<(http://documents1.worldbank.org/curated/en/590751590682058272/pdf/The-Economic-and-Social-Impact-of-COVID-19-Education.pdf)>
[36] Children can read 90% of words in a story correctly, answer three literal comprehension questions and two inferential comprehension questions.
[37] Children can perform a number reading task, a discrimination task, an addition task, and a pattern recognition task.
[38] UNICEF, Kosovo MICS Survey data 2020.
[39] Agency of Statistics of Kosovo. 2020. Labor Force Survey Q3 2020.
[40] UNICEF. Kosovo MICS Survey data 2020.
[41] Agency of Statistics of Kosovo. 2020. Labor Force Survey Q3 2020.
[42] UNICEF. 2019. Kosovo Gender Programmatic Review
[43] UNICEF (2018). *Theory of Change: Kosovo Programme 2019 – 2020*
[44] UNICEF (2019). RAM

development, and infrastructural development. As a supplement to the NDS, the NDS Roadmap, prepared in 2017, outlined a more detailed implementation plan which included costing, as well as implementation and activity indicators.

13. Pillar 1: Human Capital (HC1), the subject of this evaluation, is oriented around the promotion, creation, and sustaining of a productive, skilled, and innovative labour force. The underlying logic is that this is a determining factor for successful national development. This is predicated on assumptions that as the labour force acquires higher skills, there will be a subsequent increase in incomes and a general improvement in the economy. Skills are not only defined as technical skills, but also include cognitive skills, such as logic and reasoning, as well as 'soft' skills such as interpersonal skills or values. Building these skills is heavily linked to the education system and the quality of education provided pre-workforce entry, although labour market skill increases may also come from migration to other settings and subsequent 'brain gain' from diaspora returnees.

14. In terms of overall resource allocation for the NDS, the bulk of the resourcing for the NDS is allocated to Pillar 4: Infrastructure Development ,which comprises nearly 95 percent of the total resourcing for the NDS. In comparison, Pillar 1: Human Capital comprises 3.4 percent of the total resourcing, and it is the second highest resourced pillar, with about 3-4 times the amount of resourcing as Pillar 2 (Good Governance) and Pillar 3 (Competitive Industries) (Table 2). This suggests that although all Pillars are considered necessary for national development, there has been an extra attention given to infrastructure development in comparison to the other pillars. The following Figure summarizes the relative resourcing estimates based on the initial resourcing plan for the NDS.

TABLE 2: NDS COSTING PER PILLAR (EUROS)
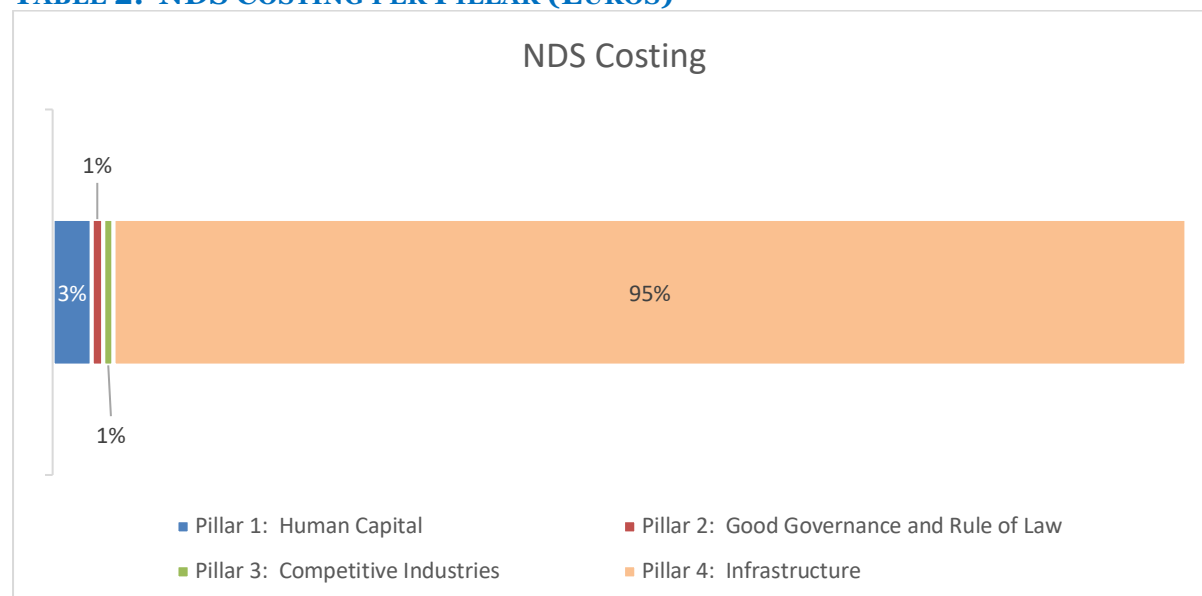
15. **Macro-Impact contributions**: The NDS articulates a series of 16 macro-level indicators that should reflect positive changes if the NDS measures are successful. These are clustered under four general categories: Economic Growth, Labour Market, Social Cohesion, and Investments and Trade (Table 3). Although all pillars contribute either directly or indirectly towards all macro-level indicators, the most relevant indicators for the human capital pillar are those related to the labour market. The GAP Institute recently completed a review of the progress of some of these macro-level indicators to 2019[45]. Some of the social cohesion indicators are not included as they had not been remeasured before the GAP report was

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[45] Reference to GAP Institute study

published. Results against macro-level indicators are described in Section 3, under Effectiveness.

TABLE 3: NDS MACRO-INDICATORS PERFORMANCE[46]

Theme	#	Indicator	Unit
Economic Growth	1	GDP per Capita	EUR
	1.1	Annual Real Rate of Growth GDP	%
	2	GFCF[47] (% of GDP)	%
Labour Market	1	Employment to Population Ratio	%
	2	Unemployment[48]	%
	2.1	Youth Unemployment[49]	%
	2.2	Share of Youth NEET[50]	%
	3	Labour Force Participation Rate[51]	%
	3.1	Labour Force Participation Rate of Women[52]	%
Social Cohesion	1	% of people in poverty	%
	2	HDI[53]	Index 0-1
Investments and Trade	1	Overall FDI inflows	Million Euro
	1.1	FDI as share in GDP	%
	2	Private Investment as a share in GDP	%
	3	Export to Import Ratio	%
	4	Share of exports in GDP[54]	%

16. There are no macro-level indicators that specifically focus on the education system capacity itself but there are associated performance indicators for the education system described in the NDS Roadmap such as PISA score improvements. Annex 3 provides a more detailed description of all performance indicators associated with the Human Capital Pillar at the macro and activity level.

17. **NDS Framework Alignment**: Although the main focus of the NDS has been economic growth, the implementation of the NDS was meant to serve as a vehicle to also advance Kosovo's European Integration agenda. As a result, at the time of the design of the NDS in 2016, there were attempts to harmonize the NDS measures with the National Stabilization Association Agreement (SAA) and its implementation programme for the adoption of EU acquis.

18. **NDS HC1**: The subject of the evaluation is the NDS HC1 component inside the overarching NDS and all subsequent analysis and findings are reported against the NDS HC1 only. Although there is not a specific Theory of Change (TOC) for the NDS HC1, there are implicit assumptions embedded in the measures and rationale behind the Human Capital Pillar that imply what are the key barriers impeding human capital development in Kosovo and entry into the labour market. These implied barriers and assumptions for redress embedded in the policy notes for the NDS HC1 are an "implied TOC".

19. The NDS HC1 and the NDS HC1 Roadmap indicate that the major key barrier to entry into the labour market is insufficient skills and knowledge of the population – particularly the youth population (15-24 years). Three key barriers impede human capital development in Kosovo: i) Children are not entering into education programmes or are entering too late, ii) The quality of the education provided in schools is insufficient to build human capital, iii) The educational system and curriculum is not adapted to the knowledge and skills needs of

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[46] Source: Roadmap for Implementation of the NDS 2016-2021.
[47] Gross Fixed Capital Formation
[48] Percent of total labour force)
[49] 15-24 years
[50] Not in Education, Employment, or Training
[51] Total Population 15+ years
[52] Total Population 15+ years
[53] Human Development Index
[54] Goods and services

the modern labour market. These barriers form the foundation of activities within the Ministry of Education, Science, and Technology[55] with a particular emphasis towards building schools and setting up the certification and accountability mechanisms.

20. A second key barrier is that citizens are reluctant to enter the labour market because of poor treatment including the lack of contracts and poor working conditions. This is somewhat at odds with the stated logic of the first barrier – that it is the population itself that is lacking in the sufficient human capital to enter the labour market.

21. The third key barrier implied in the measures is that the human capital is low in the Kosovo population because of the brain drain within the diaspora and that the human capital can be strengthened by developing incentives to attract and contract diaspora to engage in the labour market within Kosovo (or the education system).

22. Because of these barriers, the NDS HC1 places a strong emphasis on measures seeking to strengthen the education system, and its connection and applicability to the labour market and the economy. There are seven distinct measures articulated under Pillar 1 (Table 4). A full description of the NDS measures, activities, lead agencies, and costing is found in Annex 3.

TABLE 4: HUMAN CAPITAL PILLAR MEASURES

Measure	Rationale
1. Increased inclusion of children in pre-school institutions	This will allow better success at higher levels of education, decrease inequality, and increase the participation of women in the labour market. Children may learn while their mother is working.
2. Improved quality of teaching in the primary and secondary education	This is a pre-requisite for better success of the education system and strengthening the skills of youth for the labour market. As teachers become more qualified, the quality of education received by the children should improve.
3. Improved correlation between skills acquired in education and labour market needs	This will contribute to driving down unemployment and promote the growth of Kosovar industries. Students from vocational schools or universities should therefore find it easier to obtain employment upon completion of studies as well as practical work during their studies.
4. Strengthened mechanisms of accountability and certification in the education system	If schools and teachers are held accountable for their work and are rewarded for the quality of their work – this will improve the quality of education received by children.
5. Improved expenditure in planning in the education system	This will increase the efficiency of the education system and should allow savings to the budget by diverting funds from areas of lower priority to areas of higher priority.
6. Decreased level of informal employment	Formal employment allows for better protection of workers and more structured advancements. Workers should be able to benefit from pensions, better access loans, and work under better labour conditions.
7. Concrete recruitment of experts and diaspora students	This will allow for the transfer of skills and knowledge obtained by the diaspora community abroad for the national development of Kosovo and strengthen ties to their homeland. Technology experts may be financially supported while developing projects for Kosovo institutions or private companies for long-term production.

23. In 2018, the Kosovo Assembly adopted the Resolution on Sustainable Development Goals (SDGs). The SDGs were closely aligned and reported as part of the NDS HC1 including the integration of additional core social indicators in health, education, employment, and social

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[55] Old title, changed since the design of the NDS.

welfare.[56] The NDS HC1 alignment with the 2030 Agenda for Sustainable Development was intended to accelerate the SDG implementation agenda for Kosovo. In addition, the NDS was aligned with the sectoral strategies aiming to maximize results for economic development, education, and employment. The NDS HC1 is aligned with the SDG framework – reflected in the NDS HC1 action plan of 2017. In terms of equity and human rights, the NDS HC1 articulates action steps for improving systems that provide services to all. However, two vulnerable populations described in the Human Capital pillar are women and rural populations who have limited access to national services.

NDS Implementation and Progress

24. The Implementation of the NDS was envisioned to become an essential component of the Integrated Planning System in Kosovo. The rationale for its centrality included the following assumptions: the NDS measures should have priority in resource allocation and will be monitored closely, including the Prime Minister's direct attention; the NDS measures should receive full financial coverage, with preferential access to any additional resources from the government budget or development partners as available; Ministers and Institutions responsible for NDS priorities should develop clear guidelines for NDS implementation of its objectives. It was recognized the two key challenges would include potential political turnover as well as the difficulty in tracking expenditures within the financial system in alignment with the activities planned within the NDS.

25. In 2018, a mid-term review (MTR) was carried out of the NDS implementation and its progress. The report noted that for NDS HC1, strong progress had been achieved in some important areas such as the professional development of teachers and the introduction of national student examinations to measure learning achievements. In addition, the mid-term review noted that, the anticipated rollout of a new education information system at the time was assumed to be nearly complete and upgrading school inspections has progressed.[57] Related measures for reducing informal employment and improvements in labour market inspections were also cited.

26. The MTR report also noted that delays under the pillar were often linked to systemic changes and the ongoing institutional development. For example, the Standards and Evaluation Agency had not yet been established because of a wider public administration reform was undertaking a review of executive agencies. This led to delays in the capacity development of the National Qualification Agency and Kosovo Accreditation Agency which in turn had a knock-on effect of delaying implementation of a teacher grading and licensing system, and key tools for professional education, such as forecasting or reviewing financial formula were also delayed. The MTR also noted that there had been little done to attract diaspora experts and students to the national education system. The report highlighted a series of potential adjustments and recommendations for implementation.

27. In 2021, the process began for the conceptualization and design of the new NDS (2022-2030). Due to Government transitions, the MTR recommendations were not followed up on but can still be taken into consideration in the design of the new NDS. The new NDS design is expected to be completed by 2022 and the findings from this evaluation of the current NDS should inform the design of the NDS and the selection of activities in the NDS action plan. The following table summarizes the important process landmarks in the current NDS.

TABLE 5: IMPORTANT MILESTONES IN NDS 2016-2021

Year	Milestone
2014-2015	Consultation and Design process for NDS
2016	NDS Finalized and Approved

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[56] UNICEF (2019). Terms of Reference: Independent Evaluation of UNICEF Programme in Kosovo
[57] Although a finding rather than background description, just to note that the education information system has not yet been rolled out.

2017	Elaboration of NDS Action Plan (Implementation and Resourcing Plan)
2018	First report on the implementation and results of NDS (also called Mid-term review)
2018	Stock-taking exercise by GAP Institute
2020	Macro-indicator measurements by GAP Institute
2021	Current NDS Human Capital Evaluation Exercise initiated

NDS Stakeholders

28. **Stakeholders**. The leading stakeholders involved in the implementation of the NDS Human Capital Pillar involve three key Government Ministries as well as a range of supporting institutions. At the time of the design of the NDS HC1, the key Ministries were the Ministry of Education, Science, Technology, the Ministry of Labour and Social Welfare, and the Ministry of Diaspora.[58] The supporting institutions include academic, business, and development entities. Academic entities include: The Pedagogic Institute of Kosovo, Kosovo Accreditation Agency, and National Qualification Authority, Private and Public Universities, Student Networks, and schools. Business related entities include: The Kosovo Chamber of Commerce, Innovation Centre Kosovo, Professionals Networks, and private businesses. Development and Administrative entities such as UNDP, GIZ, and Donors.

29. **Stakeholder Interests in the Evaluation**. A range of stakeholders both inside and outside of UNICEF and the Office of the Prime Minister have interests in the results of the evaluation and many were asked to play a role in the evaluation process (Annex 6). Citizens are key stakeholders as ultimate recipients of the NDS HC1 measures. Other key stakeholders include institutions of Kosovo as well as those directly and indirectly responsible for design and implementation of the NDS - including representatives from line ministries, central and local levels, implementing partners and donors.

2.0 EVALUATION FEATURES

Evaluation Purpose and Objectives

30. As described in the TOR, this evaluation is intended to be a formative evaluation of the work completed under Pillar 1 of the Kosovo NDS (2016-2021) and will contribute to the design of the next NDS. The evaluation has three objectives:

- To assess relevance, effectiveness, sustainability, efficiency, synergies, and longer-term changes associated with the NDS – Human Capital Pillar - including the priority and programmatic choices made in relation to other sectoral strategies and priorities and the changing socio-economic context in Kosovo.
- Provide an independent performance assessment of the NDS 2016-2021 – Human Capital Pillar – seen in relation to expected results as indicated in the NDS roadmap monitoring framework for which the promotion of equity and gender equality are considered to form an integral part.
- Identify lessons learned and forward-looking recommendations that can inform the development of the NDS 2030.

31. The evaluation focussed on the three main objectives by applying primarily qualitative methods. The organizational scope of the evaluation was to focus on the national level results achieved under the Human Capital Pillar, in line with the over-arching priorities of the NDS. This required a review of the development process and interconnected strategic choices. It is

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[58] The Ministries were recently restructured. The Ministry of Education, Science and Technology is, at the time of this report, now called the Ministry of Science, Technology, and Innovation (MESTI), the Ministry of Labour and social welfare is now integrated under the Ministry of Finance, Labour and Transfers (MFLT), and the Ministry of Diaspora is now integrated into the Ministry of Foreign Affairs and Diaspora. For the purposes of the report, the original names of the ministries are cited throughout as they were the structure for the majority of the NDS cycle.

not anticipated that the evaluation will cover the other NDS pillars nor is it expected that the evaluation will assess the overall NDS.

32. The evaluation reviewed the relevant strategies and knowledge products relevant to the Human Capital Pillar with a focus on education, skills development, and market needs. A focus included in the TOR pertains to the issues related to equity and whether these address and contribute to human rights, SDGs, and gender mainstreaming. The original Evaluation Questions (EQ) did not necessarily reflect these components explicitly, but they have been treated as cross-cutting themes throughout the evaluation. For example, when exploring how monitoring or implementation is carried out, an assessment was done on the extent to which human rights or equity issues have been considered in the activities implemented.

33. Lessons and recommendations described in the TOR were to include (but not be limited to) four components: a) the process of stakeholder inclusion and participation in the design of the NDS;[59] b) the appropriateness and type of pillars chosen and associated priorities;[60] c) adjustments to activities to enhance contributions to Kosovo;[61] and d) mainstreaming the implementation and ownership of the NDS measures, monitoring, and reporting within the Government.[62]

34. A Lessons learned exercise on the design process of the 2014-2015 NDS preparation was supported by the European Commission, and this can serve as a foundation for the elaboration of the contemporary lessons learned.

35. Based on these expectations, the TOR presented an initial set of questions and sub-questions to be explored within each of these criteria (Annex 1). These TOR questions were subsequently refined during the inception consultations and the refinements are described in Section 4.1.

36. **Time Period under Review**: Activities conducted from the beginning of the NDS HC1 design in 2015 through to March 2021 are included in the scope of the evaluation.

37. **Evaluation Use**: The evaluation will serve the dual and mutually reinforcing objectives of accountability and learning but with an emphasis on learning. For accountability, the evaluation will assess, and report on, the performance and results achieved (intended or unintended, positive, or negative) of the NDS HC1. For learning, the evaluation will determine the reasons why, and how, certain processes and results occurred the way they did; draw lessons and derive good practices with pointers for learning from them. It will provide evidence-based findings to inform strategic decision-making around human capital development strategies in Kosovo. Lessons learnt from this evaluation are intended to be utilized to refine and improve the design of the next NDS and the implementation of its activities.

38. **Expected Users of the Evaluation**: The expected users for this evaluation are the SPO in the OPM, Kosovo institutions and other partners in NDS decision-making, notably related to adjustments in NDS HC1 implementation and/or design, and to support discussions with stakeholders regarding the elaboration of the next NDS for Kosovo. The evaluation will also serve to inform the Kosovo Government and an array of Ministries, Departments and Offices, the United Nations Agencies, donors, and CSOs on the lessons learned from the NDS HC1 and to present recommendations for future NDS HC1 activities based on the essential findings.

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[59] Part of Sub-questions 1, 2, and 6
[60] Part of Sub-questions 2, 3 and 8
[61] Part of Sub-questions 3, 5, 8, and 9
[62] Part of Sub-questions 5, 7, and 10

Evaluation TOR Questions

39. During the inception mission, the ET reviewed the original TOR questions with the SPO and other NDS stakeholders to consider how to adapt the exercise to the most relevant needs of the Kosovo Government.

40. This reflection and consultation were partly necessitated due to the timing of the NDS HC1 evaluation with respect to the overall process for the development of the next NDS (2022-2030) and to elicit the perspectives of the stakeholders who had not heretofore been involved in the construction of the original TOR questions. Table 6 presents the refined TOR questions for the entire evaluation. The implied TOC analysis and review of assumptions will serve as one of the cross-cutting exercises for informing the findings against these evaluation questions. For example, were the assumptions regarding the needs alignment and subsequent selection of the NDS HC1 measures accurate? Did the proposed measures logically connect to the achievement of the described objectives?

TABLE 6: TOR SUB-QUESTIONS BY DIMENSION

Dimensions	Sub-Questions
Relevance: To assess alignment of the NDS to existing needs of Kosovo including strategies, policies, and changes in conditions.	1. **Needs Alignment**: To what extent has the NDS (2016-2021) as a whole aligned with the needs of Kosovo, including economic equity, and the social capacity conditions the NDS seeks to address? 2. **Evidence Based**: To what extent were the NDS (2016-2021) Human Capital Pillar measures informed by evidence? 3. **Adaptation and Positioning:** To what extent did the NDS (2016-2021) Human Capital Pillar adapt to evolving priorities?
Effectiveness: evaluating the extent the NDS activities and interventions were implemented.[63]	4. **Achievement of Objectives and Targets**: To what extent have the NDS (2016-2021) Human Capital Pillar measure been achieved against the objectives and targets set? 5. **Monitoring and Reporting Framework**: To what extent has the monitoring and reporting framework been designed to inform systematic monitoring and implementation of the NDS? 6. **Gender Mainstreaming**: Has gender been effectively mainstreamed in the NDS (2016-2021) Human Capital Pillar implementation, and if not, how could it be done better?
Efficiency: To assess the cost effectiveness and operational efficiency of the NDS.[64]	7. **Cost Effectiveness**: To what extent were available financial resources used efficiently taking into account cost effectiveness and operational efficiency of the NDS (2016-2021) Human Capital Pillar with regard to human capital development?
Sustainability: To evaluate the extent to which the NDS measures are able to be sustained in the future.	8. **Alignment with strategies**: To what extent are the NDS (2016-2021) Human Capital Pillar measures aligned with sectoral and other relevant strategies and account for evolving situations with potential risks and trade-offs?[65]

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[63] Effectiveness as an OECD principle usually focused on the contribution of activities and interventions to immediate outcomes. In the context of this evaluation, this is interpreted as the effectiveness of the implementation process of the NDS.
[64] Efficiency as an evaluation dimension usually explores two categories. First, the timely completion of planned activities and second, the cost-effectiveness of the activities implemented. For the purposes of this evaluation, the first category is integrated into EQ4 under Effectiveness leaving the only the second category to be explored in this section.
[65] The TOR provides examples such as the Kosovo Education Strategy and Action Plan (2017-2021), the Social Welfare Sectoral Strategy (2018-2022), and the Youth Strategy (2019-2023) and suggests exploring others during the inception phase.

Synergies: To assess the degree to which the NDS is externally coordinated with other frameworks and priorities.	9. **Intersectorality/Synergy**: To what extent are the NDS (2016-2021) Human Capital Pillar measures aligned with SDGs and EU priorities?
Long-Term Change/Impact: To assess the contributions of the framework to observed changes in the context.	10. **Long Term Changes:** To what extent can the NDS (2016-2021) Human Capital Pillar be considered to have made a contribution to observed progress in enhancing human capital, including potential consequences of the interventions on human rights and equalities?

Evaluation Methodology

41. The evaluation used a mixed-methods approach, drawing on three general sources of information across different levels of stakeholders: i) Pre-existing **documentation** (e.g. policies, donor reports, external research); ii) Pre-existing **quantitative or qualitative** information (e.g. national-level demographic indicators, programme indicator measurement, internal datasets); and iii) **Primary qualitative** information. Principles of participation, empowerment, and appreciative inquiry were integrated into the design, tools, and analysis exercises. Based on the evaluation questions, an evaluation matrix (Annex 5) was developed that described the linkages between information and analysis sources used to identify findings and build conclusions. Further details regarding the methodology can be found in Annex 6. The interview guides for the KIIs are found in Annex 7.

42. The evaluation approach had to be adjusted to account for the COVID-19 pandemic and the subsequent travel restrictions. These restrictions meant that the evaluation shifted to a fully remote approach in which all the interviews – key informant interviews, focus group discussions, and surveys – were carried out through virtual platforms. Three in-person learning workshops were carried out during the inception phase and initial data collection phase. These were intended to provide feedback on initial findings and observations, orient key stakeholders to key evaluation principles and practices and align emerging findings to inform the design processes of the new NDS currently under development. The following table summarizes the learning workshops.

TABLE 7: LEARNING WORKSHOPS SUMMARY

Date	Title	Purpose	Participants
11 June 2021	Principles and Concepts of Evaluation	Provide an overview of the evaluation conceptual landscape and potential application for Government.	Primarily staff from Strategic Planning Office in the Office of the Prime Minister plus other Ministry representatives from NDS HC1 Ministry stakeholders
21 June 2021	Kosovo NDS Evaluation Preliminary Observations	Share preliminary findings and emerging recommendations to provide inputs into discussions related to the design of the new NDS.	Primarily representatives from Government and Office of Prime Minister involved in the design of the new NDS including consultants involved in the elaboration of the SWOT for the respective new NDS pillars.
1 July 2021	Inception Report Presentation	Presentation of Inception report and validation of initial observations from the Inception phase including preliminary recommendations to Evaluation Reference Group members	Evaluation Reference Group members representing Office of the Prime Minster and SPO as well as Ministry stakeholders involved in HC1 as well as donor representatives and international agency representatives.

43. The evaluation team was composed of two evaluators. **The evaluation team was also shadowed by six student volunteers to amplify youth participation** and as capacity building for the youth. The student volunteers participated in the virtual interviews,

supporting the evaluation team (ET) with notetaking in the data analysis and writing up their impressions and thoughts on the NDS and the evaluation process. The youth volunteers also participated in the debriefing sessions and data analysis exercises and helped build the conclusions and recommendations for the evaluation.

44. During the data collection phase, the evaluation team interviewed 56 stakeholders (65 percent women) through KIIs. These stakeholders represented the diversity of stakeholder categories connected to the NDS (Annex 9). For each KII, evaluation notes were compiled into a standardized template labelled by stakeholder and activity (Annex 7). The majority of the interviews were conducted virtually using Skype, Zoom or phone calls. However, some KIIs were able to be carried out in person by the national team member based in Prishtina.

45. **Data analysis**. Data analysis was conducted as a set of integrated briefings throughout the data collection phase through a combination of synchronous and asynchronous exercises. For the synchronous exercises, sessions were held over Zoom and using the Mural platform for visual organization. In the asynchronous work, team members were invited to do their own "homework" in Google Sheets set up against the evaluation matrix and in Mural in advance of each meeting. This approach allowed members to have time to reflect as well as to brainstorm together.

46. The evaluation team reviewed the responses from stakeholders, the quantitative data, and the document review to generate findings and conclusions against the TOR evaluation questions. All three main types of data (document, quantitative, and qualitative) had their accompanying management and analyses. Data analysis methods employed descriptive and comparative quantitative analysis, thematic narrative analysis, qualitative iterative data analysis, and contribution analysis. Key thought units were identified in interviews and then clustered into categories. Emergent themes from each category were selected for further analysis and re-categorization to identify key patterns. The data analysis is further detailed in Annex 6. All methods were triangulated both internally and across methods as feasible.

47. Due to the importance of the triangulation of findings from different sources, a vital component of the data analysis was the analysis debriefings at the end of the data collection phase. They were used to substantiate the findings and to develop conclusions and recommendations in response to the TOR questions. Triangulation involved comparing information from different sources, collected by different evaluators, and obtained from different methods.[66] In alignment with the evaluation's utilization-focused principle, initial findings and conclusions were shared with the SPO/OPM and other stakeholders from the Kosovo Government as part of the learning workshops mentioned earlier.

48. **Evaluation Limitations.** The evaluation was able to keep to the intended plan and methodology although there were some delays due to the summer month calendars in Government and the availability of stakeholders for interviews. The ET is confident of the robustness of the identified patterns and the relevance of the lessons learned to inform the new NDS design. The most significant limitation to the evaluation – as well as being an important element in the lessons learned – relates to the availability of management information[67] regarding the implementation of the NDS HC1 measures and activities. The management information does exist, but it is highly dispersed among ministries and not easily connected to the NDS itself – but rather oriented to other sectoral strategies, government workplans, or other Aid platforms. The data is also not easily available to access by non-Government representatives. The limited availability of the quantitative management data and lower-level indicators limits the availability of the degree to which the quantitative data could be used in the findings. Qualitative data from KIIs was able to provide general overviews of progress and could be used to cover some of these gaps. In

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[66] See ALNAP. Evaluation of Humanitarian Action: Pilot Guide, ODI, 2013:140 for definitions of each type of triangulation.
[67] Internal monitoring and reporting by Government against the implementation of the NDS HC1 activities and measures.

addition, the emerging importance of process-oriented consideration and management considerations were able to be assessed through the qualitative data collected in the interviews.

3.0 EVALUATION FINDINGS

Overview

49. The presentation of the findings is structured according to the evaluation TOR questions and subsequent evaluation matrix. For purposes of flow in the narrative, some evaluation TOR questions are combined. When this occurs an introductory paragraph clarifies which questions are being combined and the logic behind the combining. The findings represent the triangulation of different sources including pre-existing quantitative data, documentation, and interviews. References to a particular source, such as key informant interviews, are added for highlighting or illustrative purposes.

Relevance

50. This section assesses the alignment of the NDS HC1 to existing needs of Kosovo including strategies, policies, and changes in conditions. The TOR questions focused on three dimensions - the degree to which the NDS HC1 design was evidence based, aligned with the needs of Kosovo and the degree to which the NDS HC1 adapted to emerging priorities. However, in the course of the qualitative interviews, three additional relevance considerations emerged that were seen by stakeholders to have a strong influence on NDS HC1 performance. These were related to the architecture of the NDS HC1, the relevance of the NDS HC1 integration into existing government processes (such as budgeting, reporting, and monitoring) and the relevance of the NDS HC1 for Government itself – the degree of political ownership of the NDS HC1 within Kosovo governments. Because these elements affect the potential sustainability of the NDS HC1, these are included in sustainability and only the relevance to NDS HC1 design are covered in this section.

51. **Needs and Evidence**. The NDS HC1 needs assessment and context analysis process had been evidence based and relied on recruiting external expertise. Document review identified a number of assessments that were developed in anticipation of the NDS HC1 design. External expert consultants developed policy notes that served as the basis of the development in the NDS HC1. Line Ministries gave inputs through Working Groups and before final approval, public consultations were held. The consensus of all interviewed stakeholders involved in the design process also confirmed these observations of a rigorous and evidence-based approach.

52. The policy papers assessing the context identified a range of social, economic, cultural, and political challenges that could be used to develop the NDS HC1. Out of this range of potential elements, the two overarching themes selected in the NDS HC1 focused on strengthening the educational system and improving employability skills among Kosovo citizens. Employment and education are relevant priorities to the Kosovo context triangulated from the policy notes, other context assessments carried out by the EU, World Bank and UN Agencies, and triangulated consensus among interviewed stakeholders at all levels even if they do not capture the entirety of challenges cited in the situational analyses.

53. Among the examples of the importance of these priorities are the low educational outcomes and high levels of unemployment. The low PISA scores of 2015 served as an important notice of the degree of support required to the education system to strengthen the educational performance of Kosovar youth to match the other European countries. One of the presumed drivers of the relatively high unemployment rates – especially among youth – were linked to low employability skills and the lack of linkages between the education system

and the labour markets. There were no contradictions among the documentation and interviews regarding the importance of strengthening the quality of the education system and the importance of increasing employment rates. For example, the European Commission Annual reports on Kosovo note the continued need for addressing the skill gaps in the labour market and continuously highlighted the need for improving the quality of education and education outcomes. The UNICEF report 'Kosovo in its early demographic dividend stage' noted in 2016 that there was an urgent need to invest in human capital and increase youth employment and women's participation in the labour market. The World Bank Human Capital Index for Kosovo in 2018 showed a learning gap of 5.1 years for 18-year-olds in Kosovo compared to the European average.   Subsequent and contemporary studies still confirm that the employment and education themes upon which the NDS HC1 priorities are based are still relevant within the HC1 pillar.

54. **Relevance of implicit Theory of Change**. The NDS HC1 articulates an implicit theory of change (TOC) that heavily focuses its measures on employment and education themes and each selected measure is a proposed pathway for change with its own rationale for inclusion (Table 4). The measures chosen are considered necessary for national development based on the available studies, but the selected pathways within the implicit TOC for addressing these overarching themes have gaps or challenges that were identified throughout the NDS cycle.

55. For example, in terms of employability, the NDS HC1 measures focused on informal contracts and workplace conditions, but these are elements related to those who are already employed. Employment policies for recruiting those who are unemployed into the employment ranks was missing from the NDS HC1 measures. Another example emerging from qualitative interviews noted that one of the key bottlenecks not highlighted in the NDS HC1 had to do with the relative attractiveness of teaching as a career option. Respondents reported that university students were prioritizing other professions with pre-university teaching being perceived as only an option for those who were not qualified for other careers. This perceived stigma related to pre-university teaching was seen as being one factor that deterred students from choosing this profession – with a subsequent cascade effect on the quality of teachers available and the subsequent willingness of teachers to enter preschool teaching as well.

56. Not only are there gaps within the selected measures for consideration, but the selection of measures did exclude potential measures that would be necessary to contribute to strengthening education or employment and there were additional dimensions missing that would have contributed to national development. For example, at the level of the NDS HC1 itself, there were gaps cited related to the inclusion of health, and social well-being, even as these indicators are included in the macro-level indicators as part of the HDI indicator under social cohesion. HDI is a composite measure assessing general quality of life and includes health, gender equality, education, and social inclusion within its framework.

57. The following table summarizes some of the key gaps both within the selected measures and among the selected measures that are missing from the implicit TOC.

TABLE 8: NDS HC1 GAPS WITHIN AND AMONG MEASURES

Challenges or gaps *within* measures			
Measure	**Primary foci**	**Rationale**	**Challenges or gaps**
Measure 1: Increased inclusion of children in pre-school institutions	Constructing public kindergartens, licensing private institutions, redistributing and training pre-school teachers	This will allow better success at higher levels of education, decrease inequality, and increase the participation of women in the labour market. Children may learn while their mother is working.	Access to the kindergartens is highly dependent on whether households are in urban context and wealth levels. Richest households are 15 times more likely to have children in pre-

			school institutions than poor children.[68]
Measure 2: Improved quality of teaching the primary and secondary systems	Textbook and curriculum updating, teacher pre-qualification processes, improved teacher training	This is a pre-requisite for better success of the education system and strengthening the skills of youth for the labour market. As teachers become more qualified, the quality of education received by the children should improve.	Perceptions of teaching as an unattractive career option due to salary, work conditions, and stigma.
Measure 3: Improved correlation between education and labour market needs	VET emphasis including Vocational training centres, VTC-business practicums, national skills forecasting	This will contribute to driving down unemployment and promote the growth of Kosovar industries. Students from vocational schools or universities should therefore find it easier to obtain employment upon completion of studies as well as practical work during their studies.	VET needs evolve quickly, and curriculum and equipment need to be constantly updated – no mechanisms for adjustments and flexibility to avoid redundancy. Studies show limited availability of workers for existing positions even as high unemployment rate (suggesting mismatch between skills and labour market demands).
Measure 4: Strengthened mechanisms of accountability and certification in the education system	Standardized student testing, education inspectorates, teacher performance standards and review	If schools and teachers are held accountable for their work and are rewarded for the quality of their work – this will improve the quality of education received by children.	Teachers and schools need upgraded services for positive educational performance (internet access, computers, reduced classroom sizes, good teaching infrastructure, etc). Orientation of teachers to new curriculum, textbooks, information management systems, and alternative student-centred pedagogy required as precursor to accountability and performance certification.
Measure 5: Improved expenditure planning in the education system	Upgraded information management systems, VET system development, public private partnerships	This will increase the efficiency of the education system and should allow savings to the State budget by diverting funds from areas of lower priority to areas of higher priority.	Reluctance among education stakeholders to use management systems and limited accountability for enforcement of system usage.
Measure 6: Recruitment of diaspora experts	Recruitment of diaspora experts, scholarships for academic engagement	Formal employment allows for better protection of workers and more structured advancements. Workers should be able to benefit from pensions, better access loans, and work under better labour conditions.	Emphasis on bringing in diaspora, but limited focus on protecting existing human resources from pressures for mass migration
Measure 7: Decreased level of informal employment and creation of adequate working conditions	Reduction in informal employment, increased labour inspections quality, improved workplace conditions	This will allow for the transfer of skills and knowledge obtained by the diaspora community abroad for the national development of Kosovo and strengthen ties to their homeland. Technology experts may be financially supported while developing projects for Kosovo institutions or private	Employment policies missing. Measures address those already employed. Orientation of Measure is to employment in large firms, relatively little emphasis on the promotion and facilitation of the emergence of small businesses through training or incentives. Relatively little emphasis in attracting foreign investment in

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[68] Per the Multiple Indicator Cluster Survey 2020 (Kosovo Agency of Statistics and UNICEF).

		companies for long-term production.	business although this is an important priority

Challenges or gaps *among* selected measures		
Dimensions	**Included Measures**	**Gaps among measures**
Education	• Increased inclusion of children in pre-school institutions • Improved quality of teaching in the primary and secondary education • Strengthened mechanisms of accountability and certification in the education system • Improved expenditure in planning in the education system	Access based on urban/rural and wealth rankings Improvements in standard educational infrastructure Strengthening of human capacity for pedagogy, information management, or critical thinking approaches.
Employment	• Improved correlation between skills acquired in education and labour market needs • Decreased level of informal employment • Concrete recruitment of experts and diaspora students	Employment policy, Entrepreneurship training Small and medium enterprise development – policy, loans, grants Foreign investment
Other	Health, social protection, and social cohesion measures not included	Health, social protection, and social cohesion measures not included

58. The culmination of a review of the implicit TOC shows gaps both within and among the selected measures and dimensions leading to an incomplete pathway of change for the NDS HC1. The elements that are selected are considered ***necessary*** for national development of education and employment but are not ***sufficient*** to comprise the entirety of the considerations that need to be included in an implicit TOC to achieve the macro-level results.

59. This type of "gap" structure of the NDS HC1 is intentional in the design because the NDS HC1 (and the NDS overall) was framed as a ***prioritization of the key priorities*** for national development. Specifically, the priorities selected for inclusion were those that were anticipated as being able to attract donor funding or which were aligned with donor interests. The NDS HC1 did serve as a vehicle for organizing and attracting donor funding, but the unintended consequences for taking a prioritization of priorities approach are explored further in the sustainability section.

60. **Adaptation and Positioning**. There was no evidence from interviews or the documentation that the NDS HC1 adjusted its measures or activities throughout the cycle to address these gaps or to integrate emerging new priorities. To a great degree, this was due to the absence of mechanisms or processes within the NDS HC1 to allow for adjustments.

61. At the time of the design, the NDS document noted that the document should be seen as a living document to be complement during the coming years through specific sectoral policies and strategies. However, there were no descriptions of the mechanisms or landmarks that were to be employed for adjusting the NDS HC1. For example, the NDS HC1 process had a mid-term review for tracking progress of the identified indicators, but there were no periodic mandated mid-term review for assessing the needs and priorities of Kosovo or changing circumstances (such as mass migration, natural disasters, or pandemics) and subsequent mechanisms for convening decision makers to review and approve new priorities and

measures based on these reviews. As a result, the NDS became a relatively static document rather than an evolving strategy.

62. Furthermore, the NDS HC1 flexibility was unintentionally inhibited because of the elaboration of the NDS HC1 action plan in 2017. When the NDS was developed in 2016, it focused on describing the four pillars and measures within the pillars. However, the NDS HC1 (along with the other pillars) lacked sufficient guidance in describing how the pathways for change – the activities that would lead to the achievement of these measures – as well as the operational plans for achieving these measures. In response, in 2017, the NDS HC1 action plan was developed. This included a further elaboration of activities to be addressed under each measure, a description of which Ministries were responsible for these activities, and a linkage to the relevant sectoral strategy and expenditure framework. The action plan also included a detailed costing description describing the relative expected contributions for the implementation of each activity by government, donors, or to be sought. Key performance indicators were linked to each activity and sub-activity to provide a thorough performance results framework.

63. The NDS HC1 action plan was intended to provide an operational roadmap to guide Ministries (and donors) on how to achieve the targeted measures within the NDS HC1. However, there was a relatively muted roll-out of the NDS HC1 action plan after its elaboration and many stakeholders in government ministries – especially those who had transitioned into their positions after the NDS HC1 design – were not even aware of the NDS HC1 action plan or their obligations within it. The implication was that the NDS HC1 action plan, while thorough and detailed, had evolved into a de facto project implementation framework rather than a national strategy for development. Because of the level of details in activities, the NDS HC1 action plan was not easily shifted to absorb emerging interests or new opportunities. As such, it was seen as serving the unintended effect of reducing potential adaptability of the NDS HC1 and became gradually less relevant to needs as government transitioned.

64. <u>Relevance of the NDS HC1 within government processes</u>. The NDS HC1 was framed in its design to prioritize priorities within the Kosovo government. Within the plethora of needs and directions proposed among all the Government strategies, which were the ones that were to be most prioritized in terms of donor support and sectoral strategy development?

65. Although the priorities identified in the NDS HC1 are needs, one consequence of this approach is that the NDS HC1 became more of a vehicle for targeting gaps in existing services rather than service as a strategic compass to orient sectoral strategies. As noted in the previous section, the collection of measures in the NDS HC1 do not comprise an overarching framework but are seen by respondents as highlighting particular areas of needs. The themes are universally perceived to still be relevant, but the way that the NDS HC1 focused on specific themes unintentionally reduced the relevance for Ministries. The NDS HC1 has less capacity to serve as an umbrella strategy to orient Ministries in the development of their sectoral strategies but became almost a checklist of activities that could be included in a sectoral strategy.

66. At the time of the development of the NDS HC1, there was an ongoing recognition that the government was suffering from the existence of too many strategies. The SIGMA report in 2017 noted that in the region, Kosovo was among those having the highest number of central planning documents, making it difficult for them to ensure coherent and consistent planning – leading to a backlog in the implementation of these strategies. The NDS was seen as having the potential to play a role in creating a more connected strategy environment and reducing or streamlining the strategies. This was most frequently seen in stakeholder interviews where respondents suggested that the NDS HC1 framing would be more relevant if it were constructed to serve more as a strategic compass or a 'strategy of strategies' – to

become a framework to inform the subsequent elaboration of the more detailed Ministerial strategies.

67. A second concern related to the relevance of the NDS HC1 framing pertained to the economic growth orientation of the overall NDS HC1. All four pillars almost exclusively focus on what can promote increased economic growth. The qualitative data highlight that even the term "human capital" implies that humans are serving as fuel for the economy. As a consequence, the architecture of the NDS HC1 is less relevant for integrating other forms of human development, such as health, or equity and access concerns. There was an almost universal agreement among interviewed respondents, corroborated from contemporary reports including the mid-term review of the NDS, that the NDS HC1 would be more relevant for national development if there were a shift from pure economic growth towards a sustainable development approach and the integration of cross-cutting themes related to gender, equity, and inclusion throughout all the pillars and subsequent activities.

68. As a consequence, the growth orientation and prioritization of priorities focus of the NDS HC1 architecture meant that while the elements included in the NDS HC1 are **necessary** for the Kosovo context, they are not **sufficient** for addressing the needs of the Kosovo context. Further implications of the architecture of the NDS HC1 for shaping NDS HC1 performance is explored in more detail in Section 3.6 (long-term impact).

Effectiveness and Long-Term Change

69. In the TOR, the effectiveness section evaluates the extent to which the NDS HC1 activities and interventions were implemented. The effectiveness section covers the achievements of objectives and targets including the degree of gender mainstreaming within the NDS HC1. The Long-Term change section explores the extent to which the NDS HC1 can be considered to have made a contribution to observed progress in human capital including the potential contributions of the interventions on human rights and equalities. Because these two sections are connected (implementation and then contributions), these two sections are combined. First, the effectiveness section profiles the progress of the NDS HC1 in the implementation of activities and measures. The subsequent contribution of the performance of activities and measures implemented to national level changes is then described through reviewing the macro-level indicators and possible connections to NDS HC1 contributions.

Measure and Activity Performance

70. **NDS HC1 Progress Indicators**: There are three levels of performance indicators in the NDS HC1: Macro-level economic indicators (for the entire NDS, not just measure 1), Measure-specific indicators, and Activity level indicators. These are aligned with goal, outcome, and output results in a performance framework. The macro-level indicators represent changes in social demographics. The measure specific indicators reflect changes in individual or organizational behaviours. The activity level indicators represent the changes in procedures or materials that should lead to behavioural change and are tracked as key performance indicators (KPIs). The effectiveness section is tracking the latter two levels – measure specific indicators and the NDS HC1 KPIs for activity performance. The macro-level contributions is described in the Long-Term Change section.

71. **Activity performance**. Within the human capital pillar, the NDS HC1 action plan describes 32 activities linked to the seven measures. In the 2018 mid-term review, the exercise identified that 66 percent of the activities had been in good progress according to the NDS action plan calendar at the time. However, no subsequent review was carried out since 2018 at the level of the individual activities.

72. For the purposes of this report, the more detailed key performance indicators are used to track progress. There are 101 key performance indicators in the NDS HC1 action plan

intended to track the progress of the respective activities. The following table shows the performance of the NDS HC1 against these KPIs through a stoplight rating as of July 2021. Green means good progress or completed, yellow means some progress, red means limited or no progress (or no data available) on the respective KPIs. Assessments were based on SPO internal monitoring summaries shared with the ET in excel files supplemented by donor reports, Ministry reports, and interviews with key stakeholders.

TABLE 9: NDS HC1 ACTIVITIES - KEY PERFORMANCE INDICATORS PROGRESS

Activities	Key Performance Indicators	Rating
Measure 1: increased inclusion of children in pre-school institutions		
1.1 Increase the number of public kindergartens	Constructing public kindergartens	🟩
	Research paper on the situation and costing of enrolment of children 3-6 in education system	🟩
1.2 Increase inclusion of private institutions	Draft law improving legal framework for ECD (law on preschool children)	🟨
	Licensing private preschool institutions	🟨
1.3 Optimize teaching personnel by reallocation from higher levels (primary education)	Assessing the number of teachers for redistributions plan in education institutions	🟥
	Teachers trained to work in education institutions as support teachers for pupils with special needs	🟨
	Teachers who will work with children in need and their training	🟨
Measure 2: Improve quality of teaching in the primary and secondary education system		
2.1 Review and complete teacher qualification process before entering the service	Professional development of pre-service teachers	🟥
	Implementation of grading system in process of teacher licensing and reflection of financial effects on payroll system	🟥
2.2 Quality based optimization of existing teachers	Amending the legal bases for teacher professional development (TPD)	🟥
	Building mechanisms for implementation of the strategic framework for TPD	🟥
	Capacity building of school for performance evaluation	🟨
	Implementation of the Dynamic plan for TPA over the years based on the law of the inspectorate	🟥
2.3 Expedite TPD	ETF Support to schools of Adult Learning and AAP Agency for AutoCAD, 2D	🟥
	Accreditation of teachers training programs	🟩
	Training of school directions management, leadership, and curriculum	🟥
2.4 Expand the adoption of the new curriculum in the remaining schools	Developing and implementing subject curricula pre-university	🟩
	Developing and piloting of the new curriculum for preschools and pre-primary	🟥
	Training of teachers for implementation of Kosovo Curriculum Framework	🟩
2.5 Review of textbooks and developing new textbooks	Amend law on Textbooks and Teaching Tools. Administrative Instruction produced	🟩
	Developing new textbooks	🟨
Measure 3: improved correlation between skills acquired in education and labour market needs		
3.1 Expedite the process of professional standards development	Developing standards of professions	🟨
	Document of classification of professions approved (MLSW)	🟩
3.2 Determining high priority areas in Vocational and Educational training (VET) and development of core curricula	Increasing the number of centres for counselling and career orientation	🟩
	Developing new curricula for VET and converting to modular form (MEST)	🟩
	Establishing and supporting training cabinets	🟨
3.3 Implementation of the combined VET pilot system	Training of candidates in VTC-companies	🟩
	Soft skills training supported by GIZ	🟨
	Providing equipment to workshops for VET	🟩

	Professional Practice agreements with business for internships	🟨
	Designing teacher materials for priority profiles	🟨
	Concept Note for VET	🟨
	Development of active labour market programmes	🟩
3.4 Development of National Skills Forecast System	Participation of students in internships exchange programs	🟥
3.5 Connect research work at universities with Industry through access of smart specializations and R&D	Participation of applicants in Horizon 2020 program	🟥
	VOUCHER Innovations scheme for SMEs and Businesses	🟥
	Scholarships for University and post-graduate studies foreign	🟨
	Developing the legal framework for innovation and science research	🟨
	Capacity building in research and innovation	🟨
	International mobility (CEEPUS)	🟥
	Skills and training needs analysis (HERAS)	🟥
	Establishing University councils for industrial cooperation	🟩

Measure 4: Strengthened mechanisms of accountability and certification in the education system

4.1 Increased capacities of the National Quality Council	Completing NQC membership	🟩
	Completing the regulatory framework for accreditation process	🟩
	Conducting feasibility study for HEIs	🟥
	Engagement of international experts on monitoring HEIs	🟨
Activity 4.2 Implementation of a more credible final test for pupils	Conducting the test for Grade 5 with samples for selected criteria	🟥
	Test conducted Grade 9	🟩
	Test conducted Grade 12	🟩
	Piloting PISA	🟩
	Capacity building of Standards Division through WB project	🟨
4.3 Improved final examination for regulated professions	Developing legislative framework for Agency of standards and evaluation	🟥
	Establishing the Agency for Standards and Evaluation	🟥
	Establishing the State Council for Regulated Professionals	🟥
	Designing final exams of regulated professionals	🟥
4.4 Expansion of inspection system in education and TPE	Adoption of Law on Education Inspectorate	🟥
	Education Inspectors appointed and trained	🟥
	Review of Post accreditation monitoring procedures	🟥
	Strengthening the Parent Councils	🟥
	Training school directors for management	🟥
	Inspectorate mechanism functions all schools	🟨
4.5 Improved quality and accountability of institutions	AI developed for Standards Agency	🟥
	Development of integrated accreditation system software and digitalization	🟥
	Increasing transparency of HEIs through publishing materials on their websites	🟥
	Building a VET provider monitoring system	🟥
	Piloting and implementing the prior learning recognition process	🟥
4.6 Development of a teacher performance assessment system and a teacher grading system	TPE inspectors trained	🟨
	Establishment of Agency for Standards	🟥

Measure 5: improved expenditure planning in the education system.

5.1 Develop a master plan for VET school networks	Compliance analysis developed	🟩
	VET school network is redesigned	🟥

5.2 Creation of Higher Education Information Management System (HEMIS) and other systems	Functionalization of HEMIS system	▮
	Upgrading existing EMIS	▮
5.3 Increased funding for vocational education programmes and higher education	Financial formula review for redirecting funding to more priority areas	▮
	Completing legal framework for higher education. Drafting AI	▮
5.4 Piloting the Public Private Partnership Model	Review of legal framework for private public partnerships	▮
	Undertaking PPP initiatives to support public schools	▮
Measure 6: Recruitment of diaspora experts and students for labour market engagement.		
6.1 Establish a database to identify diaspora profiles	Database is created.	▮
	Number registered experts	▮
6.2 Establish Homeland Engagement Programme (HEP)	Diaspora experts engaged for capacity building	▮
	Conference with various diaspora experts	▮
	Diaspora attending Kosovo universities	▮
	Professional internships for diaspora	▮
6.3 Implementation of the Expert Return Programme of German government	Expert engagement with Germany-based diaspora	▮
6.4 Implementation of the TOKTEN programme	Agreement concluded with UNDP	▮
	Engagement through TOKTEN of diaspora experts	▮
6.5 Establishing online learning programme	Development, piloting, and functionalization of online learning programme for diaspora	▮
Measure 7: Decreased level of informal employment and creating adequate working conditions		
7.1 Strengthening the dialogue of institutions with social partners	Approval of Law Amending the Law on the Social Economic Council (SEC)	▮
	Approval of SEC Strategy	▮
	SEC webpage is functional	▮
7.2 Improve the workers' rights and guarantee the minimum standard of safety and health at work	Draft law on labour inspectorate	▮
	Completing legal framework for labour contracts and safety	▮
	Certification of field safety workers	▮
	Licensing the companies that perform field safety	▮
	Training of field safety labour inspectors	▮
	Awareness campaigns on safety	▮
7.3 Strengthening mechanisms and coordination of institutions targeting informal employment	Developing MOUs with institutions that oversee the implementation of legislation or business organizations for reducing informal employment	▮
	Training inspectors on legislation related to informal employment	▮
	Improving inspection procedures to increase inspections for informal employment	▮
7.4 Establishing Management Information System for Labour Inspectorate	Information System established	▮
	Labour Inspectorate (LI) employees trained on Information system	▮
	Labour Inspectorate website functional	▮

73. Out of the 101 KPIs, 23 have made good progress or were completed, 30 have made some progress while 48 were rated as having limited or no progress yet. The relatively low full implementation rates are triangulated with other studies on Sectoral policies as well. For examples, a KEC report in 2020 on the implementation of the Kosovo education sectoral policy (KESP) reported that of the 264 measures within the KESP, only 19 were fully achieved (7%).

74. The measures and activities that have the highest rates of success are those which were resourced by donor support. For example, the two measures within the NDS HC1 with the highest percentage of KPIs reporting at least some progress were Measure 1 (pre-schools) and Measure 3 (Labour market connections). Both reported 71 percent of their KPIs having had some progress. Both of these measures received considerable donor support for the implementation of activities – particularly the Measure 3 with respect to the vocational technical training centres support which received substantive donor support for implementation.

75. Even in these 'successful measures', the gaps in progress tended to be for those activities that had not received donor support and were reliant on national government resourcing. For example, in Measure 3, the biggest gaps yet were for the development of the national skills forecast system (activity 3.4) and connecting research work at universities with industry (activity 3.5). In Measure 1, the construction of public kindergartens and the legal frameworks has progress, but the largest gaps pertain to teacher training and re-allocation efforts to support these preschools.

76. The implementation rate of the measures that attracted substantial donor funded projects was higher than for those that relied more broadly on government funding for three reasons. First, the donor funded projects tended to have standalone planning processes including the development of targets, the definition of specific responsibilities for implementation, and the development of a structured timeline for implementation. Second, the donor funded projects within the measures used a specific resourcing framework with the funds for the project activities allocated and earmarked for specific use even if conveyed through the government. Finally, reporting processes were regular, focused specifically on the outlined project activities with factors provides for any delays in implementation.

77. This latter dynamic of a supervisory entity asking for reasons for delayed implementation was cited in interviews as an unanticipated important factor in sustaining progress. Stakeholders noted that in the national government funded activities and measures within NDS HC1, there were no consistently enforced mechanisms in place for higher level representatives to ask why progress against NDS HC1 measures may not have been achieved.

78. Measures 4, 5, and 6 reported fewer than one third of their KPIs as having progress with more than two-thirds of the KPIs in these three measures reporting no progress. Measures 4 and 5 related to accountability and certification measures within the education system while Measure 6 pertained to diaspora recruitment.

79. In Measure 4, there was some progress in the establishment of national tests (Activity 4.2), but the other five activities had shown little progress in systematizing procedures for quality improvement and accreditation. For Measure 5 (expenditure planning) there is some progress against the establishment of information management systems, but these are reported to be under-utilized by all education stakeholders and there are substantive constraints for being able to use the information management system data for analysis, monitoring or planning.

80. The Measure 7 reported progress in developing a labour inspectorate framework although there are relatively few inspectors contracted yet. The oversight functions and the systems management and procedures were reported as needing to progress yet.

81. **Gender Mainstreaming**. The NDS HC1 does not have a strong gender, equity or inclusiveness focus mainstreamed into the strategy. At the activity level, data on participation in activities is reported disaggregated by male and female participants and one of the macro-level indicators relates to the proportion of women in the workplace. Some respondents were also able to articulate a potential cascade effect of pre-school institutions allowing improved access to the workplace by mothers or how improving formal contracts

could integrate more women into the formal economy because women may be disproportionately involved in informal employment. However, gender mainstreaming is not articulated in the NDS HC1 itself or the subsequent action plan. For example, none of the activities are specifically framed with a gender-sensitivity lens and there are no gender-related KPIs or Measure level indicators for NDS HC1 beyond the gender-disaggregated reporting obligations.

82. The economic growth orientation of the NDS HC1 and its elaboration of human capital to fuel the economy cited earlier in the relevance section is one factor that impedes the integration of gender as well as other equity and access themes. Gender and equity themes are more often considered with a frame of sustainable development or inclusive development rather than growth per se. Vulnerable populations and remote regions are also not specifically articulated among the measures, activities, or performance indicators.

83. **Measure Performance**. There are seven measures included in the Human Capital Pillar 1. The performance of these measures is measured through 13 outcome level indicators (visible individual or organizational behaviour change). The following table describes a summary of the changes in the Measures-level indicators. For Measure level performance, green means significant progress. Yellow depicts some progress, but not very advanced. Red means no progress – or a decline in indicator values from baseline. The full descriptions of Measure indicators values are profiled in Annex 3.

TABLE 10: NDS HC1 MEASURES - OUTCOME INDICATOR PROGRESS

Measures and Activities	Indicators	Rating	Comments and Observations (optional)
Measure 1: increased inclusion of children in pre-school institutions.	% Of children enrolled in preschool	(yellow)	Preschool enrolment rose from 33.9 to 38.1% and pre-primary from 87.6 to 93.1%
	% Of children enrolled in pre-primary		
Measure 2: Improve quality of teaching in the primary and secondary education system.	% Teachers with Bachelor or Master's	(red)	Data not available for first variable PISA scores are only available for 2015 and 2018. Average raw science scores declined by 13 points from 2015 to 2018 (378 to 365)
	Pre School		
	Primary		
	Low Secondary		
	High Secondary		
	PISA Assessment Average		
Measure 3: improved correlation between skills acquired in education and labour market needs.	# Of updated profiles of the education system	(grey)	Data Not Available
	%Unemployment for youth who have completed vocational education		
Measure 4: Strengthened mechanisms of accountability and certification in the education system	Average Attainment Percentage Final Test:	(red)	Test values for 9th and 12th declined by seven percentage points from baseline in 2015 (64.7% to 57.9% for 9th and 74.1% to 67.4% for 12th).
	Grade 5		
	Grade 9		
	Matura		
Measure 5: improved expenditure planning in the education system.	% Of pupils based on VET profiles	(red)	Data is reported differently from indicators. Slight increase in health and veterinary profiles (about four percentage points each) and decrease in engineering and business administration (about four percentage points).
	% Of students based on HE profiles		

Measure 6: Recruitment of diaspora experts and students for labour market engagement.	Number of initiatives initiated by members of the diaspora	　	No actions or progress taken in this dimension
Measure 7: Decreased level of informal employment and creating adequate working conditions	# Injuries in workplace	　	Data shows improvements in informal employment contracts (reduced from 66.5% without contract to 18% without contract). However, there has been an increase in workplace accidents reported (45 to 160) although fatalities have declined (23 to 11).
	% Of employees without contract		
	% Of employees without contract through Labour Force Survey (LFS)		

84. The data on Measure 2 and Measure 3 indicators were not available to the ET. Of the others, the only two measures that showed improvements from 2015 were in the pre-school enrolment and the decline in the percentage of informal employment working conditions. The percentage of children enrolled in pre-primary and kindergartens rose about 6 percent from 2015. This reflects a modest improvement although again not to the levels of the targets elaborated in the NDS HC1. For workplace employment, the percentage of informal employees declined substantively according to inspectorate data (45 percentage points) but only very slightly according to Labour Force Survey data (about 2 percentage points).[69] However, although modest, these indicators did reflect a positive change. The rest of the measure level indicators do not show positive progress. Of greatest concern is likely the changes in the education performance of students in the Grade 9, Matura (Grade 12) and PISA tests.

85. The PISA test scores are from 2015 and 2018, but not yet available for later in the NDS cycle. However, the scores do not show a positive trend. While raw scores in reading and math stayed relatively similar from 2015 to 2018 (347 to 353 and 362 to 366), the raw scores in science dropped from 378 in 2015 to 365 in 2018. For the 9th and 12th grade national tests, the percentage of achievement dropped on both measures from 2015 by about seven percentage points (64.7% to 57.9% for 9th grade and 74.1% to 67.4% for 12th grade).

National Contributions

86. **Macro-Level Performance**. The macro-level indicators measure economic growth, labour markets, social cohesion, and foreign investment. One limitation of the NDS macro-level framework indicators is that they are not specifically measuring the performance of the individual pillars. For example, there are no indicators related to education performance. The logic behind the macro-level indicators are that these are to reflect the collective national consequences of the entire NDS HC1 and thus focus mostly on the economic-oriented macro level indicators (rather than human development or well-being). In theory, the HC1 pillar activities should be most directly relevant to the labour market indicators and social cohesion indicators. The social cohesion indicators were not measured but as noted in the NDS HC1 programme description, the other macro level indicators all reflect modest gains from the baseline on all indicators but not to the level of the targets described in the NDS HC1 Roadmap (2017). For example, GDP per capita increased from 2015 by nearly 700 Euros (3277 Euros per capita to 3986 Euros) but the target had been ambitiously set at 5000 Euros per capita by 2021; the employment to population ratio increased by five percentage points (25% to 30%) but the target had been 34 percent per capita); and foreign investments increased by about 12 million Euros from 2015 although the target had been 600 million Euros by 2021.[70] The following table summarizes the macro-level indicator performance.

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[69] KAS data shows an increase in in the share of employees with permanent contracts from 28% in 2015 to 45% in 2020. This data is not part of the official data sources for the NDS Action plan but shows triangulation of the same patterns.
[70] See Table 4 for the Macro-level indicator details.

Green shows progress as per the targets, yellow shows progress although less than the targets. Red shows no progress or decline.

TABLE 11: NDS IMPACT - MACRO INDICATORS PROGRESS[71]

Theme	#	Indicator	Unit	Baseline (2015)	Target (2021)	GAP Institute Report[72]	Progress
Economic Growth	1	GDP per Capita	EUR	3277	5000	3986	
	1.1	Annual Real Rate of Growth GDP	%	4.1%	7.0%	4.9%	
	2	GFCF[73] (% of GDP)	%	25.8%	32.0%	28.6%	
Labour Market	1	Employment to Population Ratio	%	25.2%	34.0%	30.1%	
	2	Unemployment[74]	%	32.9%	20%	25.7%	
	2.1	Youth Unemployment[75]	%	57.7%	30%	49.4%	
	2.2	Share of Youth NEET[76]	%	31.4%	25%	32.7%	
	3	Labour Force Participation Rate[77]	%	37.6%	42%	40.5%	
	3.1	Labour Force Participation Rate of Women[78]	%	18.1%	37%	21.1%	
Social Cohesion	1	% of people in poverty	%	29.9%	25%	NA	
	2	HDI[79]	Index 0-1	0.741	0.80	NA	
Investments and Trade	1	Overall FDI inflows	Million Euro	308.8	600	321.7	
	1.1	FDI as share in GDP	%	56.0%	65%	NA	
	2	Private Investment as a share in GDP	%	TBC	TBC	NA	
	3	Export to Import Ratio	%	12.3%	18%	12.2%	
	4	Share of exports in GDP[80]	%	19.3%	28%	29.5%	

87. Of the 16 indicators in the NDS macro-framework, four were not measured. Of the remaining 12, one showed no progress, one showed progress as per the targets, and 10 showed some modest improvement although not to the level of the aspired target. The most frequent gains were in labour market employment and economic development. However, there is some volatility in the year-to-year measurements of labour markets that is not easily captured in simple baseline/endline measures. For example, the labour market indicators improved from 2016 to 2018, but then a decline from 2018 to 2019 before improvements again in 2020.

88. **Contributions of activities to macro-level indicators**. The macro-level indicators do show positive gains from the baseline, but there is limited evidence that the causal chain in the implicit TOC is able to influence the macro-level indicators. First, the relatively low

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[71] Source: Roadmap for Implementation of the NDS HC1 2016-2021.
[72] Data through 2019
[73] Gross Fixed Capital Formation
[74] Percent of total labour force)
[75] 15-24 years
[76] Not in Education, Employment, or Training
[77] Total Population 15+ years
[78] Total Population 15+ years
[79] Human Development Index
[80] Goods and services

achievements rates (less than half) of the activity indicators would not reflect a logical causal pathway for the changes observed in the NDS HC1 outcome indicators. Second, of the 20 outcome level indicators in the NDS HC1, nearly three-quarters show no change or a decline from the baseline (such as the PISA scores). Third, a number of the macro level indicators are not ones that could be logically affected by the NDS HC1 activity pathways (such as social cohesion or foreign investment) and the types of indicators that could be affected by the NDS HC1 (such as education indicators) are not present in the macro-level indicators. If more than half of all KPIs are reported as having had no progress and if the indicators at Measure-level that do exist for the NDS HC1 tend to show declines from 2015 even as the macro-level indicators show gains, then it is reasonable to assume that modest macro-level progress is being supported from other sources than NDS HC1 activities per se.

Efficiency

89. Efficiency as an evaluation dimension usually explores the timeliness of planned activity completion and the cost effectiveness of the activities implemented. For the purposes of this evaluation, this OECD dimension was adjusted in the TOR to assess to what extent were the available financial resources used efficiently. As the evaluation data collection progressed, a number of implementation bottlenecks were identified within internal government processes related to resourcing procedures. This section is restructured to highlight these financial bottlenecks because the financial resourcing element is related to this while other bottlenecks are treated in the sustainability section.

90. **Resourcing bottlenecks**: It is not currently possible to answer the TOR evaluation question on how the financial resources were used for the NDS HC1 implementation because of the structure of the budgeting and resource allocation process. The NDS HC1 action plan in 2017 did develop a costing estimate disaggregated to the level of activities including a description of which percentage of costs would come from government of Kosovo and which percentage of costs would come from donor contributions. However, the way that financial resources are recorded in the Ministerial reporting does not identify resourcing allocations by NDS HC1 activity. Sectoral workplans disaggregate by other dimensions. As such, it is not possible to track the degree of expenditures against the NDS HC1 activities within the existing structures.

91. The implications of this is that any tracking of expenditures to NDS HC1 activities would therefore have to be done manually and are not part of the regular reporting processes. It is easier to track donor funding which are allocated under different financial codes. The increased accountability of related to being able to track donor funded projects is one factor for improved activity achievement rates as noted in the effectiveness section.

92. Although there was an absence of financial data against the NDS HC1, based on the available evidence, the allocations to NDS HC1 activities were not commensurate with the costing estimates in the NDS HC1 action plan and NDS activities tended to not receive priority during budgeting. The NDS HC1 measures and activities were not usually taken into consideration by the Cabinet level representatives when setting the annual priorities. As a result, Ministries allocated much of their resources to other priorities – such as salary support for teachers – and NDS HC1 activities were not prioritized even in the allocation of 'free' resources. For example, according to the GAP Institute, the Ministry of Education allocates about 65 percent of its annual budget to salaries and infrastructure. Systems strengthening efforts activities in the NDS HC1 such as certification or teacher performance review are not recorded in formal reporting. This pattern of allocation aligned with strategies is also cited in other external assessments in Kosovo including the SIGMA report (2017) and EU Annual Progress Reports (2017-2020).

93. One reason for this is that resource allocation to the NDS HC1 activities and the integration of the NDS HC1 into budgeting processes overall has been a bottleneck for implementation.

Annually, as part of their sectoral workplans, Ministries elaborate their costing strategies and then allocate resources from their budget to the specific activities. The NDS HC1 measures were not harmonized with budget law which meant that ministries are not under obligation to allocate funding per the NDS HC1 activities. While some of the ministerial budgets were connected to the NDS HC1 activities, there was no internal requirement in government for the NDS HC1 identified activities to receive priority in funding.

94. As a consequence, NDS HC1 activity progress is highly aligned with voluntary commitments – especially donor commitments. The NDS HC1 still serves as an overall orientation for donor investment evidenced by the relative progress of measures being closely associated with the degree of donor investment. However, those elements which depended on government financing or implementation, relatively little progress can be seen. This dynamic of budgeting and budget law is covered in more detail in the following sections.

Sustainability and Synergies

95. Sustainability within the frame of a policy evaluation focuses on two dimensions: 1) To what degree can the NDS HC1 itself be sustained within the processes and frameworks of government? And 2) to what degree can the results that were achieved in the past NDS cycle be sustained going forward.

96. For the first component, sustainability would involve the degree to which the NDS HC1 is integrated with external and internal frameworks (synergies), including the degree to which the NDS HC1 is aligned with, and integrated into, existing government processes and mechanisms. The assessment of potential bottlenecks for the implementation of the NDS HC1 are important considerations for understanding the long-term sustainability of the NDS HC1.

97. The second component considers the degree to which the results of the NDS can be sustained. Sustainability of results in the case of the NDS HC1 would involve three levels: i) whether there is a sufficient legal or regulatory framework in place; ii) whether there are sufficient systems, processes, or assets developed; and iii) whether there is sufficient human technical capacity development related to the systems, processes, or assets including both contracting and training human resources. The assurances of ongoing adequate resourcing of the results is linked to the first component as this has to do with government budgeting processes.

Sustainability of the results of the HC1

98. The 101 different KPIs from the NDS HC1 can be classified into the three categories of activities related to sustainability of NDS HC1 outcomes: i) the development of laws, legal frameworks, or studies (29); ii) the development of systems or processes or the creation of an asset (buildings, centres, equipment) (45); and iii) trainings and contracting human resources (27).

99. The three different levels are reflective of different conditions necessary for sustainability. The first level is the most basic, the establishment of the laws and legal frameworks necessary for a measure to succeed. The second level involves the establishment of the systems and centres necessary within which to implement the measures. The final level involves the contracting and training of the people who will be involved in the implementation of the measures. For sustainability of the results to be achieved, all three levels should be achieved within a measure.

100. For the NDS HC1 overall, achievement rates at any level have been relatively low (Annex 4). Over the entire NDS HC1 activities, 28 percent of the listed level 1 activities (laws and regulations) were achieved. Level 2 activities had a similar achievement rate (24%

achieved or good progress) related to establishing centres or buildings or systems. The lowest achievement rates were related to those activities connected to trainings or contracting people (15%).

101.   The implications for sustainability of the results is that the results of the NDS HC1 are not likely to be able to be sustained. The most gains have been in the foundations established by the creation of the necessary draft laws and regulations and the beginning of the establishment of systems and assets accompanying the measures. However, there remains more to be done in terms of training and contracting the people – to build the requisite technical capacity – to manage the assets or implement the laws.

Sustainability of the NDS HC1 as a policy

102.   This section explores the degree to which the NDS HC1 measures were aligned with the SDGs and EU priorities as well as the extent to which the NDS HC1 measures are able to be sustained in the future. The TOR had also included a question related to the alignment of the NDS HC1 with existing sectoral strategies which has been integrated into the previous relevance section.

Synergy with External Frameworks

103.   The NDS HC1 (and the NDS overall) is aligned with the SDGs and EU priorities although the standard annual reporting processes of the NDS HC1 do not include these indicators. In the case of the SDGs, the SDGs had not been adopted by the Kosovo Government until after the design of the NDS HC1. Therefore, a retrospective exercise was carried out as part of the design of the NDS HC1 action plan in 2017 to illustrate the established linkages in the NDS HC1 with their contributions to the SDGs. The 2018 progress report of the NDS included a chapter on the SDGs which reported the data at the level of the indicators. However, this was only reported once throughout the cycle and the annual reports of the NDS HC1 as part of the ongoing reporting process does not report against the SDGs and the SDG indicators are not part of the performance results framework of the NDS HC1. A similar exercise was carried out to align the NDS HC1 retro-actively with the EU priorities as well. However, even though the EU annual reports on ascension do make reference to the NDS HC1 activities, the actual annual reporting of the NDS HC1 does not specifically reference progress against the EU priorities, identify delays, or cite action plans for redress against the priorities.

Sustainability with Internal Frameworks

104.   The overall performance, and potential sustainability, of the NDS HC1 has been uneven and has been influenced by a series of factors. The 'prioritization of priorities' in the NDS HC1 architecture and the lack of integration of the NDS HC1 products into ongoing Government processes limits the usefulness of the NDS HC1 for orienting sectoral strategies and limits the degree to which monitoring data for NDS HC1 management is available. The limited political ownership of the NDS HC1 beyond the SPO office also limits the degree to which Ministries are held accountable for NDS HC1 performance and sustainability.

105.   The limited ownership is further complicated by impediments for inter-ministerial cooperation and coordination. The NDS HC1 contains multiple measures that rely on inter-ministerial coordination for achievement. However, there is relatively limited evidence of cooperation among ministries or with the SPO and this is complicated by the existing division of roles and responsibilities within the government. For example, the SIGMA report on governance in the Balkans in 2017 noted that in Kosovo the planning work is split between the SPO (setting priorities) and the government coordination Secretariat (developing the government's workplan) which creates additional challenges for the coordination within government. The report goes on to note that rooting the priorities and

the work plan in the same structure unit would make it easier to ensure alignment. As a consequence, very close cooperation between the units would be necessary to make shared planning work. This embedded challenge was further exacerbated by the lack of integration of the NDS HC1 within the existing government mechanisms.

106.   There exists the potential of the NDS HC1 as a policy framework to be relevant for serving as an important medium-term instrument that could serve as a bridge between government mandates. The longer span of the NDS HC1 provided an overarching framework longer than individual government mandates. The NDS HC1 was also seen as a relevant framework for orienting donor strategies and investments in projects. Donors did report that they refer to the NDS HC1 priorities in their project justifications in Kosovo. This was also triangulated from interviews where the linkage of the ministry activities with the NDS helped provide a more convincing rationale for targeted investments from donors.

107.   However, practically, the NDS HC1 has been somewhat disconnected from the normal Government processes. This can be seen in terms of workplan development and reporting as well as other processes such as budgeting and oversight. Although the NDS HC1 is referenced, the Ministerial sectoral strategies serve as the primary orientation for government and donors in the actual project implementation and reporting. Ministries report achievements against their sectoral strategies and workplans rather than the NDS HC1.

108.   **In the budgeting processes**, there are budget departments within each ministry as well as the Budget Department within the Ministry of Finance, Labour, and Transfers (MFLT). Both the ministry budget departments and the Budget Department within MFLT are responsible for the final review and costing of the ministry budgets and the MFLT Budget Department is also responsible for issuing good opinions on whether the proposed costing of the ministry budgets is realistic. However, both have limitations with respect to consideration of the NDS.

109.   Because of the NDS HC1 is not part of the budget law (and structured), in order for the MFLT Budget Department to issue good opinions against the NDS HC1 costing or to enforce allocation of ministry funds to NDS HC1 activities, the MFLT Budget Department would require an annual administrative instruction (AI) to require the NDS HC1 considerations to be taken into account. However, the MFLT Budget Department did not receive these administrative instructions to guide the issuance of budget opinions against the NDS HC1 or for requiring Ministries to prioritize NDS HC1 activities during resourcing. Therefore, the respective ministries were not required to allocate funding to these NDS HC1 activities if donors did not choose to fund them.

110.   The structure of costing and budgeting within the ministries also emerges as another efficiency bottleneck. Each Ministry has its own finance officers, but these personnel are usually not included in the annual planning of Ministry budgets and are only included at the end where they are mandated to apply the costing for the selected activities. Currently the budget does not filter proposed budgeting planning and are not involved in the initial planning to assure compliance with overall budgeting parameters for a given year within a ministry.

111.   **In terms of oversight**, the NDS HC1 action plan of 2017 did design a detailed monitoring framework, but this framework is not integrated into the ongoing Sectoral monitoring processes that are carried out by Ministries, resulting in many indicators not being routinely measured unless they were actually part of the Sectoral monitoring plan.

112.   **In terms of political ownership**, there is relatively little political will to implement NDS HC1 activities. The term political will was consistently cited in stakeholder interviews although this tended to denote two different types of phenomena depending on

the level of government involved. At the highest level of government, *political will* meant the ownership of the NDS HC1 as a strategy to be taken into consideration and enforced. At the civil servant level, *political will* was used to refer to the willingness to work to implement activities and measures. The latter usage was an indirect reference to the need for accountability mechanisms to ensure attention and progress in implementation or the existence of consequences or sanctions for inadequate performance.

113.   The NDS HC1 is relevant to the context and needs but is less relevant politically in terms of high-level government ownership of the process – or at least, the levels of government involved in the design of the NDS HC1 were not commensurate for instilling consistent high-level support for the NDS HC1. Part of this may have been related to the design process which brought in high level experts who developed, through rigorous methods, the policy notes and subsequent NDS HC1. This process required government stakeholder validation, but because the exercise was done by external consultants, there was limited Ministerial involvement in the elaboration of the NDS HC1 activities and workplans. Even the NDS HC1 action plan, which is thorough in its elaboration of activities, key performance indicators, and costing, was developed through external consultants and, according to stakeholder interviews, had limited rollout and integration into ongoing government processes.

114.   The rapid turnover in Governments and government personnel within Ministries also impeded the strengthening of political ownership over the cycle of the NDS HC1. From the elaboration of the NDS HC1 in 2016, there were four government transitions and one period of nine months when there was no government formed at all. During some periods of the NDS cycle, there was greater political interest in the NDS HC1 than at other periods. From 2015-early 2018, there appeared to be relatively high political will based on the number of documents and reports produced against the NDS HC1 (including the NDS HC1 action plan and 2018 mid-term review). From late 2018 through late 2020, political will appears to have declined as evidenced by fewer reports and activities. The period also coincided with high degrees of Government turnover with four separate Governments taking power from December 2017. Finally, from early 2021, there appears to have been a resurgence of interest in political will for the NDS HC1 with increased activities around the NDS HC1 including lessons learned exercises, SWOT analyses, and new concepts for the new NDS HC1 design.

Bottlenecks for NDS HC1 integration

115.   Although the products were technically rigorous, the disconnect of the products from ongoing government processes and the limited political ownership limited the degree of integration of the NDS HC1 within existing processes, and government mandates and created the following implementation and sustainability bottlenecks.

116.   **Monitoring and Reporting bottlenecks**: The NDS HC1 action plan developed a detailed results performance framework. However, this performance framework is not specifically integrated into the Ministry report processes. Because of this, there is limited monitoring data that can be easily abstracted from Ministry reports and applied to specifically track the NDS HC1 activities in the sectoral strategies. Any NDS HC1 reporting is done 'in addition' to Ministerial reporting processes rather than 'as part of' Ministerial processes. Even in the SPO, the annual report to the Prime Minister regarding activity achievements from the Ministries is based on Ministry workplans and not according to the NDS HC1 priorities and measures. For example, the SPO annual report may say how many activities within the MEST sectoral workplan were completed, but it does not report how many of these were NDS HC1 activities.

117. There are internal reporting platforms that do provide monitoring information, but these are not collected or reported on around the NDS HC1. For example, donors report their project

activities within the aid management platform and these activities could be linked to NDS HC1 performance but are not published in this manner. In addition, internal government reports of activities to the SPO are supposed to be linked to NDS HC1 activities where relevant, but these are not abstracted to report specifically against the NDS HC1 publicly. The annual plan of the government is supposed to include references on NDS measures, but these are not always filled out by the respective sectoral agencies. Finally, other information management data for the NDS HC1 exists but is not easily abstracted and requires coordination between agencies such as the Ministry of Education, Science, Technology, and Innovation[81] and Kosovo Agency of Statistics. Different offices are collecting different pieces of information, but these are not collated together to provide an overview of NDS HC1 progress.

118.   Because of the dispersed nature of the information, there is limited opportunity for public monitoring of the NDS HC1. The existing data is not efficiently shared between agencies with respect to the NDS HC1 and while statistics are reported, raw data is not publicly available or is kept in separate databases which are not cross linked. Without this cross-linking of data to NDS HC1 performance, there are bottlenecks to inform evidence-based policy discourse. For example, the GAP institute annual publishes budget allocation data, but the data is linked to Ministerial strategies rather than the NDS HC1 measures, but these could be reformulated to illustrate budgeting against NDS HC1 measures and activities.

119.   **Accountability bottlenecks**: There are limited accountability mechanisms in place to enforce Ministry and department compliance with the NDS HC1. The NDS HC1 lacks a mechanism for ensuring that all sectoral strategies and workplans are aligned with the NDS HC1. During the elaboration of workplans, the legal departments within each Ministry perform a checking of the strategies and workplans to ensure alignment with current legislation. This includes budget office and spending, EU ascension[82] alignment and so forth. However, there is not a mechanism within the departments responsible for planning and policy coordination to cross-check the workplans against the NDS HC1 for their respective ministries, nor is there an SPO level administrative instruction to perform this cross-check for the OPM.

120.   Finally, there are measures within the NDS HC1 that require municipalities to be in accordance with the NDS HC1 because of the decentralization process in Kosovo. This could be Municipality support to budgeting for teacher in education system, preschools, or supporting VET centres. However, even though measures require municipality support, there is currently no mechanism in place to ensure that municipality budgets and actions are actually in accordance with the NDS HC1. Such a mechanism could be through an administrative instruction form the Ministry of Local Governments to prioritize the NDS HC1 measures when providing municipal budget allocations. The absence of this type of mechanism was noted in the stakeholder interviews which cited that central to local level cooperation was lacking during NDS HC1 implementation except in the case of donor funded projects. For the latter, this was often because the donor or implementing partners themselves were making the necessary municipal connections for coordinating project activities.

121.   **Focus or point of emphasis bottlenecks**: The NDS HC1' growth orientation orients the HC1 activities towards treating humans as 'fuel for the economy' rather than more holistically seeking to enhance overall citizen well-being. The economic needs are real, but the absence of other dimensions not immediately connected to the economy, such as health, inhibits the degree to which the NDS HC1 can make sustainable contributions to

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[81] New title changed since the design of the NDS
[82] National Programme for the Implementation of the Stabilization and Association Agreement (SAA)

overall national well-being – such as might be expressed in the social cohesion indicators in the macro-level framework.

122.   Furthermore, the focus on fuelling the economy minimizes the potential contributions of the NDS HC1 to sustainably addressing equity issues cited in the gaps and challenges in the relevance section. Gender mainstreaming had relatively little focus in the NDS HC1 activities themselves. Other forms of equity including addressing inclusion of marginalized populations and/or hard to access populations are not specifically addressed within the measures and activities -nor measured through indicators. Finally, elements related to sustainability and environmental impact are minimized in the current design due to the NDS HC1 growth emphasis. There are few measures or activities that could be associated with alternative economic growth, green-energy, or other potential national contributions to sustainable development. A key emergent theme involved the conceptual limitations of the NDS HC1 to serve as a larger development vehicle and the importance of reconceptualizing the NDS HC1 as a contribution to human development – rather than human capital.

4.0 CONCLUSIONS

Summary

123.   Based on the patterns in the findings, a few key observations stand out as important regarding this first NDS HC1 for Kosovo.

124.   The NDS HC1 design process was rigorous, and evidence based. The priorities identified in the NDS HC1 are relevant, although perhaps not sufficient to cover all development needs. The implicit theory of change within the HC1 is heavily focused on economic growth aspirations through strengthening education and enhancing employability. However, there are gaps in the TOC and within the measures that could be addressed in the next NDS (for example, while measure 7 focuses on contracts and working conditions, this actually focuses on those who are already employed rather than on policies to increase employment). Furthermore, other wellbeing considerations such as health, culture, or social cohesion are not present, and this is a critical gap.

125.   The NDS HC1 has the potential to serve as an important medium-term instrument between mandates and could provide an important mechanism for orienting towards external frameworks such as the SDGs and the EU ascension agenda (termed the National Programme for the Implementation of the Stabilization and Association Agreement (SAA)). However, the NDS HC1 does not serve as the primary orientation for the Kosovo Government or donors and the sectoral strategies tend to have greater prominence. The strong economic growth orientation of the NDS HC1 limits the degree to which transversal equity themes are able to be considered and as such, gender and access considerations (rural versus urban, vulnerable versus wealth, etc) are not strongly visible in the NDS HC1.

126.   The macro-level economic indicators have improved modestly since 2016, but the NDS HC1 contributions to these gains is likely to have been minimal due to the relatively low completion rates of activities and the declines in the outcome level indicators related to the respective measures. The economic orientation of the macro-level indicators also impedes tracking gains in other sectors at the macro level such as education or health. There are social cohesion indicators in the NDS HC1 macro-level performance framework, which can serve as proxy measures for elements such as education and health, but these social cohesion indicators have not been measured as consistently as the economic indicators.

127.   Even so, there has been some progress made against the measures and activities, but there has been lower rollout than anticipated as per the targets set. Many of these

achievements have been in the sphere of establishing the required legal frameworks or commissioning the inception studies related to measures. Particular progress is observed in those measures which received project-specific donor support. The next steps in many of these measures would be to take actions to change systems or procedures – especially in terms of human resources and capacity.

128.   Compared to the 2018 mid-term review, the NDS HC1 performance through the second half of the cycle has declined slightly in the subsequent years. This is likely due to the structural and architectural limitations observed in terms of the mechanisms for NDS HC1 implementation. The primary limitation to the NDS HC1 has been that it is not well integrated into other government processes which reduces the degree of prominence that the NDS HC1 have in shaping policy, strategies, and implementation of government workplans and orienting government priorities. There are several other factors that have also served to impede the implementation of the NDS HC1 and reducing its prominence in Government actions.

   a.   First, the NDS HC1 focus as a prioritization of priorities and its emphasis on economic growth has impeded its ability to serve as a larger strategic compass for other strategies and for integrating equity themes transversally.

   b.   Second, the NDS HC1 has a well-developed associated action plan outlining in detail costing and key performance indicators and respective ministry responsibilities. However, as technically sound as this document it, neither the NDS HC1 implementation, nor the action plan is well integrated into existing government processes for budget, planning, and reporting. This de facto treatment of the NDS HC1 as 'external' to government systems limits the degree to which progress against the NDS HC1 itself can be tracked, limits resourcing for NDS HC1 activities, and reflection and analysis for accountability.

   c.   Third, the NDS HC1 has a technically sound monitoring and performance framework, but this framework tends to be treated as a standalone document that is inconsistently integrated into existing government bureaucratic processes. This inhibits the degree to which monitoring of the NDS HC1 progress can be carried out. Management data related to budget expenditures or NDS HC1 activity progress can be found within the government system, but it is highly disaggregated. The data is distributed among different databases managed by different government Ministries or departments and not easily shared or collated. Public access to this data is limited and what data that is published tends to be oriented towards other frameworks (such as sectoral strategies) rather than the NDS HC1 and the resource allocation categories are different from those cited in the NDS. This limits the degree to which the linkages from activities to measures to pillars to the macro level indicators are able to be tracked and the degree of public transparency towards the NDS HC1.

   d.   Finally, political ownership and will for the NDS HC1 has fluctuated over the cycle. Based on the patterns of progress in the NDS HC1, there appears to have been a period of about 30 months in the middle of the cycle of relatively low ownership of the NDS HC1 in government. This coincides with a period of multiple government transitions in Kosovo and suggests that NDS HC1 political ownership is highly contingent on individual motivations rather than embedded in the system.

Lessons Learned

129.   Lessons learned are intended to be observations or patterns emerging from a specific evaluation that can be generalizable to other contexts beyond the immediate focus of the evaluation. The following section on recommendations highlights the important principles to be taken into consideration in the design of the next NDS HC1. In terms of generalizable

lessons learned, there are four lessons that would be important for consideration in other contexts.

130.   **Having an NDS is important for orienting government priorities.** This was the first national development strategy developed by Kosovo and even with the challenges present, there is widespread recognition that an NDS is an important tool for shaping government priorities and providing a longer-term vision beyond the individual government mandates.

131.   **How the NDS is structured within government is critical for success.** To ensure rigor, the NDS relied heavily on external inputs and support ranging from contracting external experts tasked with developing concept notes to receiving donor funding support for the NDS exercise, to contracting external consultants to develop the operational plans accompanying the NDS. The intent was to promote rigour and recruit expertise, however, this subtly affected the integration of the NDS into the rest of normal government processes and subsequently reduced both the degree of accountability and the degree of ownership by government in the NDS. Almost all of the recommendations in the following section are related to this important lesson learned.

132.   **The NDS can serve an important role in donor conversations but should not be driven by donor priorities.** The NDS design emphasized a prioritization of priorities as a way of managing and making sense of all the competing priorities emerging from a multiplicity of strategies. The intention was to help guide donor investment into those areas first. However, the specific measures that were eventually chosen within the NDS HC1 were selected in anticipation that these would be the ones that the donors had the most interest in funding. In other words, the NDS became aligned to donor interests rather than helping align donor interests with government priorities. Where donor funding subsequently followed, these measures were relatively successful. However, for the measures that did not end up receiving significant donor project support, the NDS struggled to provide sufficient funding allocation because of its disconnect from other government resourcing processes.

133.   **The NDS can serve an important tool to more systematic and structured donor coordination.** There is relatively little coordination by the government of donor engagement. There does exist a donor information management system, where donors are supposed to enter updated project and investment information. However, this management is not consistently updated by all donors and the reporting of the donor management information system is not connected to NDS reporting. Furthermore, access to the donor information management system is limited, reducing its potential to be integrated with other reporting platforms. Integrating the NDS more closely with the donor information in monitoring and reporting can provide a more systematic and structured approach for donor coordination and conversations.

5.0 RECOMMENDATIONS

134.   The evaluation recommendations are based on the patterns emerging from the key findings. Feedback on the preliminary recommendations was obtained from the SPO and the ERG through two workshop presentations in Kosovo on both findings and recommendations. Overall, the recommendations are oriented towards the design of the next NDS – specifically for the NDS HC1. However, some of these recommendations may be applicable for the entire NDS design process. The sub-recommendations should be considered possible avenues for achieving the desired change described in the recommendations. The recommendations are based on these five key conclusions:

135.   **Build on the achievements of the existing NDS HC1**. Although slower than anticipated, there has been progress towards a number of the current NDS HC1 measures and activities. A new NDS HC1 should include a review of progress milestones to date in the respective measures including an overview of the state of progress towards each measure. This could include identifying the next steps to be taken in each measure that should be considered in the next NDS HC1.

136.   **Reframe the NDS HC1 towards a more strategic, human development orientation**. This includes restructuring the NDS HC1 architecture towards a 'strategy of strategies' rather than a prioritization of priorities. Reorienting the NDS HC1 towards human development rather than exclusively on human capital. The strategy should encompass more than economic growth. The NDS HC1 should maintain a multi-year scope for bridging mandates and should continue to be aligned with the 2030 agendas of the EU and the SDGs. The strategy should integrate transversal priorities of gender, equity, access, and environmental sustainability more visibly across all pillars measures and activities.

137.   **Integrate the NDS HC1 more closely into existing government systems**. This includes ensuring the integration of the NDS HC1 sectoral strategies and workplans through a stronger cross-check mechanism aligned with existing legal cross-check mechanisms in Ministries. Establishing Administrative Instructions for the Budget Department of the MFLT on NDS HC1 costing opinions and resource prioritization and revising the budget law for clarifying roles and responsibilities in ministry budget departments. Finally, consider establishing Administrative Instructions from the Ministry of Local Government to Municipalities for prioritizing budgeting for NDS HC1 activities at the municipality level.

138.   **Increase the mechanisms for accountability and reporting against the NDS HC1**. This includes developing systems for tracking progress against the NDS HC1 activities including reporting on the completion of NDS HC1 activities in Ministry workplans. Develop monitoring and reporting templates that disaggregate achievements and expenditures by NDS HC1 measures and activities which are shared with the OPM and Assembly annually. Increase the alignment of existing management data through linking databases and increased sharing of data between Ministries and departments. Increase public monitoring of the NDS HC1 through publishing of raw data for public dashboards.

139.   **Systematize high level political ownership of the NDS HC1**. The NDS HC1 currently is highly dependent on individual motivations which can fluctuate through government transitions. Political will for supporting the NDS HC1 should seek to be strengthened through systematizing the NDS HC1 ownership including broad based political representation at supervisory and management levels beyond the OPM and SPO itself. One way to do this would be through the formation of an NDS HC1 Steering Committee comprised of a combination of OPM and Assembly representation and including civil society. This committee would have to have a mandate for annual review of the NDS HC1 progress. In addition to the legal alignment cross-check mechanisms referred to earlier, this could include empowering the SPO for coordinating with other government bodies responsible for the elaboration of government workplans and resourcing to enforce greater attention to the integration of NDS HC1 activities and measures in government resourcing, workplans, and reporting.

TABLE 12: RECOMMENDATIONS

Desired Change	Recommendation
Build on the achievements of the existing NDS HC1 measures and activities.	**Recommendation 1: NDS HC1 Measure Progress Review**. The SPO/OPM should support a review process in the design of the new NDS HC1 that describes existing milestones achieved in each measure and identifies which next steps are required in each measure. This could be part of a SWOT analysis but could also be based on the data provided in this evaluation report.

Reframing the NDS HC1 towards strategic human development.	**Recommendation 2: Strategy of Strategies Architecture**. The SPO/OPM should re-orient the NDS HC1 focus towards emphasizing the NDS HC1 as a strategic compass to orient other sectoral strategies. This could include:
	
	   i. Structuring the NDS HC1 as an overarching strategy for sectoral strategies
	  ii. Integrating the NDS HC1 into the national strategic management framework to which sectoral strategies should be aligned.
	
	Recommendation 3: Sustainable Development Orientation. The SPO/OPM should re-orient the NDS HC1 focus not solely towards economic growth but to also include a more holistic development agenda that visibilize sustainability and wellbeing elements. This could include:
	
	   i. Change the focus of the HC1 pillar from human capital to human development.
	  ii. Change the overall orientation of the NDS HC1 from purely economic growth towards a sustainable economic development
	 iii. Integrate non-economic dimensions into the NDS HC1 including health, culture, social cohesion, environmental sustainability, among others to ensure a more holistic development focus.
	 iv. More visibly integrate transversal themes of gender, inclusion of marginalized groups, access (rural/urban), and environmental sustainability across all activities and all measures.
	
	Recommendation 4: External Frameworks Alignment. The SPO/OPM should refine the alignment of the NDS HC1 with the SDGs and Implementation of the SAA frameworks through better integration and monitoring of these frameworks. The NDS HC1 could become the overarching tool for the localization of the SDGs in line with the SDG Resolution. This could include:
	
	   i. Maintain a multi-year scope aligned with the 2030 agendas of the EU and SDGs
	  ii. Integrate SDG and EU macro-level indicators into the NDS HC1 Performance Results Framework
	 iii. Establish targets at all level indicators based on adequate analysis
	
	Recommendation 5: Strategic Results and Action Plan. The SPO/OPM should maintain the existence of an NDS HC1 Action Plan and Performance Results Framework in the new NDS HC1, but these should be aligned with the strategic re-orientation of the NDS HC1. This could include:
	
	   i. Develop a strategic accountability framework that establishes clear linkages between activities, measures, and pillars but provides flexibility to adapt to changing priorities under the strategic directions.
	  ii. Integrate macro-level indicators that include elements in health, culture, education, social cohesion, and other well-being indicators.
	 iii. Integrate SDG and EU macro-level indicators into the NDS HC1 performance framework
	 iv. Require all sectoral strategies to articulate a clear linkage between sectoral workplans to NDS HC1 outcomes, measures, and pillars including identifying relevant KPIs for sectoral workplan activities linked to the NDS HC1.

Integrate the NDS HC1 into existing government systems and processes.	**Recommendation 6: Sectoral Planning Integration.** The SPO/OPM should strengthen how the NDS HC1 is integrated into the ongoing national planning system and the NDS HC1 should serve as the basis for the development of sectoral strategies and workplans. This could include:
	
	   i. Issuing an administrative instructive to Ministries ensuring that sectoral strategies are linked to the NDS HC1 strategic objectives
	  ii. Ensuring a mechanism in which subsequent sectoral operational and workplan activities can be linked in a clear causal chain to overarching NDS HC1 objectives.
	
	Recommendation 7: Sectoral Cross-check mechanism. The SPO/OPM should update the guidelines and Administrative instructions for strategy development to

| | establish a strengthened cross-check mechanism to ensure that sectoral strategies and workplans are in alignment with the NDS HC1. This could include:

   i.   The SPO/OPM should update the Administrative Instructions and guidelines in the templates for the development of strategies to ensure that subsequent sectoral strategies are aligned with the specific NDS HC1 measures and outputs.
   ii.   Through these AI and guidelines, ensure that the legal departments in each Ministry include in their checking of sectoral strategies against current legislation whether the sectoral strategy is aligning with the NDS HC1.
   iii.   Establish an OPM cross-check mechanism – carried out by the SPO – to establish a colour coding of sectoral strategies according to alignment with the NDS HC1 (within, inline, in conflict, outside but not in conflict, unforeseen but important).

Recommendation 8: Resourcing Integration. The SPO/OPM should establish a strengthened mechanism to ensure funding of NDS HC1 activities through Ministerial budget allocation. This could include:[83]

   i.   Establish a review process for assessing NDS HC1 costing and potential sources for support including internal government and external donors.
   ii.   Establish an Administrative Instruction with the budget department to issue opinions on NDS HC1 costing feasibility as evidenced in sectoral strategies and workplans.
   iii.   Establish an administrative instruction with the budget department to require prioritization of resource allocation by Ministries to workplan activities linked to the NDS HC1 measures.
   iv.   Establish a review of the coding of the NDS HC1 resourcing codes to be aligned with the Ministry of Finance, Labour and Transfers coding to allow for better tracking of resource allocation against the NDS HC1.
   v.   In collaboration with the Ministry of Finance, Labour, and Transfers, review the budget structure to better connect line budgeting towards programme and performance budgeting.

Recommendation 9: Sub-national Integration. The SPO/OPM should establish a strengthened mechanism to ensure the linkages of the NDS HC1 strategies with municipal planning and resourcing. This could include:

   i.   Establish an administrative instruction with the Ministry of local Government to ensure that Municipalities are prioritizing resourcing for supporting NDS HC1 activities through the respective municipal departments.
   ii.   Commissioning of costing studies for the implementation of the NDS HC1 at municipal levels.
   iii.   Defining capacity building work required for orienting both national and municipal level Ministries and departments on the implications of the NDS HC1 objectives for municipal workplans and budgets. |
| Increased mechanisms for accountability and reporting against the NDS HC1 | **Recommendation 10: Strengthened internal monitoring**. The SPO/OPM should establish a strengthened mechanism to ensure the systematic internal monitoring of NDS HC1 progress through mandated data collection exercises related to both financial allocations and expenditures and activity progress. This could include:

   i.   Developing budget and activity reporting systems that allow for tracking and reporting cost allocations to NDS HC1 activities by different departments and Ministries.
   ii.   Review data management systems for increased sharing and collation of management data across separate databases to better track NDS HC1 progress.
   iii.   Develop an annual reporting framework within the SPO that reports to the OPM on percentages of activities completed by Ministries against the NDS HC1 (in addition to respective sectoral strategies). |

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[83] This would be a recommendation relevant for the entire NDS for all pillars under the NSMF. The scope of the evaluation is to the HC1 and this recommendation should serve as a checklist to ensure the necessary mechanisms are present somewhere to ensure resource integration.

	Recommendation 11: Establish a civil society monitoring of the NDS HC1. The SPO/OPM should establish a mechanism to ensure there is a public monitoring of NDS HC1 progress. This could include:
	
	   i. Commissioning a civil society entity to create and maintain an NDS HC1 activity dashboard updated annually.
	   ii. Establishing a public budget allocation dashboard structured to illustrate Government resource allocation by NDS HC1 objectives and measures.

Systematize political ownership of the NDS HC1	**Recommendation 12: Political Ownership Structures**. The SPO/OPM should establish a strengthened mechanism to ensure there is sufficient political ownership of the NDS HC1 by including both broad-based political representation from different levels in steering committees commissioned to review progress against the NDS HC1 and instruct follow-up when implementation delays occur. This could include:
	
	   i. Establish an NDS HC1 steering committee comprised of broad-based high level political representation to ensure broader ownership including representation from OPM, Assembly, or Ministries which meets annually for review of the NDS HC1 progress.
	   ii. Establish a reporting mechanism by which the SPO collates and reports progress against the NDS HC1 and presents to the NDS HC1 steering committee highlighting implementation delays and required actions to be taken to confer alignment.
	   iii. Consider including civil society and private sector representation in an NDS HC1 steering committee to provide external perspectives on NDS progress.
	   iv. Commission that the SPO and the Government Coordination Secretariat (which coordinates the development of government workplans) to coordinate to require Ministerial compliance with NDS HC1 objectives including the linkage of sectoral strategies and workplans to NDS HC1 objectives.

6.0 ANNEXES

Annex 1: Terms of Reference

Terms of Reference for an Evaluation of the Human Capital Pillar of the Kosovo National Development Strategy (2016-2021)

1. Introduction

1.1. Kosovo National Development Strategy Evaluation

This Terms of Reference (ToR) have been drafted for the evaluation of the Kosovo Human Capital Pillar of the National Development Strategy (NDS) 2016-2021, hereinafter referred to as the Evaluation.

National planning in Kosovo is underpinned by the National Development Strategy (NDS), which provides overall strategic direction. The NDS 2016-2021 was the first such strategy developed by the Kosovo institutions, aiming to improve quality of public policies and to contribute to effective decision-making processes that would integrate Kosovo's overall development agenda with the European integration agenda and available resources.

The NDS is divided into four thematic pillars: human capital, good governance and rule of law, development of competitive industries, and development of infrastructure. A more detailed implementation plan – the NDS roadmap – which includes a costing of measures and indicators for implementation and results, was prepared in the first half of 2017. The NDS (2016-2021) roadmap is aligned with the UN Sustainable Development Goals (SDGs) to measure national policies contribution towards the 2030 Agenda for Sustainable Development.

The development and implementation of the NDS (2016-2021) is led by the Strategic Planning Office within the Office of Prime Minister (SPO/OPM). A progress report on the implementation of the NDS was conducted in 2018 which highlighted the results achieved and contribution of the NDS towards the SDG global targets. The progress report also served as a mid-year stocktaking to inform some of the recommendations for the development of the upcoming NDS which will cover a time period until 2030.

While there are a number of sectoral and thematic strategies in place, evidence-based planning, design and implementation of strategies and policies remain a key challenge hindering strategic interventions and progress in key developmental indicators in Kosovo. Hence, in line with the plans and preparation for the development of the new NDS 2030, the SPO/OPM has requested UNICEF support to undertake a summative evaluation of the Kosovo Human Capital Pillar of the NDS 2016-2021 to assess the progress made with a forward-looking focus, drawing on evidence-based lessons to inform the design and implementation of the NDS 2030.

1.2. Evaluation Rationale

The NDS (2016-2021) is the first strategy that outlines key national priorities and aims to streamline strategic planning and interventions in Kosovo. Apart from the 2018 progress report on the implementation of the NDS (2016-2021), no evaluation has been conducted to shed light on the progress made towards the implementation of measures. Hence, as the current NDS (2016-2021) enters the last year of implementation, a summative focused evaluation is necessary and would serve for learning purposes, as well as informing the development and implementation of the upcoming NDS 2030 that is expected to be completed by 2021. The Evaluation sets out to assess the performance and contribution of relevant sections and institutions towards the national development goals.

The Evaluation will assess the relevance, effectiveness, sustainability, efficiency, synergies, and longer-term changes associated with the NDS, its contribution to SDGs, as well as programmatic and strategic choices made in the implementation of the NDS to identify promising practices, draw lessons and forward-looking recommendations that can inform the development of the NDS 2030. While the NDS covers a wide range of priorities, the Evaluation will specifically focus on the "Human Capital" pillar to assess the key evaluation criteria for this area while the overall findings and recommendations will identify lessons that are applicable to all pillars.

The Evaluation is commissioned by the SPO/OPM, and UNICEF will provide the technical guidance to the evaluation team and support SPO/OPM with management and quality assurance as needed. SPO/OPM and UNICEF will work closely to ensure a smooth implementation and management of the Evaluation.

1.3. Stakeholders

The Evaluation may be used by a broad range of stakeholders of which some have a direct stake in the Evaluation because they are involved in implementation of the NDS (2016-2021) or in programmatic frameworks, plans or strategies that support the implementation of the NDS (2016-2021). The users include specific offices and departments within the Office of Prime Minister, relevant line ministries, civil society organisations private sector organizations and others as relevant. The primary intended audience for this evaluation includes policy makers involved in designing of policies and strategies at national and local level, with specific focus on addressing issues related to human capital development such as education, health, social and protection policies, labour market and others as relevant. In addition, the evaluation findings are to inform and to be utilized by other relevant stakeholders such as civil society organizations, developmental agencies, private sector organisation, right holders, and others as relevant.

The key stakeholders whose perceptions of the NDS should be reflected in the Evaluation and who should, ideally, be informed about the evaluation process, its findings and recommendations that may support optimization of joint work. A new consultative, informal group of targeted stakeholders will be established to serve as an Evaluation Reference Group, including but not limited to Kosovo Institutions, Public Agencies, Civil Society Organizations (CSOs), Private Sector, Academia, Development Agencies. Additionally, the key stakeholders that will be consulted as part of this evaluation will include the relevant line ministries such as: Ministry of Education and Science, Ministry of Labour and Social Welfare, Ministry of Finance, Ministry of Foreign Affairs and Diaspora, Ministry of Public Administration, Ministry of Justice, Ministry of European Integration specific departments within the Office of Prime Minister, Civil Society Organization, relevant agencies, private sector organisations and academia. A more detailed stakeholder's mapping will be conducted during the inception phase of the evaluation while the leading and supporting institutions responsible for the implementation of the NDS Human Capital is provided under section 1.3.

The role of UNICEF will be to support commissioning of the Evaluation and provide continuous technical support to the SPO/OPM, with specific focus on quality assurance on the conduct of Evaluation.

2. Context

2.1. Socio-economic Overview

The overall Kosovo population is estimated at 1.8 million, with about 60 per cent living in rural areas. Kosovo has the youngest population in the region with half of the population under the age of 30 years and 31 per cent estimated to be under the age of 18.[1]

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[1] Kosovo Agency of Statistics. Population Estimation 2017

Kosovo is categorized as lower middle-income with a GDP per capita estimated at US$4,458, in 2019.[2] Over the last decade, Kosovo has enjoyed a relatively solid economic growth. Although growth projections have been quite positive, Kosovo has remained one of the poorest places in Europe, with 18 per cent of the population estimated to be living below the national consumption poverty line and 5.1 per cent below the extreme poverty line. Along with other social indicators, specific population groups, including women, children and those living in rural areas are disproportionately affected by poverty. In rural areas, the poverty rate was estimated at 19 per cent compared to 16 per cent in urban areas and women live more on poverty (19 per cent) compared to men (17 per cent). Children are disproportionally affected (23 per cent) compared to the overall population (18 per cent), with 7.2 percent of children living in extreme poverty.[3] The most recent data point to a large proportion of children under the age of five years (1 in 4) living in the households belonging to the poorest wealth quintile.[4]

Kosovo has the highest percentage of total economically inactive population rate in Europe.[5] The general unemployment rate in Kosovo is estimated at 29.6 per cent. Significant disparities are observed between women and men, with 45.3 per cent of men reported to be employed, compared to 12.3 per cent of women. High unemployment rate is also recorded among youth aged 15-24 at 55.4 per cent, with unemployment rate as high as 63.5 per cent among female and 48.4 per cent among male.[6]

Overall public expenditure on social services has increased over time but remains relatively low and is insufficient to ensure universal access and coverage. Public spending on health does not meet the global recommendations for funding the health sector. Spending on health care is projected at only 3.8 per cent of the GDP which is significantly lower than the EU average (7.1. per cent). Similarly, per capita public spending on education is low compared to other countries in the region. The estimated education related expenditures for 2019 is at 4 per cent of the GDP, with spending dominated by wages.

Since 2009, delivery of social services has been decentralized. However, the decentralisation process has not been systematically linked to allocation of resources. There are no parameters in place for establishing a specific financial formula on social service delivery to be allocated to the municipalities by the central government. As a result, limited financial resources and human capacities, as well as a lack of proper planning, result in poor provision of social services to the most vulnerable people in Kosovo.

Education and health are building blocks for the development of human capital; they are essential for maximizing the potential of individuals to live a prosperous and happy life. In Kosovo there are significant breakdowns in the provision and quality of education and health affecting the ability of Kosovo population to participate in the labour market and live a long, prosperous, and healthy life. According to the Human Capital Index prepared by the World Bank, a child born in Kosovo today will only be 56 per cent as productive when he or she grows up than would be the case if they enjoyed a complete education and full health.[7]

Data from the same source indicates that a Kosovar child who starts school at age four can expect to complete 13.2 years of school by his or her 18th birthday but when what children learn is factored in, expected years of school is only 7.9 years. Students in Kosovo score 375 on a scale where 374 represents the minimum and 625 represents the highest possible attainment. This shortfall in human capital, reflecting a mismatch between the outputs of the education system and the demands of the

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[2] World Bank: Kosovo Overview
[3] World Bank and Kosovo Agency of Statistics, 2019. Consumption Poverty in Kosovo 2012-2017.
[4] Kosovo Agency of Statistics and UNICEF 2020 Kosovo Multiple Indicator Cluster Survey with general population and Roma, Ashkali and Egyptian communities
[5] You, D. et al. (2016). Kosovo in its Early Demographic Dividend Stage.
[6] Kosovo Agency of Statistics 2018. Labour Force Survey in Kosovo
[7] UNICEF, 2019. Situation Analysis of Children and Women in Kosovo

labour market, is a challenge which Kosovo must meet. regarding health outcomes, the report shows that across Kosovo, 91 percent of 15-year-olds will survive until age 60. Getting a good start to life is an essential first step in this direction.[8]

Kosovo is not a member of the EU or the United Nations. However, in April 2016, the EU Stabilization and Association Agreement (SAA) came into force as the main vehicle to regulate the trading, stability, and prosperity of Kosovo to facilitate EU accession. In order to meet its SAA obligations, Kosovo needs to engage in further democratic reforms, achieve social and economic development, and progressively align with EU legislation and standards, so that it is able to fully implement the EU "acquis" (the accumulated body of EU law and obligations from 1958 to the present day) upon accession.[9]

2.2. The National Development Strategy

The NDS aimed to develop a list of priorities, under an umbrella strategy, which would allow building synergies between various initiatives, prevent institutional overlap, yield higher performance efficiency, orientation of support of the development partners and establish a firm guiding basis for Kosovo's institutions and accountability to the public. It is divided into four thematic pillars: human capital, good governance and rule of law, development of competitive industries, and development of infrastructure. A more detailed implementation plan – the NDS roadmap – which includes a costing of measures and indicators for implementation and results, was prepared in the first half of 2017.

The progress implementation report outlined the progress achieved, including four macro-level indicators, and drew on recommendations for future consideration which highlight that important social aspects critical for the wellbeing of the population have not been included in the current NDS (2016-2021). The report called for additional measures to be included as part of the NDS on employment, health, and social welfare. Additionally, the progress report highlighted the progress made over the 2030 Agenda for Sustainable Development. Out of all 17 SDGs and 169 SDG targets, 12 goals and 22 targets were found to be in line with the NDS.

In its first pillar, Human capital, the NDS (2016-2021) emphasizes the need for a productive, skilled, and innovative labour force, establishing these factors as one of the determinants of development. The more advanced the labour skills, the higher the workers' incomes and economy in general. Discussion on skills encompasses not only technical skills, such as cutting and shaping a product, but also cognitive skills such as logic and reasoning, or soft skills such as interpersonal skills or work ethics. Building these skills depends entirely on the quality of education, its correlation to the labour market, the work conditions in the labour market, but also opportunities to acquire skills through migration or, reversely, brain gain from diaspora.

NDS measures under the Human Capital Pillar:

1. **Increased inclusion of children in pre-school institutions.** This will allow better success at higher levels of education, decrease inequality, and increase participation of women in the labour market. This means that a child may learn while his or her mother may work.
2. **Improved quality of teaching in the primary and secondary education.** This is a pre-requisite for better success of the education system and strengthening the skills of youth for the labour market. This means our teachers, who teach our children, are qualified for the work they do.
3. **Improved correlation between skills acquired in education and labour market needs.** This will contribute to driving down unemployment and growth of Kosovar enterprises. This means that a pupil of a vocational school or a student from University may find it easier to find practical work during studies or full-time employment upon completion of studies.
4. **Strengthened mechanisms of accountability and certification in the education system.** This will allow schools and teachers to be held accountable and be rewarded for the quality of work, which will help improving the quality of education.

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[8] World Bank 2020, Kosovo's Human Capital Index
[9] UNICEF, 2019. Situation Analysis of Children and Women in Kosovo

5. **Improved expenditure planning in the education system.** This will allow savings to the state's budget and divert funding from areas of lower to higher priority.
6. **Decreased level of informal employment.** This will allow protection and better advancement of workers. Also, a worker will be able to benefit pensions, enjoy access to loans and better conditions for work.
7. **Concrete recruitment of experts and diaspora students.** This will allow transfer of know-how from our diaspora and strengthening their ties to their homeland. This means that a technology expert may be financially supported to develop a project in Kosovo institutions or private companies and produce something long-term.

The **leading stakeholders involved in the implementation of the NDS Human Capital Pillar** include, the Ministry of Education and Science, the Ministry of Labour and Social Welfare, the Ministry of Foreign Affairs and Diaspora. The supporting institutions responsible for the implementation of the NDS Human Capital Pillar include, schools, the Pedagogic Institute of Kosovo, Kosovo Chambers of Commerce, Kosovo Accreditation Agency and National Qualification Authority, Ministry of Public Administration, Ministry of Justice, UNDP, GIZ, Innovation Centre Kosovo, Private and Public Universities, Students Network, Professionals Network, donors, businesses.

Correlation to other strategic planning frameworks

Although the main focus of the NDS (2016-2021) was economic growth, the implementation of the NDS (2016-2021) was meant to serve as a vehicle to push forward the Kosovo's European integration agenda. In this sense, there was significant attention paid to the harmonization of the NDS implementation actions with National Stabilization Association Agreement (SAA) Implementation Programme and the need for further adoption of EU acquis. The NDS (2016-2021) was also aligned with the 2030 Agenda for Sustainable Development and aimed to accelerate the SDG implementation agenda for Kosovo. In addition, the NDS (2016-2021) was aligned with the sectoral strategies aiming to maximize results in the area of economic development, education, and employment.

Implementation of the NDS

The implementation of the NDS (2016-2021) was envisioned as an essential process of the Integrated Planning System in Kosovo, based on the following principles: the NDS (2016-2021) measures have priority in resource allocation and will be monitored closely, including through Prime Minister's direct attention; the NDS measures receive full financial coverage, with preferential access to any additional resource from the state budget and / or development partners; Ministers and institutions responsible for NDS's priorities, shall develop clear guidelines for implementation of NDS's objectives. The frequent political turnovers and lack of full alignment and tracking of expenditures in line with activities planned within the NDS constitute the two key challenges that have impacted the implementation of the NDS (2016–2021).
First report on the implementation and results of the National Development Strategy 2016–2021 – Human Capital Pillar (2018)

Pillar 1 measures focus on improving the quality of education and better linking education with the needs of the labour market. Strong progress has already been achieved in important areas, such as the professional development of teachers and the introduction of national student examinations that measure learning achievements. The development of an education information system is nearly complete. The upgrading of school inspections has also advanced, as have improvements in labour market inspections and related arrangements for reducing informal employment.

The first report noted delays under this pillar are primarily linked to systemic changes and institutional development. The Standards and Evaluation Agency has not been established since the Government of Kosovo within wider public administration reform agenda will undertake a review of executive agencies, while the capacity and professional autonomy of the National Qualification Agency and the Kosovo Accreditation Agency need to be improved. The implementation of a teacher grading,

and licencing system was not started in 2017. Key tools for the development of professional education, such as for forecasting skills and reviewing the financing formula, are delayed. Finally, little has been done to date to attract experts and students from the diaspora to the national education system.

3. Objectives and Scope of the Kosovo Human Capital Pillar of the National Development Strategy Evaluation

3.1. Objectives

The Evaluation has three key objectives, which are to:

1) Assess the relevance, effectiveness, sustainability, efficiency, synergies, and longer-term changes associated with the NDS, including the priority and programmatic choices made in relation to other sectoral strategies and priorities and the changing socio-economic context in Kosovo.
2) Provide an independent performance assessment of the NDS 2016-2021 – Human Capital Pillar seen in relation to expected results as indicated in the NDS roadmap monitoring framework for which the promotion of equity and gender equality are considered to form an integral part.
3) Identify lessons and forward-looking recommendations from the assessment of objectives (1) and (2) above that can inform the development of the NDS 2030.

The Evaluation shall focus on the degree of attaining the planned and actual results and targets related to the NDS (2016-2021) high level indicators. The Evaluation also shall consider the resources allocated for implementation as well as coherence of their expenditure related to measures and objectives defined by the NDS (2016-2021).

Findings of the Evaluation will inform the development of the upcoming NDS 2030 and will provide key lessons and recommendations for further strengthening the implementation, monitoring framework as well as resources allocated to maximize results in line with the set priorities. SPO/OPM will coordinate the review of the Evaluation report through the Evaluation Reference Group.

3.2. Scope

The Evaluation will cover the **period of the NDS implementation which dates to 2016.** The Evaluation will assess the implementation of the Human Capital within the NDS (2016-2021).

The organizational scope of the Evaluation focuses on the national level results in line with overarching priorities of the NDS (2016-2021).

The evaluation **covers the Human Capital Pillar** including a review of the totality of NDS in the context of development process and interconnected strategic choices. A particular focus of the Evaluation will be placed on assessing issues related to equity – in particular as these address and contribute to human rights, SDGs as well as gender mainstreaming's Evaluation process will not cover other NDS pillars (Governance and the rule of law; Competitive industries and Infrastructure) nor will assess the overall NDS (2016-2021).

The programmatic focus of the Evaluation will include review of relevant strategies and knowledge products relevant to the Human Capital pillar, with specific focus on education, skills and labour market needs, employability, and others as relevant.

3.3. Evaluation Questions

The questions that will guide this evaluation are aligned with the evaluation criteria developed by the OECD Development Assistance Committee (DAC)[10] - relevance, effectiveness, efficiency,

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[10] The DAC evaluation criteria were first defined in 1991 under the leadership of the OECD. In 2019 they are currently under revision.

sustainability, synergies, and long-term impact. A more targeted sub-questions are to be defined during the inception phase.

Relevance

1. To what extent has the NDS (2016-2021) as a whole aligned with the needs of Kosovo, including economic, equity, social capacity conditions that the NDS seeks to address?
2. To what extent were the NDS (2016-2021) Human Capital Pillar measures informed by evidence?
3. To what extent did the NDS (2016-2021) Human Capital Pillar adapt to evolving priorities?

Effectiveness

4) To what extent have the NDS (2016-2021) Human Capital Pillar measures been achieved against the objectives and targets set?
5) To what extent has the monitoring framework been designed to inform systematic monitoring and implementation of the NDS.
6) Has gender been effectively mainstreamed in the NDS (2016-2021) Human Capital Pillar implementation and, if not, how could it be done better?

Efficiency

7) To what extent were available financial resources used efficiently taking into account cost effectiveness and operational efficiency of NDS with regards to the human capital development?

Sustainability

8) To what extent are the NDS (2016-2021) Human Capital Pillar measures aligned with sectoral and other relevant strategies and account for evolving situations with potential risks and trade-offs [11]?

Synergies

9) To what extent are the NDS (2016-2021) Human Capital Pillar measures aligned with SDGs and EU priorities?

Long-term Change/Impact

10) To what extent can the NDS (2016-2021) Human Capital Pillar be considered to have made a contribution to observed progress in enhancing human capital, including potential consequences of the interventions on human rights and equalities?

4. Methodology

The Evaluation will be guided by the "Norms and Standards" and the "Ethical Guidelines for Evaluation" developed by the United Nations Evaluation Group (UNEG)[12] and UNICEF's corporate guidance for human rights-based approach and equity focused evaluations[13]. It will be planned and implemented with a non-experimental design, using mixed-methods, and drawing upon secondary data when possible. The team is expected to generate primary data principally through Key Informant Interviews (KIIs), however, use of alternative data generating approaches that add further value is welcome, e.g., administration of surveys, focus groups, observation, use of big data, etc. In line with the COVID-19 protection measures, the data collection will include alternative ways to physical

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[11] Some of the key strategies include: The Kosovo Education Strategy and Action Plan (2017-2021); The Social Welfare Sectoral Strategy (2018-2022); The Youth Strategy 2019-2023 and others identified during the inception phase.
[12] UNICEF 2017.
[13] UNICEF 2011

presence. Hence, all primary data collection will be conducted through virtual means, including, and not limited to zoom, skype, telephone, Viber, WhatsApp etc.

4.1. Assessment Frameworks and Theories of Change (TOCs)

The implementation of the NDS (2016-2021) has been informed by the "Roadmap for Implementation of the NDS 2016-2021", which includes detailed information on costing of measures and activities. While the Roadmap sets the basis for monitoring of implementation of the NDS, the Evaluation Team will be responsible to work on constructing the Theory of Change (ToC) to highlight the results chain that will inform the evaluation process. The proposed evaluation methodology should reflect a human rights-based and equity-focused approach utilizing disaggregated data by sex, ethnicity, age, disability, etc., and it should pay diligent attention to ethical issues.

Data Availability and Reliability

The 2018 report on the implementation and results of the NDS (2016–2021) highlights the lack of data availability for progress monitoring of NDS's (2016-2021) measures and results. The NDS (2016-2021) roadmap includes outcome, output baseline and target indicator data with clear indicators definitions outlined in the Passport of Indicators document. When no data are available to assess outcome, outputs indicators, proxy data will be needed to provide an indication or direction on the progress made. When available and applicable, utilization of disaggregated data is needed to ensure in-depth analysis to highlight equity issues, gender, children, adolescents, youth, and others as relevant. The consolidated monitoring data collected by the Strategic Planning Office/Office of Prime Minister will serve as a guiding framework to inform the Evaluation.

Limitations

Lack of reliable and systematic data as well as documentation of the design and implementation of some programme interventions may limit the Evaluation. During the inception phase, the evaluation team is expected to confirm data availability and to suggest how it will fill any gaps. The situation created with COVID-19 pandemic will impose limitation on the physical presence for data collection by the evaluation team.

5. Evaluation Process

Once the evaluation team is on board, the Evaluation will be structured in three main phases defined by accompanying activities as described below:

The Inception Phase

- **Capacity Building on Conduct of Evaluation for the SPO**
  The evaluation team jointly with UNICEF will conduct two workshops with Strategic Planning Office Staff, UNICEF Kosovo, and other relevant partners on introduction to evaluation, covering principles, standards, approaches, and implementation of Evaluation. The first workshop will be conducted during the Inception Phase to ensure that the staff members have increased capacities and understanding of basic steps towards the evaluation implementation. The second workshop will be organized following the finalization of the Evaluation Report, focusing on the development of Management Response for the Evaluation.

- **A Desk Review**
  The evaluation team will commence the Evaluation with a document review for which an electronic library will be established by SPO/OPM comprising relevant documentation that will be updated on an ongoing basis by both the evaluation team (ET) and SPO/OPM during the evaluation process. Documentation made available to the team may include but will not be limited to: the NDS (2016-2021) including all accompanying documents (road map, monitoring framework etc.), sectoral strategies such as the Kosovo Education Strategy and Action Plan (2017-2021); the Social Welfare Sectoral Strategy (2018-2022); the Youth

Strategy 2019-2023; the Child Rights Strategy and Action Plan (2019-2023), key relevant policy documentations, situation analysis and other survey relevant reports that include data and information on human capital related indicators.

- **Initial Briefings**
  In addition to the desk review, brief introductory interviews with staff from the SPO/OPM and UNICEF Kosovo Office will inform the prioritization of evaluation questions and the detailed planning of the evaluation methodology.

- **A virtual inception mission (VIM).** Once the initial desk review is completed, a 2-3-day virtual inception mission will be organised for the Team Leader. One important purpose of the VIM is to introduce the Evaluation and the ET to SPO/OPM staff and key evaluation stakeholders, including members of an Evaluation Reference Group (ERG) established as a sounding board for the evaluation to foster transparency and participation and to review key evaluation deliverables. In addition to discussing with SPO/OPM staff the practicalities of the evaluation field mission, other issues, as necessary.

- **An Inception Report (IR)**
  An inception report (20 pages) will be submitted that demonstrates impartiality, and that aligns with UNICEF's quality standards. The IR will be subject to quality assurance performed by the evaluation manager, a review conducted by internal evaluation stakeholders and the ERG, an ethical review – should proposed data gathering involve vulnerable groups, sensitive subjects and/or use of confidential data – and, finally, an external quality assurance check that requires a satisfactory rating for the field mission to proceed. The approval of the IR marks the completion of the Inception Phase.

- Based on the desk review and VIM, the IR will provide: a contextual description and summary of initial findings available from secondary sources; justifications of proposed changes to the Evaluation ToRs; an outline of the detailed methodology (including sampling strategies for all primary data collection); theoretical frameworks against which the NDS will be assessed; a description of the quality assurance mechanism of the evaluation team. The IR will also outline evaluation team strategies for management of data gaps, or data reliability issues, and it will include ethical considerations relating to primary data generation. Attached to the IR will be an evaluation matrix outlining evaluation questions, sub-questions, judgment criteria/indicators, data sources and instruments/methods; a stakeholder analysis; a timeline; the NDS TOC; a work plan; and bios of ET members with an overview of the division of labour between the evaluation team members vis a vis evaluation deliverables.

The Virtual Data Collection Mission Phase

Following the inception phase, a two-week virtual data collection mission with full participation of all team members will be organised during which additional secondary data may be identified and primary data will be generated. An estimated 70 stakeholders will be consulted by the evaluation team that include the following categories: Kosovo Institutions and Public Agencies, Private Sector, CSOs, Academia, and Development Agencies.

The SPO/OPM and UNICEF Kosovo Office will support the ET, organizing meetings and logistics at the request of the Team Leader – but will not participate in any of the external stakeholder interviews. At the end of the field mission, the evaluation Team Leader will present preliminary observations and finding to SPO/OPM and UNICEF evaluation team staff, the ERG (ERG) and, if required, other stakeholders.

The Reporting Phase

- The evaluation team will prepare a draft evaluation report, which should include an Executive Summary, that will be subject to a review undertaken by SPO/OPM and UNICEF Kosovo Office staff, members of the ERG and the evaluation manager; an external quality assurance that requires a satisfactory rating and, if required, an ethical review. Following the first internal

review of the draft report and the initial quality assurance, the evaluation team will incorporate the comments provided, as appropriate, and prepare a final draft report. The final draft evaluation report is shared with the ERG for validation and any additional comments. As with the IR, it is a requirement for evaluation report to have a satisfactory rating before it can be considered final.

- Either at the final draft stage (to support the reports validation) or once the evaluation report is finalized (to support further internalization and discussion on the recommendations), the evaluation Team Leader will hold a virtual meeting with the SPO/OPM and UNICEF Kosovo Office staff, the ERG and, if relevant, other national stakeholders. The report will comply with UNICEF's reporting standards and be no longer than 40-60 pages excluding executive summary and annexes. Upon completion of the evaluation report, it will be rated in UNICEF's Global Evaluation and Research Oversight System (GEROS), and it will be published on UNICEF's global public website. The lessons learned drawn during the process of the design and implementation of the Evaluation will be documented and shared to inform similar evaluation in different contexts.

- **Ethical considerations:** the evaluation team should clearly identify any potential ethical issues and approaches, as well as the processes for ethical review and oversight of the evaluation process in their proposal with regards to data collection, review, and other relevant processes.

Management Response (MR)

- The SPO/OPM is responsible for formulating a formal management response to the NDS evaluation, taking into consideration the inputs of the ERG. The MR provides a concrete set of actions that Kosovo institutions commit to undertaking in response to evaluation recommendations that are accepted. The MR will be shared with the Strategic Planning Committee for validation and will further inform the design of the NDS 2030.

6. Organization of the Evaluation

6.1. Timeline, Work Plan and Deliverables

The evaluation will be managed by SPO/OPM in close collaboration with the UNICEF Kosovo Office. A workplan and timeline is provided in Table 2 below.

Table 2. Workplan and timeline

Activity	Feb	Mar	Apr	May	June
Inception and Desk review	X				
Inception mission	X				
Inception report		X			
Report reviewed by evaluation stakeholders, ethical review and quality assurance conducted.		X			
Finalization and approval of Inception Report		X			
Data collection			X		

Presentation of preliminary observations and findings			X		
First draft report				X	
Report reviewed by evaluation stakeholders, ethical review and quality assurance conducted				X	X
Final Report					X
Final presentations and management response					X

The evaluation main deliverables and the indicative consultancy days are outlined in Table 3 below.

Table 3. Evaluation main deliverables and deadlines

Evaluation Deliverables	Completion Dates	# of days Team Leader
2-3-day Virtual Inception Mission with presentation	1 week before submission of the IR	4
Inception Report (maximum 20 pages excluding annexes).	1 week after the inception mission begins	6
Virtual data collection and presentation to SPO/OPM and UNICEF Kosovo, and ERG	2-3 week after the IR has been finalized and cleared.	10
Draft Report (maximum 40-60 pages excluding executive summary and annexes)	2 weeks after completion of the main mission.	8
Final Report (as above)	2 weeks after internal review and external quality assurance on draft report have been completed.	4
Virtual presentation of the evaluation to SPO/OPM and UNICEF Kosovo, the ERG and other stakeholders as requested. A PowerPoint Presentation of the evaluation, its main findings, recommendations, and conclusions.	1-2 week after approval of final report.	2
Two-day Capacity Building Workshop on Conduct of Evaluation and Development of Management Response for the SPO/OPM	One-day workshop prior to Inception Report on Conduct of Evaluation; and One-day workshop following the Final Report on Development of Management Response	3

Total		37

6.2. Team Composition and Requirements

General Competency Requirements for an international Team Leader
For the purpose of this evaluation, the consultancy company shall provide an International Team Leader. The Team Leader will be supported by a full-time national consultant that is hired directly from UNICEF *(more information below)*.

An international Team Leader must have documented professional experience in conducting rigorous independent evaluations that meet professional evaluation standards - and more than 10 years of professional experience. The Team Leader should, furthermore, have a strong development background with a profound understanding of development and Human Rights-Based programming. It is also a requirement that the Team Leader has expertise in strategic planning and have evaluation experience from the Europe and Central Asian Region or another middle-income country context. As the leader of the evaluation, the candidate will demonstrate previous experience in managing a multi-disciplinary team and delivering quality evaluation outputs.

Previous experience in Kosovo which demonstrates understanding of Kosovo national policies as well as knowledge of the Albanian language will be consider as critically important assets.

UNICEF Kosovo Monitoring Consultant

An additional UNICEF Kosovo consultant will provide full-time support to the Team Leader throughout the evaluation process. The national UNICEF Kosovo consultant has relevant master's degree and experience on monitoring and evaluation including on previous evaluations with UNICEF Kosovo Office.

Youth accompaniment

As part of the evaluation process, four to five university students will accompany the evaluation process who will provide the evaluation team with support on specific tasks, such note taking during the interviews and consultations, synthesising the report and other additional tasks as relevant.

6.3. Governance

The evaluation will be co-managed by the SPO/OPM Director and UNICEF Kosovo Child Rights Monitoring Specialist. The SPO/OPM will be responsible for the overall management and coordination of the Evaluation process. It will mobilize institutions and partners to provide information to the Evaluation Team and ensure their full participation throughout the evaluation implementation process. The SPO/OPM will engage in systematic discussion with the Evaluation Team throughout the planning and implementation process.

UNICEF Kosovo Office, in close collaboration with UNICEF Regional Office for Europe and Central Asia, will be responsible for the quality assurance of the Evaluation and the recruitment of the Evaluation Team. It will support the SPO/OPM on management and coordination of the implementation process. The evaluation will adhere to the UNICEF Evaluation Policy (2018) and standards and procedures for quality assurance.

The Team Leader will be overall responsible for the quality and submission of all main evaluation deliverables towards which all team members will contribute as explained below.

Role and Responsibility – Team Leader

The Team Leader has the overall responsibility for the CPE. Specific tasks of the Team Leader will include but may not be limited to:

- Guide the extensive desk review of existing information on the context including national policies and priorities and all relevant programme documents and reports, previous studies, research, and evaluations.
- Develop and provide detailed methodological guidance for the team with regards to the tool development and define the overall direction for data analysis and quality assurance.
- Provide guidance in preparation of evaluation deliverables.
- Review all relevant documentation related to the NDS Evaluation.
- Undertake a VIM to verify the scope of the evaluation, the NDS ToC, stakeholders analysis developed during the desk review, present the evaluation to the SPO/OPM and UNICEF Kosovo, ERG and, if relevant, other stakeholders and organize the practicalities related to the planning of data collection.
- Lead the virtual data collection mission and decide upon the division of roles and responsibilities among team members during the entire evaluation process.
- Coordinate the work of the evaluation team and consolidate inputs from team members to ensure
  timely delivery of evaluation products.
- Conduct interviews with a range of key stakeholders and informants as per the inception report.
- Lead the planning and conduct of analyses and discussions of evaluation questions and issues common to the whole team.
- Lead the consolidation of the teams' inputs for the inception and field mission.
- Undertake the VIM and present the evaluation to the SPO/OPM, UNICEF, the ERG and, in relevant, other stakeholders, and verify main deliverables associated with the inception mission.
- Submit the IR, the draft and final Evaluation reports, and develop and deliver a power point presentation on the main findings and recommendations emerging from the evaluation once the evaluation report has been finally approved.
- Manage the evaluation work plan, respecting deadlines for specific activities and deliverables.
- Maintain a high level of communication with the team members and SPO/OPM and UNICEF Kosovo staff involved in management of the evaluation.

The Evaluation Reference Group (ERG)

The ERG does not have any formal evaluation management responsibilities. It will act in an advisory capacity and provide inputs on all main evaluation deliverables that are expected to strengthen the quality and credibility of the evaluation. The reference group members will be expected to:

- Be a sounding board for feedback during the evaluation.
- Provide feedback on the evaluation approach presented by the Evaluation Team Leader when the IM is organized.
- Enable access to key informants during the evaluation process.
- Participate in interviews with evaluators as relevant.
- Review and comment on the IR.
- Participate in the presentation of evaluation preliminary findings.
- Review and discuss the final report, in particular, findings and recommendation that concern possible strategic shifts that should be made in the next NDS.

Annex 2: Bibliography

NOTE: The following reflects the library of available documentation for review against the evaluation criteria. Documents highlighted in yellow have been requested from the respective agencies but not yet obtained. Follow up will continue to add documentation throughout the data collection phase.

Title	Source	Year
Core Documents		
1.1 NDS 2016-2021 CORE DOCUMENTS		
National Development Strategy	Office of Prime Minister	2016-2021
Roadmap on implementation of NDS 2016 2021	Office of Prime Minister	2017
First report on the implementation and results of the National Development Strategy	Office of Prime Minister	2018
Kosovo Growth and Cohesion Model	Strategic Planning Office / Office of Prime Minister	2015
NDS and SDG measures & indicators comparison	Strategic Planning Office / Office of Prime Minister	
Results at macro level	Strategic Planning Office / Office of Prime Minister	
NDS Results (excel)	Strategic Planning Office / Office of Prime Minister	2018
NDS Implementation (excel)	Strategic Planning Office / Office of Prime Minister	2018
SWOT Analysis*		
1.2 EU TA PROJECT: Support to Kosovo Policy and Strategic Planning 2014-2016		
Inception Report - Support to Kosovo Policy and Strategic Planning	CPM Consulting / EU Office Kosovo	2014
Final Report - Support to Kosovo Policy and Strategic Planning	CPM Consulting / EU Office Kosovo	2016
Annexes (Logframe, Operation Plan, Performance Plan, etc.)	CPM Consulting / EU Office Kosovo	2016
2. MONITORING FRAMEWORK		
Evaluation matrix - monitoring indicators' performance	Strategic Planning Office / Office of Prime Minister	2018
Monitoring indicators - macro measure (ASK)	Strategic Planning Office / Office of Prime Minister	2017
Monitoring indicators - macro measure	Strategic Planning Office / Office of Prime Minister	2017
Database of monitoring NDS activities (clean)	Strategic Planning Office / Office of Prime Minister	2018

Database of monitoring NDS activities	Strategic Planning Office / Office of Prime Minister	2017
Indicators 8 & 9	Strategic Planning Office / Office of Prime Minister	2017
Macro indicators	Strategic Planning Office / Office of Prime Minister	2017
Methodology for reporting and monitoring of implementation, results, and financing of the National Development Strategy (accompanied with Indicator Passports) (ENG)	Strategic Planning Office / Office of Prime Minister	2017
Methodology for reporting and monitoring of implementation, results, and financing of the National Development Strategy (accompanied with Indicator Passports) (ALB)	Strategic Planning Office / Office of Prime Minister	2018
Monitoring methodology annexes (ALB and ENG)	Strategic Planning Office / Office of Prime Minister	2017
NDS Passport of Indicators (ALB and ENG)	Strategic Planning Office / Office of Prime Minister	2018
Preliminary Impact Assessment of NDS policy measures	Strategic Planning Office / Office of Prime Minister	2017
Guidance on use of database for monitoring NDS activities	Strategic Planning Office / Office of Prime Minister	2017
Guidance on NDS Reporting	Strategic Planning Office / Office of Prime Minister	
3. POLICY NOTES		
3.1 NDS PILLAR 1		
1.1. Investing in Future	Strategic Planning Office / Office of Prime Minister	2015
1.2. Skills for Work in the 21st Century	Strategic Planning Office / Office of Prime Minister	2015
1.3. Mobilizing Diaspora for Development	Strategic Planning Office / Office of Prime Minister	2015
1.4. Inclusive Development	Strategic Planning Office / Office of Prime Minister	2015
3.2 NDS PILLARS 2-4		
2.1 Business Friendly Public Administration	Strategic Planning Office / Office of Prime Minister	2015
2.2 Pushback Against Corruption	Strategic Planning Office / Office of Prime Minister	2015
2.3 Judiciary Efficiency	Strategic Planning Office / Office of Prime Minister	2015

3.1 Management of Strategic Assets	Strategic Planning Office / Office of Prime Minister	2015
3.2 Industrial Upgrading and Competitiveness	Strategic Planning Office / Office of Prime Minister	2015
3.3 Unfolding Investment	Strategic Planning Office / Office of Prime Minister	2015
4.1 Tackling the Energy Insufficiency	Strategic Planning Office / Office of Prime Minister	2015
4.2 Infrastructure as a Backbone for Economic Growth	Strategic Planning Office / Office of Prime Minister	2015
4.3 Use of Resources	Strategic Planning Office / Office of Prime Minister	2015
4.1 GOVERNMENT PROGRAMMES		
Kosovo Government Programme 2015-2018	Government of Kosovo	2015
Kosovo Government Programme 2017-2022	Government of Kosovo	2017
4.2 GOVERNMENT ANNUAL WORK PLANS		
GAWP 2016*		
GAWP 2017*		
GAWP 2018*		
GAWP 2019*		
GAWP 2020*		
GAWP 2021*		
Implementation Report for GAWP 2016*		
Implementation Report for GAWP 2017*		
Implementation Report for GAWP 2018*		
Implementation Report for GAWP 2019*		
Implementation Report for GAWP 2020*		
4.3 MEDIUM TERM EXPENDITURE FRAMEWORK		
MTEF 2015-2017	Ministry of Finance	2014
MTEF 2016-2018	Ministry of Finance	2015
MTEF 2017-2019	Ministry of Finance	2016
MTEF 2018-2020	Ministry of Finance	2017
MTEF 2019-2021	Ministry of Finance	2018
MTEF 2020-2022	Ministry of Finance	2019
MTEF 2021-2023	Ministry of Finance	2020
4.4 RELEVANT GOVERNMENT STRATEGIES		
Strategy for Youth	Ministry of Culture, Youth and Sports	2013-2017
Strategy for Youth	Ministry of Culture, Youth and Sports	2019-2023
National Strategy for Cultural Heritage	Ministry of Culture, Youth and Sports	2017-2027
Strategy for Diaspora	Ministry of Diaspora	2013-2018

Digital Agenda Sector Policy	Ministry of Economic Development	2013-2020
IT Strategy	Ministry of Economic Development	2014-2020
Kosovo Education Strategy	Ministry of Education, Science and Technology	2017-2021
Kosovo Education Action Plan	Ministry of Education, Science and Technology	2017-2021
Quality assurance Strategy for Kosovo - Pre-University Education	Ministry of Education, Science and Technology	2016-2020
Strategy for Health Promoting Schools in Kosovo	Ministry of Education, Science and Technology	2009-2018
Communication and Information Strategy in support of Kosovo's European Integration Process	Ministry of European Integration	2018-2021
National Strategy for Innovation and Entrepreneurship	Ministry of Innovation and Entrepreneurship	2019-2023
Labour Sector Strategy and Action Plan	Ministry of Labour and Social Welfare	2018-2022
Private Sector Development Strategy	Ministry of Trade and Industry	2013-2017
Better Regulation Strategy	Office of Prime Minister	2017-2021
Strategy for Improving Policy Planning and Coordination in Kosovo (Integrated Planning System)	Office of Prime Minister	2017-2022
Strategy and Action Plan on the Rights of Child	Office of Prime Minister	2019-2023
4.5 ECONOMIC REFORM PROGRAMME		
Economic Reform Programme	Ministry of Finance	2016
Economic Reform Programme	Ministry of Finance	2017
Economic Reform Programme	Ministry of Finance	2018-2020
Economic Reform Programme	Ministry of Finance	2019-2021
4.6 EU INTEGRATION DOCUMENTS		
ERA 2 Priorities	Government of Kosovo	2020
Guidelines on NPISAA Preparations	Ministry of European Integration	2019
IPA II Kosovo	European Commission	2014-2020
National Programme for Implementation of Stabilisation and Association Agreement (NPISAA)	Government of Kosovo	2019-2023
National Programme for Implementation of Stabilisation and Association Agreement (NPISAA)	Government of Kosovo	2020-2024
Kosovo Stabilization and Association Agreement (SAA)	Council of the European Union	2015
4.7 MONITORING REPORTS FOR STRATEGIES		
Labour strategy monitoring report	Ministry of Labour and Social Welfare	2020

Labour strategy monitoring report	Ministry of Labour and Social Welfare	2019
Action plan for youth employment monitoring report	Ministry of Labour and Social Welfare	2020
Action plan for youth employment monitoring report	Ministry of Labour and Social Welfare	2019
Education strategy monitoring report	Ministry of Education, Science and Technology	2019
4.8 STRATEGIC PLANNING		
Rules of Procedure of Government	Government of Kosovo	2011
Administrative Instruction on Planning Strategic Documents	Government of Kosovo	2018
4.9 DONOR PROFILES		
Annual donor profiles 2016-2020*	Department for Development Assistance	
5. RELEVANT EXTERNAL REPORTS		
NDS Achievements, Challenges and Expectations	GAP Institute	2021
Monitoring Report - The Principles of Public Administration, Kosovo	OECD - SIGMA	2017
Functioning of the Centres of Government in the Western Balkans	OECD - SIGMA	2018
6. CONTEXTUAL DOCUMENTS		
6.1 EC ANNUAL COUNTRY PROGRESS REPORTS		
Kosovo Report	European Commission	2016
Kosovo Report	European Commission	2018
Kosovo Report	European Commission	2019
Kosovo Report	European Commission	2020
2.2 HUMAN CAPITAL / EDUCATION		
Agenda for Children - UNICEF contribution to implementation of NDS 2016-2021	UNICEF	2016
Kosovo in its early demographic dividend stage	UNICEF	2016
World Bank Report - Human Capital Index Kosovo	World Bank	2018
PISA 2015 Results	OECD	2016
PISA 2018 Results	OECD	2019
Labour Force Survey	KAS	2020
World Bank Report – Human Capital Index Kosovo	World Bank	2020
MICS Kosovo	UNICEF	2013-2014
MICS Kosovo	UNICEF	2019-2020

Annex 3: Kosovo NDS Summary

Human Capital Pillar Narrative

Logic. The economy of a country is based largely on its human capital.[97] A capable labour force that can produce value in goods and services is required. A more skilful labour force will not only ensure a higher economic growth rate, but also comprehensive growth as well. Increasing children's involvement in education programmes, improving the quality of education, and a better linkage between the school curriculum and labour market will ensure that children gain the necessary skills and abilities to be integrated into the labour market.

Implicit Assumptions: The measures contain implicit assumptions regarding the key barriers to Human Capital development in Kosovo and entry into the labour market. One key barrier to entry into the labour market is due to insufficient skills and knowledge on the part of the population – particularly the youth population (15-24 years). Three key barriers impede human capital development in Kosovo: i) Children are not entering into education programmes or are entering too late, ii) The quality of the education provided in schools is insufficient to build human capital, iii) The educational system and curriculum is not adapted to the knowledge and skills needs in the modern labour market. These assumptions form the foundation of the elaboration of activities within the Ministry of Education with a particular emphasis, based on the costing, towards building schools and setting up the certification and accountability mechanisms.

A second key barrier implied by the measures is that citizens are reluctant to enter the labour market because of poor treatment including the lack of contracts and poor working conditions. This second set of assumptions is somewhat at odds with the stated logic of the first assumption – that it is the population itself that is lacking in the sufficient human capital to enter the labour market.

The final key barrier implied in the measures is that the human capital is low in Kosovo population because of the brain drain within the diaspora and that the human capital can be strengthened further through developing incentives to attract and contract diaspora to engage in the labour market within Kosovo (or the educational system).

Table E3.1: National Development Strategy Macro-Indicators[98]

Theme	#	Indicator	Unit	Baseline (2015)	Target (2021)	GAP Institute Report[99]
Economic Growth	1	GDP per Capita	EUR	3277	5000	3986
	1.1	Annual Real Rate of Growth GDP	%	4.1%	7.0%	4.9%

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[97] For the purposes of this evaluation, Human Capital is defined to be the collection of skills, knowledge and experience in a population and is viewed in terms of its contribution and value to Kosovo economic development.

[98] Source: Roadmap for Implementation of the NDS 2016-2021.

[99] Data through 2019

	2	GFCF[100] (% of GDP)	%	25.8%	32.0%	28.6%
Labour Market	1	Employment to Population Ratio	%	25.2%	34.0%	30.1%
	2	Unemployment[101]	%	32.9%	20%	25.7%
	2.1	Youth Unemployment[102]	%	57.7%	30%	49.4%
	2.2	Share of Youth NEET[103]	%	31.4%	25%	32.7%
	3	Labour Force Participation Rate[104]	%	37.6%	42%	40.5%
	3.1	Labour Force Participation Rate of Women[105]	%	18.1%	37%	21.1%
Social Cohesion	1	% of people in poverty	%	29.9%	25%	NA
	2	HDI[106]	Index 0-1	0.741	0.80	NA
Investments and Trade	1	Overall FDI inflows	Million Euro	308.8	600	321.7
	1.1	FDI as share in GDP	%	56.0%	65%	NA
	2	Private Investment as a share in GDP	%	TBC	TBC	NA

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[100] Gross Fixed Capital Formation
[101] Percent of total labour force)
[102] 15-24 years
[103] Not in Education, Employment, or Training
[104] Total Population 15+ years
[105] Total Population 15+ years
[106] Human Development Index

| 3 | Export to Import Ratio | % | 12.3% | 18% | 12.2% |
| 4 | Share of exports in GDP[107] | % | 19.3% | 28% | 29.5% |

Measures and Actions: Based on these assumptions to barriers to human capital development, the Human Capital Pillar of the NDS proposed seven measures. Five of the eight measures are targeting the first assumption regarding the education system and focused on increasing the quality of the primary and secondary educational system through a range of activities targeting certification, accountability, expenditures, and infrastructure for education as well as one measure target early inclusion of children in pre-school institutions. The second barrier is addressed through a single measure which focuses on increasing the degree of protection and advancement of workers through entry into formal employment. The final measure proposes to increase the level of human capital in Kosovo through the recruitment of experts and students from the diaspora to work in and support the Kosovo labour market.

Each measure comes with an associated set of sub-activities and is expected to be linked to ongoing Kosovo strategies and programmes and implemented under a lead Ministry. The 2017 Roadmap for implementation also introduced an estimated costing for achievement of these activities and measures. The following table summarizes the activities, indicators, estimated cost, strategy linkage and leading institutions for each measure.

Table E3.2: Summary of NDS Human Capital Measures, Activities, and Indicators[108]

	Performance Indicators or Activity Targets	Baseline[109] or target	Inst.	Program Linkage	Estimated Cost (EUR)	% Kosovo Budget[110]	% IPA	% Gap
Measure 1: increased inclusion of children in pre-school institutions.	% of children enrolled in preschool % of children enrolled in pre-primary	30.9% 81.3%	MEST	ERP 2016 MTEF NPISAA	32,003,612	80.8%	16.0%	3.2%
1.1 Increase the number of public kindergartens	Constructing public kindergartens	18			31,488,961			
	Research paper on the situation and costing of enrolment of children 3-6 in education system	1			10,000			
1.2 Increase inclusion of private institutions	Draft law improving legal framework for ECD (law on preschool children)	1			15820			
	Licensing private preschool institutions	124[111]			NC			

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[107] Goods and services
[108] Source: Roadmap for Implementation, 2017.
[109] Baseline values from 2015. Activity indicators are set at 0 in baseline, so targets listed.
[110] This is only reported at the Measure level rather than at the activity or sub-activity level in the roadmap.
[111] Relicensed plus number new preschools licensed

1.3 Optimize teaching personnel by reallocation from higher levels (primary education)	Assessing the number of teachers for redistributions plan in education institutions	1			NC			
	Teachers trained to work in education institutions as support teachers for pupils with special needs	3750			104,375			
	Teachers who will work with children in need and their training	70			384,456			
Measure 2: Improve quality of teaching in the primary and secondary education system.	% Teachers with Bachelor or Master's Pre School 38% Primary 38% Low Secondary 46% High Secondary 91% PISA Assessment Average 363 pts[112]		MEST	Govt Program PRE 2016 KASH PKZMSA	54,104,256	40%	0.5%	59.5%
2.1 Review and complete teacher qualification process before entering the service	Professional development of pre-service teachers	2400			73,600			
	Implementation of grading system in process of teacher licensing and reflection of financial effects on payroll system	17,000[113] 25% graded. 5% graded every year			9,600,192			
2.2 Quality based optimization of existing teachers	Amending the legal bases for teacher professional development (TPD)	TPD mechanism is functional. 5 Ais			50,064			
	Building mechanisms for implementation of the strategic framework for TPD	Mechanism in place for planning, financing, evaluation, and grading			253,000			
	Capacity building of school for performance evaluation	NA			110,400			
	Implementation of the Dynamic plan for TPA over the years based on the law of the inspectorate	1 dynamic plan for TPA implemented			363,200			
2.3 Expedite TPD	ETF Support to schools of Adult Learning and AAP Agency for AutoCAD, 2D	119 Teachers TOT			10,370			
	Accreditation of teachers training programs	25			NC			
	Training of school directions management, leadership, and curriculum	1200			100,100			

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[112] OECD Average in 2015 was 493 points.
[113] Licensed

2.4 Expand the adoption of the new curriculum in the remaining schools	Developing and implementing subject curricula pre-university	Curricula developed			1,247,450			
	Developing and piloting of the new curriculum for preschools and pre-primary	7 TOT and 930 Teachers for piloting.			39,210			
	Training of teachers for implementation of Kosovo Curriculum Framework	35000			596,050			
2.5 Review of textbooks and developing new textbooks	Amend law on Textbooks and Teaching Tools. Administrative Instruction produced	1 Law and 1 AAI			15,820			
	Developing new textbooks	288,000			41,644,800			
Measure 3: improved correlation between skills acquired in education and labour market needs.	# of updated profiles of the education system %Unemployment for youth who have completed vocational education	0% 35.9%	MEST MLSW	ERP 2016 MTEF NPISAA	39,137,986	57.2%	39.0%	3.8%
3.1 Expedite the process of professional standards development	Developing standards of professions	50			225,000			
	Document of classification of professions approved (MLSW)	1			4,150			
3.2 Determining high priority areas in Vocational and Educational training (VET) and development of core curricula	Increasing the number of centres for counselling and career orientation	4			NC			
	Developing new curricula for VET and converting to modular form (MEST)	100% of profiles			1,260,000			
	Establishing and supporting training cabinets	5000 jobseekers involved in VTC trainings each year			579,000			
3.3 Implementation of the combined VET pilot system	Training of candidates in VTC-companies	500			NC			
	Soft skills training supported by GIZ	120			NC			
	Providing equipment to workshops for VET	4 labs			110,000			
	Professional Practice agreements with business for internships	20			NC			
	Designing teacher materials for priority profiles	20			480,000			
	Concept Note for VET	1			NC			
	Development of active labour market programmes	12,000 benefit			22,981,000			
3.4 Development of National Skills Forecast System	Participation of students in internships exchange programs	11			NC			
3.5 Connect research work at universities with Industry through access of smart specializations and R&D	Participation of applicants in Horizon 2020 program	# applicants			306,000			
	VOUCHER Innovations scheme for SMEs and Businesses	75			75,000			

	Scholarships for University and post-graduate studies foreign	210 academics 60 students			10,992,390			
	Developing the legal framework for innovation and science research	2 Laws and 5 Ais developments			32,000			
	Capacity building in research and innovation	20 scholarships 13 research 80 Mobility 6 awards			NC			
	International mobility (CEEPUS)	57			99,750			
	Skills and training needs analysis (HERAS)	1			160,000			
	Establishing University councils for industrial cooperation	7			NC			
Measure 4: Strengthened mechanisms of accountability and certification in the education system	Average Attainment Percentage Final Test: Grade 5 Grade 9 Matura	49% 64% 74%	MEST	Govt ERP 2016 MTEF NPISAA	5,640,495	33.0%	27.3%	39.7%
4.1 Increased capacities of the National Quality Council	Completing NQC membership	3 members added			90,000			
	Completing the regulatory framework for accreditation process	1			12,400			
	Conducting feasibility study for HEIs	1			75,000			
	Engagement of international experts on monitoring HEIs	1			105,000			
Activity 4.2 Implementation of a more credible final test for pupils	Conducting the test for Grade 5 with samples for selected criteria	15-20%			110,150			
	Test conducted Grade 9	100%			238,475			
	Test conducted Grade 12	100%			1,079,875			
	Piloting PISA	100%			508,480			
	Capacity building of Standards Division through WB project	# trained			1,454,294			
4.3 Improved final examination for regulated professions	Developing legislative framework for Agency of standards and evaluation	1			254,218			
	Establishing the Agency for Standards and Evaluation	1			NC			
	Establishing the State Council for Regulated Professionals	1			234,000			
	Designing final exams of regulated professionals	14 Tests			NC			
4.4 Expansion of inspection system in education and TPE	Adoption of Law on Education Inspectorate	1			NC			
	Education Inspectors appointed and trained	#			872,833 87,150			

	Review of Post accreditation monitoring procedures	1			NC			
	Strengthening the Parent Councils	40			NC			
	Training school directors for management	80			30,000			
	Inspectorate mechanism functions all schools	100%			NC			
4.5 Improved quality and accountability of institutions	AI developed for Standards Agency	1			50,000			
	Development of integrated accreditation system software and digitalization	1			NC			
	Increasing transparency of HEIs through publishing materials on their websites	100%			NC			
	Building a VET provider monitoring system	1			45,000			
	Piloting and implementing the prior learning recognition process	#			50,000			
4.6 Development of a teacher performance assessment system and a teacher grading system	TPE inspectors trained	70			343.620			
	Establishment of Agency for Standards	1			NC			
Measure 5: improved expenditure planning in the education system.	% of pupils based on VET profiles % of students based on HE profiles	NA NA	MEST MPMS	Govt. ERP 2016 MTEF NPISAA	1,839,519	.01%	86.9%	13.1%
5.1 Develop a master plan for VET school networks	Compliance analysis developed	1			16,000			
	VET school network is redesigned	1			107,200			
5.2 Creation of Higher Education Information Management System (HEMIS) and other systems	Functionalization of HEMIS system	1			231,014			
	Upgrading existing EMIS	1			1,211,000			
5.3 Increased funding for vocational education programmes and higher education	Financial formula review for redirecting funding to more priority areas	1			244,200			
	Completing legal framework for higher education. Drafting AI	1			28,285			
5.4 Piloting the Public Private Partnership Model	Review of legal framework for private public partnerships	1			1,820			
	Undertaking PPP initiatives to support public schools	10			NC			
Measure 6: Recruitment of diaspora experts and students for labour market engagement.	Number of initiatives initiated by members of the diaspora	0	MDIAS	Govt MTEF	273,191	45.0%	NC	55.0%
6.1 Establish a database to identify diaspora profiles	Database is created. Number registered experts	1 NA			128,330			
6.2 Establish Homeland Engagement Programme (HEP)	Diaspora experts engaged for capacity building	NA			100,000			
	Conference with various diaspora experts	5			21,861			

	Diaspora attending Kosovo universities	NA				NA		
	Professional internships for diaspora	500 applicants				7,000		
6.3 Implementation of the Expert Return Programme of German government	Expert engagement with Germany-based diaspora	NA				8,000		
6.4 Implementation of the TOKTEN programme	Agreement concluded with UNDP	1				NC		
	Engagement through TOKTEN of diaspora experts	3				8,000		
6.5 Establishing online learning programme	Development, piloting, and functionalization of online learning programme for diaspora	1				NA		
Measure 7: Decreased level of informal employment and creating adequate working conditions	Number of injuries at workplace[114] % of employees without contract % of employees without contract through Labour Force Survey (LFS)	54[115] 66.5% 15.5%	MLSW	Govt ERP 2016 MTEF NPISA		618,419	8.7%	36.8%	54.5%
7.1 Strengthening the dialogue of institutions with social partners	Approval of Law Amending the Law on the Social Economic Council (SEC)	1				NC		
	Approval of SEC Strategy	1				NC		
	SEC webpage is functional	1				NC		
7.2 Improve the workers' rights and guarantee the minimum standard of safety and health at work	Draft law on labour inspectorate	1				6,500		
	Completing legal framework for labour contracts and safety	1[116]				79,490		
	Certification of field safety workers	NA				52,929		
	Licensing the companies that perform field safety	NA				600		
	Training of field safety labour inspectors	50				91,600		
	Awareness campaigns on safety	12				25,000		
7.3 Strengthening mechanisms and coordination of institutions targeting informal employment	Developing MOUs with institutions that oversee the implementation of legislation or business organizations for reducing informal employment	3				NC		
	Training inspectors on legislation related to informal employment	25				202,000		
	Improving inspection procedures to increase inspections for informal employment	11000[117]				115,000		
	Information System established	1				35,500		

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[114] Per 10,000 workers
[115] 9 fatal
[116] With 9 regulations
[117] With more than 5% as joint inspections with other institutions

| 7.4 Establishing Management Information System for Labour Inspectorate | Labour Inspectorate (LI) employees trained on Information system | NA | | | 9,300 | | | |
| | Labour Inspectorate website functional | 1 | | | NC | | | |

Annex 4: NDS Activity Achievements[118]

The following table compares the achievements rating from the effectiveness section labelled by type of activity. Green denotes achieved or significant progress. Yellow denotes some progress. Red denotes no progress yet. Types include 1 = legal policy, 2 = systems and centres, 3 = trainings and orientations.

TABLE 13: ACHIEVEMENT RATING BY TYPE OF ACTIVITY

Activities	Key Performance Indicators	Rating	Type
Measure 1: increased inclusion of children in pre-school institutions			
1.1 Increase the number of public kindergartens	Constructing public kindergartens	🟩	2
	Research paper on the situation and costing of enrolment of children 3-6 in education system	🟩	1
1.2 Increase inclusion of private institutions	Draft law improving legal framework for ECD (law on preschool children)	🟨	1
	Licensing private preschool institutions	🟨	1
1.3 Optimize teaching personnel by reallocation from higher levels (primary education)	Assessing the number of teachers for redistributions plan in education institutions	🟥	2
	Teachers trained to work in education institutions as support teachers for pupils with special needs	🟨	3
	Teachers who will work with children in need and their training	🟨	3
Measure 2: Improve quality of teaching in the primary and secondary education system			
2.1 Review and complete teacher qualification process before entering the service	Professional development of pre-service teachers	🟥	1
	Implementation of grading system in process of teacher licensing and reflection of financial effects on payroll system	🟥	2
2.2 Quality based optimization of existing teachers	Amending the legal bases for teacher professional development (TPD)	🟥	1
	Building mechanisms for implementation of the strategic framework for TPD	🟥	2
	Capacity building of school for performance evaluation	🟨	3
	Implementation of the Dynamic plan for TPA over the years based on the law of the inspectorate	🟥	1
2.3 Expedite TPD	ETF Support to schools of Adult Learning and AAP Agency for AutoCAD, 2D	🟥	2
	Accreditation of teachers training programs	🟩	2
	Training of school directions management, leadership, and curriculum	🟥	3
	Developing and implementing subject curricula pre-university	🟩	3
	Developing and piloting of the new curriculum for preschools and pre-primary	🟥	2

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[118] Table is abstracted from SPO reporting platform and is in Albanian as a result.

2.4 Expand the adoption of the new curriculum in the remaining schools	Training of teachers for implementation of Kosovo Curriculum Framework	🟩	3
2.5 Review of textbooks and developing new textbooks	Amend law on Textbooks and Teaching Tools. Administrative Instruction produced	🟩	1
	Developing new textbooks	🟨	2
Measure 3: improved correlation between skills acquired in education and labour market needs			
3.1 Expedite the process of professional standards development	Developing standards of professions	🟨	1
	Document of classification of professions approved (MLSW)	🟩	1
3.2 Determining high priority areas in Vocational and Educational training (VET) and development of core curricula	Increasing the number of centres for counselling and career orientation	🟩	2
	Developing new curricula for VET and converting to modular form (MEST)	🟩	2
	Establishing and supporting training cabinets	🟨	2
3.3 Implementation of the combined VET pilot system	Training of candidates in VTC-companies	🟩	3
	Soft skills training supported by GIZ	🟨	3
	Providing equipment to workshops for VET	🟩	2
	Professional Practice agreements with business for internships	🟨	2
	Designing teacher materials for priority profiles	🟨	2
	Concept Note for VET	🟨	1
	Development of active labour market programmes	🟩	2
3.4 Development of National Skills Forecast System	Participation of students in internships exchange programs	🟥	3
3.5 Connect research work at universities with Industry through access of smart specializations and R&D	Participation of applicants in Horizon 2020 program	🟥	3
	VOUCHER Innovations scheme for SMEs and Businesses	🟥	2
	Scholarships for University and post-graduate studies foreign	🟨	2
	Developing the legal framework for innovation and science research	🟨	1
	Capacity building in research and innovation	🟨	3
	International mobility (CEEPUS)	🟥	3
	Skills and training needs analysis (HERAS)	🟥	3
	Establishing University councils for industrial cooperation	🟩	2
Measure 4: Strengthened mechanisms of accountability and certification in the education system			
4.1 Increased capacities of the National Quality Council	Completing NQC membership	🟩	2
	Completing the regulatory framework for accreditation process	🟩	1
	Conducting feasibility study for HEIs	🟥	1
	Engagement of international experts on monitoring HEIs	🟨	3

Activity 4.2 Implementation of a more credible final test for pupils	Conducting the test for Grade 5 with samples for selected criteria	🟥	2
	Test conducted Grade 9	🟩	2
	Test conducted Grade 12	🟩	2
	Piloting PISA	🟩	2
	Capacity building of Standards Division through WB project	🟨	1
4.3 Improved final examination for regulated professions	Developing legislative framework for Agency of standards and evaluation	🟥	1
	Establishing the Agency for Standards and Evaluation	🟥	1
	Establishing the State Council for Regulated Professionals	🟥	1
	Designing final exams of regulated professionals	🟥	2
4.4 Expansion of inspection system in education and TPE	Adoption of Law on Education Inspectorate	🟥	1
	Education Inspectors appointed and trained	🟥	3
	Review of Post accreditation monitoring procedures	🟥	2
	Strengthening the Parent Councils	🟥	3
	Training school directors for management	🟥	3
	Inspectorate mechanism functions all schools	🟨	3
4.5 Improved quality and accountability of institutions	AI developed for Standards Agency	🟥	1
	Development of integrated accreditation system software and digitalization	🟥	2
	Increasing transparency of HEIs through publishing materials on their websites	🟥	2
	Building a VET provider monitoring system	🟥	2
	Piloting and implementing the prior learning recognition process	🟥	2
4.6 Development of a teacher performance assessment system and a teacher grading system	TPE inspectors trained	🟨	3
	Establishment of Agency for Standards	🟥	1
Measure 5: improved expenditure planning in the education system.			
5.1 Develop a master plan for VET school networks	Compliance analysis developed	🟩	1
	VET school network is redesigned	🟥	2
5.2 Creation of Higher Education Information Management System (HEMIS) and other systems	Functionalization of HEMIS system	🟨	2
	Upgrading existing EMIS	🟥	2
5.3 Increased funding for vocational education programmes and higher education	Financial formula review for redirecting funding to more priority areas	🟥	2
	Completing legal framework for higher education. Drafting AI	🟥	1
	Review of legal framework for private public partnerships	🟥	1

5.4 Piloting the Public Private Partnership Model	Undertaking PPP initiatives to support public schools	(yellow)	2
Measure 6: Recruitment of diaspora experts and students for labour market engagement.			
6.1 Establish a database to identify diaspora profiles	Database is created.	(yellow)	2
	Number registered experts	(yellow)	3
6.2 Establish Homeland Engagement Programme (HEP)	Diaspora experts engaged for capacity building	(red)	3
	Conference with various diaspora experts	(green)	3
	Diaspora attending Kosovo universities	(red)	3
	Professional internships for diaspora	(yellow)	3
6.3 Implementation of the Expert Return Programme of German government	Expert engagement with Germany-based diaspora	(yellow)	2
6.4 Implementation of the TOKTEN programme	Agreement concluded with UNDP	(red)	1
	Engagement through TOKTEN of diaspora experts	(yellow)	2
6.5 Establishing online learning programme	Development, piloting, and functionalization of online learning programme for diaspora	(red)	2
Measure 7: Decreased level of informal employment and creating adequate working conditions			
7.1 Strengthening the dialogue of institutions with social partners	Approval of Law Amending the Law on the Social Economic Council (SEC)	(green)	1
	Approval of SEC Strategy	(red)	1
	SEC webpage is functional	(red)	2
7.2 Improve the workers' rights and guarantee the minimum standard of safety and health at work	Draft law on labour inspectorate	(green)	1
	Completing legal framework for labour contracts and safety	(green)	1
	Certification of field safety workers	(yellow)	2
	Licensing the companies that perform field safety	(yellow)	2
	Training of field safety labour inspectors	(red)	3
	Awareness campaigns on safety	(red)	3
7.3 Strengthening mechanisms and coordination of institutions targeting informal employment	Developing MOUs with institutions that oversee the implementation of legislation or business organizations for reducing informal employment	(yellow)	1
	Training inspectors on legislation related to informal employment	(yellow)	3
	Improving inspection procedures to increase inspections for informal employment	(yellow)	2
7.4 Establishing Management Information System for Labour Inspectorate	Information System established	(red)	2
	Labour Inspectorate (LI) employees trained on Information system	(red)	3
	Labour Inspectorate website functional	(red)	2

		2018	2019	2020
1.1	**Rritja e numrit të kopshteve publike**			
1.2.1	Ndërtimi i 18 kopshteve publike dhe plotësimi me infrastrukturën e duhur	**Në vitin 2018 kanë filluar të ndërtohen 6 çerdhe**: - 2 çerdhe participim i MASHTI-t me IPA 2016 ; - 3 çerdhe nga MASHTI-t (2 me buxhet të MASHTI-t dhe 1 çerdhe e MASHTI-t në menaxhim nga MAP); - 1 çerdhe me donacione të BE-s (IPA 2014)	**1. Në vitin 2019 ka përfunduar ndërtimi i 2 çerdheve:** - 1 çerdhe me participim të MASHTI-t me IPA 2016 dhe - 1 çerdhe me buxhet të MASHTI-t. **2. Në vitin 2019 kanë filluar të ndërtohen 3 çerdhe me buxhet të MASHTI-t**:	**1. Në vitin 2020 ka përfunduar ndërtimi i 3 çerdheve**: - **1** çerdhe me donacione të BE-s (IPA 2014); - **1** çerdhe me buxhet të MASHTI-it; - **1** çerdhe me paricipim të MASHTI-t me IPA 2016; Në vitin 2021 **ka përfunduar ndërtimi i 1 çerdhje** me buxhetin e MASHT-i (në menaxhim nga MAP- çerdhja në Prizren). **2. Në vitin 2020 kanë filluar të ndërtohen 10 çerdhe** : - **4** çerdhe me donacion te BE-se (IPA 2016) dhe në vitin 2021 kanë filluar 2 çerdhe donacione te BE-se (IPA 2016); - **4** çerdhe me buxhet të MASHTI-t; - **2** çerdhe me marreveshje me komunat
1.2	**Rritja e përfshirjes në institucione private**			
1.2.1	Përmirësimi i kornizës ekzistuese ligjore për edukimin dhe kujdesin e hershëm të fëmijëve (Ligji për Edukim Parashkollor)	Draft ligji është në konsultime në MASHTI	Draft ligji është në konsultime në MASHTI	Draft ligji është në konsultime në MASHTI
1.2.2	Licencimi i institucioneve parashkollore private	· **24** institucione parashkollore të licencuara për here të parë; · **48** institucione parashkollore të rilicencuara .	· **24** institucione parashkollore të licencuara për here të parë; · **43** institucione parashkollore të rilicencuara .	· **45** institucione parashkollore të licencuara për here të parë; · **35** institucione parashkollore të rilicencuara .
1.3	**Optimizimi i personelit mësimdhënës përmes rialokimit prej niveleve më të larta (arsimit fillor).**			
1.3.1	Vleresimi I situates lidhur me numrin e mesuesve qe rezultojne me ngarkese te ulet dhe hartimi I planit te rishperndarjes se tyre ne institucionet e arsimit			
1.3.2	· Trajnimi i mësuesve që do të punojnë në institucionet e arsimit si mësues mbështetës për	· **520** mësues të trajnuar.	· **801** mësues të trajnuar.	· **297** mësues të trajnuar.

	nxënësit me nevoja të veçanta dhe nxënësit me vështirësi			
1.3.3	· Rritja e numrit të mësuesve që do të punojnë me fëmijët në nevojë dhe trajnimi i tyre	· Nuk ka rritje të numrit të mësuesve	· Janë punësue **100** asistent mbështetës	· Nuk ka rritje të numrit të mësuesve
2.1	**Rishikimi dhe përfundimi i procesit të kualifikimit të mësimdhënies para futjes në shërbim**			
2.1.1	· Zhvillimi profesional i mësimdhënësve të posa diplomuar (para shërbimit) nëpërmjet trajnimit të tyre	· nuk janë realizue aktivitete	· nuk janë realizue aktivitete	· nuk janë realizue aktivitete
2.1.2	· Zbatimi i sistemit të gradimit në përputhje me procesin e licencimit të mësimdhënësve dhe reflektimi i efekteve financiare në sistemin e pagave	· nuk janë realizue aktivitete	· nuk janë realizue aktivitete	· nuk janë realizue aktivitete
2.2	**Optimizimi i numrit të mësimdhënësve ekzistues duke e pasur për kriter cilësinë**			
2.2.1	· Plotësimi i bazës ligjore për zhvillimin profesional të mësimdhënësve, rishikimi i UA-ve për krijimin e një sistemi të qëndrueshëm për ZHPM	· Nuk ka plotësime të bazës ligjore dhe nuk janë rishikue udhëzimet administrative		
2.2.2	· Ndërtimi i mekanizmave per zbatim te Kornizës Strategjike për ZHPM	· Mekanizmat për Planifikim, Financim, Vlerësim dhe Gradim janë në fazën fillestare të ndërtimit.	· Mekanizmat për Planifikim, Financim, Vlerësim dhe Gradim janë në fazën fillestare të ndërtimit.	· Mekanizmat për Planifikim, Financim, Vlerësim dhe Gradim janë në fazën fillestare të ndërtimit.
2.2.3	· Ngritja e kapaciteteve të shkollës (drejtorit, bashkëpunëtorëve profesional, mësimdhënësve) për vlerësim të performancës.	· Në muajin shtator të vitit 2018 janë mbajtur takime informative në të gjitha rajonet e Kosovës. Në këto takime kanë marrë pjesë drejtorët, pedagogët dhe koordinatorët e cilësisë. Procesi i vlerësimit të performancës së mësimdhënësve ka filluar në muajin tetor 2018. Inspektorati i Arsimit ka realizuar seanca të veçanta informative me të gjithë drejtorët dhe mësimdhënësit e shkollës përkatëse të cilët iu kanë nënshtruar procesit të vlerësimit të performancës, duke u dhënë informata të nevojshme për këtë proces.	· Në muajin gusht të vitit 2019 janë mbajtur takime informative në të gjitha rajonet e Kosovës. Në këto takime kanë marrë pjesë drejtorët, pedagogët dhe koordinatorët e cilësisë. Inspektorati i Arsimit ka realizuar seanca të veçanta informative me të gjithë drejtorët dhe mësimdhënësit e shkollës përkatëse të cilët iu kanë nënshtruar procesit të vlerësimit të performancës, duke u dhënë informata të nevojshme për këtë proces.	· Për shkak të pandemisë me COVID-19, procesi i vlerësimit të performancës së mësimdhënësve përkohësisht është pezulluar. Me kalimin e pandemisë Inspektorati i Arsimit është i gatshëm të rifillon me këtë proces.

2.2.4	· Realizimi i planit dinamik të VPM në vite, bazuar në ligjin e Inspektoratit	• Për shkak të numrit të vogël të inspektorëve të arsimit ky proces nuk është realizuar sipas dinamikës së paraparë.	• Për shkak të numrit të vogël të inspektorëve të arsimit ky proces nuk është realizuar sipas dinamikës së paraparë.	• Për shkak të numrit të vogël të inspektorëve të arsimit ky proces nuk është realizuar sipas dinamikës së paraparë.
2.3	**Përshpejtimi i procesit të zhvillimit profesional të mësimdhënësve**			
2.3.2	· Akreditimi i programeve për trajnimin e mësimdhënësve	Janë akredituar/ miratuar 66 programe trajnuese .	Janë akredituar/ miratuar 16 programe trajnuese .	Janë akredituar/ miratuar 82 programe trajnuese .
2.3.3	· Trajnimi i drejtorëve të shkollave për menaxhim dhe udhëheqje arsimore dhe zbatimin e kurrikulës se re (e kombinuar me nën-aktivitetin poshtë)			
2.4	**Zgjerimi i përdorimit të kurrikulës së re në të gjitha shkollat e mbetura**.			
2.4.1	Hartimi dhe zbatimi i kurrikulave lëndore në të gjitha shkollat dhe nivelet e arsimit parauniversitar në Kosovë për klasat: 2, 3, 4, 5, 7, 8, 9, 11 dhe 12.	Kurrikulat lëndore të hartuara për klasat 2,7, 11 janë zbatuar; ndërsa për klasat 3,8,12 janë pilotuar	Kurrikulat e hartuara për klasat 3,8,12 janë zbatuar; ndërsa për klasat 4,9 janë pilotuar	Kurrikulat e hartuara për klasat 4,9 janë zbatuar; ndërsa kurrikula për klasën e 5 është pilotuar.
2.4.3	Trajnimi i mësimdhënësve koordinatorë për zbatimin e Kornizës së Kurrikulës së Kosovës dhe organizimi i seminareve për arsimin profesional për zbatimin e Kurrikulës Bërthamë (sipas fushave përkatëse kurrikulare) në të gjitha komunat e Kosovës	4,500 mësimdhënës koordinatorë të trajnuar për zbatim të KKK-së.	3,500 mësimdhënës koordinatorë të trajnuar për zbatim të KKK-së.	2,800 mësimdhënës koordinatorë të trajnuar për zbatim të KKK-së.
2.5	**Rishikimi i teksteve ekzistuese si dhe zhvillimi i teksteve të reja**			
2.5.2	Hartimi i teksteve për klasat 1, 2, 3, 6, 7, 8 9, 11 dhe 12.	hartimi I teksteve pilot per klasen 0 (pergaditore), 1,6,10,	hartimi I teksteve pilot per klasen pergaditore, 2,7,11. Rishikimi I teksteve pilot për klasën 0,1,2,6,7,10,11 (nuk janë rishikuar pas pilotimit. 10	Nuk pas progres
3.1	**Përshpejtimi i procesit të zhvillimit të standardeve profesionale**			
3.1.1	· Hartimi, rishikimi dhe verifikimi i standardeve të Profesioneve	13 standarde të hartuara Është aprovuar nga KES, ku klasifikimi i	10 standarde të hartuara	17 standarde të hartuara

		profesioneve është ne funksion dhe zbatohet nga te gjitha Institucionet		
3.2	**Përcaktimi i fushave me prioritet më të lartë në AAP** dhe **zhvillimi dhe zbatimi i kurrikulave bërthamë**			
3.2 .1	· Rritja e numrit të Qendrave për Këshillim dhe Orientim në Karrierë në Komuna dhe zbatimi i koncepteve sipas Kurrikulës Bërthamë	6 qendra	3 qendra	3 qendra
3.2. 2	· Hartimi i kurrikulave të reja dhe rishikimi i të gjitha kurrikulave të AAP dhe konvertimi i tyre në formatin modular (MASHT)		60 % e profileve	40 % e profileve
3.2. 3	· Zhvillimi i cilësisë se shërbimeve të trajnimit që ofrohen në Qendra të Aftësimit Profesional nëpërmjet ngritjes se kabineteve të reja të trajnimit të pajisura dhe të funksionalizuara si dhe furnizim me pajisje moderne për kabinetet ekzistuese (MPMS)	Gjatë 2018, është bërë furnizimi me pajisje për profesionin e furrëtarisë në QAP-Prizren dhe furnizimi me kompjuterë i dy kabineteve të TIK. Poashtu gjatë 2018, është bërë furnizimi me 16 kompjuterë për QAP-Prishtinë dhe 16 kompjuterë të tjerë për QAP-Pejë nga organizata DVV International. Me mjete të Buxhetit Kosovës, janë furnizuar me pajisje të avancuara në këto 7 profile: kuzhinë, pastiqeri, zdrukthëtari, saldim, automekanik, grafik dizajn dhe përpunim qumështit. • 2018: 5,497 punëkërkues janë trajnuar në aftësim profesional në QAP-a;	Gjatw 2019 është bërë furnizimi me pajisje për profesionin e Floktarisë nga përfaqësuesit e DVV Internacional në QAP-Podujevë. Poashtu, është bërë edhe hapja e QAP-Podujevë në katër profile: TIK, Rrobaqepesi, Parukeri dhe Grim. Nga projekti i GIZ, është bërë furnizimi i 7 punëtorive të QAP-ve për profilin e vetëpunësimit me nga 15 kompjuterë nga një TV dhe Lloptop, ku në total janë shpërnda 105. • 2019, 6,607 punëkërkues janë trajnuar në aftësim profesional në QAP-a;	Lidhur me modernizimin e Shërbimeve të AP-së, gjatw vitit 2020 hapja / furnizimi i pajisjeve për profesionin e Rrobaqepësisë u bë nga përfaqësuesit e DVV-së ndërkombëtare në QAP-Gjilan. Në bazë te marrëveshjes së bashkëpunimit në mes APRK dhe DVV internacional është bërë furnizimi i 4 QAP (Prishtinë, Mitrovicë, Prizren, Gjakovë) me 132 Tablet dhe 8 Llaptop, ku qëllim i këtij projekti ishte digjitalizimi i Qendrave të Aftësimit Professional (QAP) dhe implementimi i trajnimeve online për profesionet TIK dhe komunikim, Administrim biznesi, Ndërmarrësi /vetëpunësim dhe Asistent administrativ që ofrohen ne QAP dhe përshtatja ndaj rrethanave aktuale të shkaktuara nga pandemia COVID-19 Në total, gjatë vitit 2018-2020, 15,540 punëkërkues janë trajnuar në aftësim profesional në QAP-a. • 2018: 5,497 punëkërkues janë trajnuar në aftësim profesional në QAP-a; • 2019, 6,607 punëkërkues • 2020: 3436 punëkërkues
3.3	**Zbatimi i sistemit pilot i kombinuar i AAP-së me elemente të mësimit të dyfishtë**			

3.3.1	· Trajnimi i kandidatëve në kombinim QAP-kompani, lidhja e marrëveshjeve më bizneset dhe zhvillimi i trajnimit në kombinim qendër-biznese (MPMS)	• 2018: 162; përfitues në trajnimin e kombinuar në QAP dhe kompani.	• 2019: 322;përfitues në trajnimin e kombinuar në QAP dhe kompani.	Gjatë vitit 2018-2020, kanë qenë 880 përfitues në trajnimin e kombinuar në QAP dhe kompani. • 2018: 162; • 2019: 322; • 2020 : 396
3.3.3	· Pajisja e punëtorive për praktikën bazë profesionale në shkollat e AAP (MASHT)	-	Pajisja e 10 laboratorëve me paisje të TIK/ për praktikën bazë profesionale.	-
3.3.4	· Nënshkrimi i marrëveshjeve me bizneset për praktikë profesionale me qellim të ofrimit te mundësive për nxënësit për përmbushjen e praktikes së paraparë me plan program	45 marrëveshje te nënshkruara	12 marrëveshje te nënshkruara	10 marrëveshje te nënshkruara
3.3.5	· Hartimi i materialeve mësimore për profilet prioritare	Hartimi i materialeve mësimore për 3 profile	Hartimi i materialeve mësimore për 4 profile	Hartimi i materialeve mësimore për 4 profile
3.3.7	· Zhvillimi i programeve aktive në tregun e punës (MPMS) (punë publike, trajnim në punë, subvencionimi i pagave, praktikantë, vetëpunësimi)	2018: 3,000 (1,805 ishin meshkuj dhe 1,195 ishin femra);	• 2019: 4,611 të papunë (2,413 ishin meshkuj dhe 2,198 ishin femra);	Gjatë vitit 2018-2020 13242 të papunë të regjistruar që kanë marrë pjesë në MATP (përveç aftësimit profesional). Nga ky numër, 6934 ishin meshkuj dhe 6308 ishin femra. • 2018: 3,000 (1,805 ishin meshkuj dhe 1,195 ishin femra); • 2019: 4,611 të papunë (2,413 ishin meshkuj dhe 2,198 ishin femra); • 2020: 5631 të papunë (2,915 ishin femra dhe 2,716 ishin meshkuj).
3.4	**Zhvillimi dhe zbatimi i Sistemit Kombëtar i Parashikimit të Nevojave për Shkathtësi**			
3.4.1	· Pjesëmarrje e nxënësve në programet e shkëmbimit të eksperiencës në vendin e punës (internship)			
3.5	**Ndërlidhja e punës hulumtuese në universitete me industrinë përmes qasjes së specializimeve të mençura dhe investime për R&D**			

3.5.1	· Pjesëmarrja me aplikime në programin Horizon 2020	Numri i aplikacioneve të suksesshme është	Numri i aplikacioneve të suksesshme është **7**	Numri i aplikacioneve të suksesshme është ....
3.5.2	· Skema VOUCHER të Inovacionit për NVM-të dhe komunitetin biznesor	. nuk ka progres	**Është fillue me hartimin e rregullores për VOUCHER të Inovacionit**	**Është finalizue hartimi i rregullores për VOUCHER të Inovacionit** dhe është në konsultime në MASHTI
		Ministria e Arsimit Shkencës, Teknologjisë dhe Inovacionit gjatë vitit 2018 ka përkrahë: **1,380 bursa për studentet për studime baçelor dhe master**; -	Ministria e Arsimit Shkencës, Teknologjisë dhe Inovacionit gjatë vitit 2018 ka përkrahë: **1,416 bursa për studentet për studime baçelor dhe master**; -	Ministria e Arsimit Shkencës, Teknologjisë dhe Inovacionit gjatë vitit 2018 ka përkrahë: **1,619 bursa për studentet për studime baçelor dhe master**; -
3.5.3	· Përkrahja e stafit akademik dhe e studentëve nëpërmjet bursave për stafin akademik dhe studentet për studime baçelor, master dhe PHD nga vende dhe universitete të ndryshme	Ministria e Arsimit Shkencës, Teknologjisë dhe Inovacionit gjatë vitit 2018 ka përkrahë: **14 bursa për studentet për studime PHD.**	Ministria e Arsimit Shkencës, Teknologjisë dhe Inovacionit gjatë vitit 2018 ka përkrahë: **20 bursa për studentet për studime PHD.**	Ministria e Arsimit Shkencës, Teknologjisë dhe Inovacionit gjatë vitit 2018 ka përkrahë: **35 bursa për studentet për studime PHD.**
		- Në bashkëpunimit me City College (University of York , i quajtuar më parë City College -Universiteti I Sheffiled-it) MASHTI ka përkrahur studentët në vitin akademik 2017-2018: **- bachelor: 10 bursa 100% financim dhe 8 me 50% financim - master:10 bursa me 100% financim dhe 10 me 50% financim - MBA; 10 bursa me100% financim dhe 4 me 50% financim**	**-** Në bashkëpunimit me City College (University of York , i quajtuar më parë City College -Universiteti I Sheffiled-it) MASHTI ka përkrahur studentët në vitin akademik 2018-2019: **- bachelor: 10 bursa 100% financim dhe 10 me 50% financim - master:10 bursa me 100% financim dhe 15 me 50% financim - MBA; 10 bursa me100% financim dhe 5 me 50% financim**	**-** Në bashkëpunimit me City College (University of York , i quajtuar më parë City College -Universiteti I Sheffiled-it) MASHTI ka përkrahur studentët në vitin akademik 2019-2020: **- bachelor: 9 bursa 100% financim dhe 4 me 50% financim - master: 9 bursa me 100% financim dhe 12 me 50% financim - MBA; 9 bursa me100% financim dhe 5 me 50% financim**
3.5.4	· Hartimi i kornizës ligjore për inovacione dhe transfer të dijes dhe teknologjisë, si dhe për financimin e veprimtarisë kërkimore shkencore	Është hartue dhe miratue: **- Ligji për inovacion shkencor dhe transfer të dijes dhe teknologjisë;**	. nuk ka progres	. nuk ka progres
3.5.5	· Përkrahja për ngritjen e kapaciteteve në hulumtime shkencore dhe për ndërmarrjen e iniciativave për hulumtime dhe inovacion	· **Janë përkrah/ ndarë**: - **64 mobilitete** për pjesëmarrje në konferenca dhe hulumtime ndërkombëtare; - 5 **Projekte hulumtuese**; - **janë ndarë 2 çmime-shkencetr të vitit.**	· **Janë përkrah/ ndarë**: - **54 mobilitete** për pjesëmarrje në konferenca dhe hulumtime ndërkombëtare; - **3 Projekte hulumtuese**; - **janë ndarë 3 çmime-shkencetr të vitit.**	· **Janë përkrah/ ndarë**: - **20 mobilitete** për pjesëmarrje në konferenca dhe hulumtime ndërkombëtare; - **11 Projekte hulumtuese**; - **nuk janë ndarë çmime**

3.5.6	· Mobiliteti ndërkombëtar i studentëve të doktoraturës dhe akademikëve (CEEPUS)	40 mobilitete	125 mobilitete	...... mobilitete
3.5.7	· Analizat e nevojave të shkathtësive dhe trajnimit (e kryer nga projekti austriak HERAS)			
3.5.8	· Themelimi i Këshillave të Universiteteve Publike për Bashkëpunim me Industrinë	· Janë themeluar **4 këshilla**	· Janë themeluar **3 këshilla**	· Janë themeluar **1 këshill**
4.1	**Rritja e kapaciteteve të Këshillit Kombëtar të Cilësisë**			
4.1.1	· Plotësimi i anëtareve të Bordit të Këshillit Shtetëror të Cilësisë	Gjatë vitit 2017 deri në mes të vitit 2018 Këshillit Shtetëror i Cilësisë nuk ka qenë funsional	Këshillit Shtetëror i Cilësisë në periudha të caktuara nuk ka pas numër të plotë të anëtarëve	Këshillit Shtetëror të Cilësisë është plotësuar me anëtarë
4.1.2	· Përmirësimi i kornizës rregullative per procesin e akreditimit	Korniza rregullative e përmirësuar		
4.1.6	Kryerja e studimit të fizibilitetit për rankimin e IAL	nuk ka progres	nuk ka progres	nuk ka progres
4.1.7	· Angazhimi i eksperteve ndërkombëtar për monitorimin e IAL-ve (propozim)	Monitorimi i IAL-ve i realizuar	Monitorimi i IAL-ve i realizuar	Monitorimi i IAL-ve i realizuar
4.2	**Zbatimi i një sistemi më të besueshëm të provimit final për nxënës**			
4.2.1	· Realizimi i testit i klasës së 5 me mostra të përzgjedhura sipas kritereve	Nuk është realizuar	Nuk është realizuar	Nuk është realizuar
4.2.2	· Realizimi i Testit të klasës së 9	Është realizuar testi i arritshmërisë, rezultati mesatarë i arritshmërisë ka qenë 61%.	Është realizuar testi i arritshmërisë, rezultati mesatr i arritshmërisë ka qenë 57.9%.	Nuk është realizuar
4.2.3	· Realizimi i Testit të klasës së12	Është realizuar testi k maturës, rezultati mesatarë i kalueshmërisë ka qenë 73.3%.	Është realizuar testi i maturës, rezultati mesatarë i kalueshmërisë ka qenë 64.6%.	Është realizuar testi i maturës, rezultati mesatarë i kalueshmërisë ka qenë 67.4%.

4.2.4	· Pilotimi realizimi i Testit PISA	Është realizuar testi final PISA2018.	Është realizuar publikimi i rezultateve të testit final PISA2018. Kosova në këtë vlersim ka pasur këto rezultate: Lexim-353 , Matematikë-366, Shkenca-365 pikë,	Për shkak të pandemisë pilotimi I testit PISA është shtyrë për vitin 2021
4.2.5	· Ngritja e kapaciteteve të Divizionit për Vlerësim, Standarde dhe Monitorim nëpërmjet trajnimeve të ofruara nga Projekti i BB	Zyrtare e DVSM kanë marrë pjesë në konferenca dhe trajnime. Zyrtarët e Divizionit për Vlerësim, Standarde dhe Monitorim kanë marrë pjesë në 7 konferenca dhe trajnime për vlerësimet ndërkombëtare. Konferencat dhe trajnimet kanë qenë për kodimin e pyetjeve, administrimin dhe përpunimin e të dhënave.	Zyrtare e DVSM kanë marrë pjesë në konferenca dhe trajnime. Zyrtarët e Divizionit për Vlerësim, Standarde dhe Monitorim kanë marrë pjesë në 6 konferenca dhe trajnime për vlerësimet ndërkombëtare. Konferencat dhe trajnimet kanë qenë për kodimin e pyetjeve, administrimin dhe përpunimin e të dhënave.	Zyrtare e DVSM kanë marrë pjesë në konferenca dhe trajnime. Zyrtarët e Divizionit për Vlerësim, Standarde dhe Monitorim kanë marrë pjesë në 5 (prej tyre 4 online) konferenca dhe trajnime për vlerësimet ndërkombëtare. Konferencat dhe trajnimet kanë qenë për kodimin e pyetjeve, administrimin dhe përpunimin e të dhënave.
4.3	**Përmirësimi i provimit final për profesionet e rregulluara. Operacionalizimi i Agjencisë për Standarde dhe Vlerësim, si dhe Këshillit Shtetëror për Profesionet e Rregulluara**			
4.3.1	· Hartimi i kornizës legjislative për krijimin dhe funksionalizimin e Agjencisë për Standarde dhe Vlerësim	· Nuk është hartue dhe nuk është miratue korniza legjislative	· Nuk është hartue dhe nuk është miratue korniza legjislative	· Nuk është hartue dhe nuk është miratue korniza legjislative
4.3.4	· Hartimi i testeve për provimin final të profesioneve të rregulluara dhe kryerja e testimeve	· Nuk janë hartuar testet.	· Nuk janë hartuar testet.	· Nuk janë hartuar testet.
4.4	**Zgjerimi dhe përmirësimi i sistemit të inspektimeve në sistemin arsimor dhe aspekteve të vlerësimit të performancës së mësimdhënësve**			
4.4.2	· Funksionimi i Inspektoratit në aspektin juridiko–administrativ dhe pedagogjik profesional, si dhe ngritja e kapaciteteve	· Për shkak të numrit të vogël të inspektorëve të arsimit, ka qenë i pamundur funksionimi i Inspektoratit i ndarë në aspektin juridiko–administrativ dhe pedagogjik profesional. Gjatë vitit 2018 nuk ka pasur shtim të numrit të inspektorëve.	· Për shkak të numrit të vogël të inspektorëve të arsimit, ka qenë i pamundur funksionimi i Inspektoratit i ndarë në aspektin juridiko–administrativ dhe pedagogjik profesional. Gjatë vitit 2019 nuk ka pasur shtim të numrit të inspektorëve.	· Për shkak të numrit të vogël të inspektorëve të arsimit, ka qenë i pamundur funksionimi i Inspektoratit i ndarë në aspektin juridiko–administrativ dhe pedagogjik profesional. Gjatë vitit 2020 nuk ka pasur shtim të numrit të inspektorëve.

		· Gjatë vitit 2018 u është **vlerësuar performanca 24 shkollave** në nivel vendi, me ç'rast janë realizuar takime dhe konsulta me të gjithë koordinatorët e cilësisë në nivel komune e shkolle që vlerësohej.	· Gjatë vitit 2019 u është **vlerësuar performanca 30 shkollave** në nivel vendi, me ç'rast janë realizuar takime dhe konsulta me të gjithë koordinatorët e cilësisë në nivel komune e shkolle që vlerësohej.	· Gjatë vitit 2020 u është **vlerësuar performanca 6 shkollave** në nivel vendi, me ç'rast janë realizuar takime dhe konsulta me të gjithë koordinatorët e cilësisë në nivel komune e shkolle që vlerësohej.
4.4.6	· Funksionalizimi i mekanizmit Inspektorat dhe Koordinatori i Cilësisë, Komunë-Shkollë për sigurimin e cilësisë në nivel vendi, në nivel komunal dhe në nivel shkolle.	· Janë **33 Koordinator te Cilësisë në nivel komunal dhe 645 në nivel shkolle**.	· Janë **33 Koordinator te Cilësisë në nivel komunal dhe .... në nivel shkolle**.	· Janë **33 Koordinator te Cilësisë në nivel komunal dhe 722 në nivel shkolle**.
4.5	**Përmirësimi i cilësisë së autonomisë dhe llogaridhënies së institucioneve të akredituara**			
4.5.4	· Ndërtimi i sistemit të monitorimit të ofruesve te AAP pas akreditimit të tyre			
4.5.5	· Pilotimi dhe zbatimi i procesit të Njohjes së Mësimit Paraprak (NjMP)			
4.6.1	· Vlerësimi i performancës së mësimdhënësve	· Gjatë vitit 2018 niveli i **performancës i është vlerësuar mbi 90 mësimdhënësve**	· Gjatë vitit 2019 niveli i **performancës i është vlerësuar mbi 500 mësimdhënësve**	· Gjatë vitit 2020 niveli i **performancës i është vlerësuar mbi 140 mësimdhënësve**
5.1	**Ndërtimi i një master plani për rrjetin shkollave të AAP-së**			
5.1.1	· Krahasimi i planeve zhvillimore dhe vlerësim i përputhshmërisë së tyre me Kornizën e Kurrikulës	Analiza e përputhshmërisë, e hartuar		
5.1.2	· Rishikimi i dizajnimit të rrjetit të shkollave pas aprovimit të Kornizës së Kurrikulës së veçantë për AAP	Rrjetëzimi i shkollave APP nuk është bërë, nuk është i ridizajnuar	Rrjetëzimi i shkollave APP nuk është bërë, nuk është i ridizajnuar	Rrjetëzimi i shkollave APP nuk është bërë, nuk është i ridizajnuar
5.2	**Krijimi i Sistemit të Menaxhimit të Informatave në Arsimin e Lartë dhe zhvillimi i sistemeve të tjera**			

5.2.1	· Funksionalizimi dhe Avancimi i Sistemit të Menaxhimit të Informatave në Arsimin e Lartë (SMIAL)	Sistemi I Meaxhimit të Informatave në Arsimin e Lartë është funksional që nga viti 2017, mirëpo ka defekte të shumta të cilat pengojnë sigurimin e të gjitha të dhënave për këtë nivel dhe ka nevojë për përmirësime dhe avancim, gjë që nuk ka ndodhur deri tani.	Sistemi I Meaxhimit të Informatave në Arsimin e Lartë është funksional që nga viti 2017, mirëpo ka defekte të shumta të cilat pengojnë sigurimin e të gjitha të dhënave për këtë nivel dhe ka nevojë për përmirësime dhe avancim, gjë që nuk ka ndodhur deri tani.	Sistemi i Meaxhimit të Informatave në Arsimin e Lartë është funksional që nga viti 2017, mirëpo ka defekte të shumta të cilat pengojnë sigurimin e të gjitha të dhënave për këtë nivel dhe ka nevojë për përmirësime dhe avancim, gjë që nuk ka ndodhur deri tani. Në vitin 2020 kanë filluar disa iniciativa nga ana e Kabinetit të Ministrit, por për shkak të ndryshimeve të shpeshta politike, nuk ka ndodhur ndonjë veprim konkret.
5.2.2	· Avancimi i sistemit ekzistues për Menaxhimin e Informatave në Arsim (SMIA)	Ky aktivitet ka qenë i ndërlidhur me zhvillimin e sistemeve qendrore dhe avancimin e SMIA-s ekzistuese (komponenta këto në kuadër të projektit të Bankës Botërore për përmirësimin e sistemit të arsimit), të cilat nuk janë realizuar nga ana e projektit. Pasi që nuk është realizuar zhvillimi i sistemeve qendrore, sistemi ekzistues SMIA është funksional, por nuk është avancuar më tutje.	Ky aktivitet ka qenë i ndërlidhur me zhvillimin e sistemeve qendrore dhe avancimin e SMIA-s ekzistuese (komponenta këto në kuadër të projektit të Bankës Botërore për përmirësimin e sistemit të arsimit), të cilat nuk janë realizuar nga ana e projektit. Pasi që nuk është realizuar zhvillimi i sistemeve qendrore, sistemi ekzistues SMIA është funksional, por nuk është avancuar më tutje.	Ky aktivitet ka qenë i ndërlidhur me zhvillimin e sistemeve qendrore dhe avancimin e SMIA-s ekzistuese (komponenta këto në kuadër të projektit të Bankës Botërore për përmirësimin e sistemit të arsimit), të cilat nuk janë realizuar nga ana e projektit. Pasi që nuk është realizuar zhvillimi i sistemeve qendrore, sistemi ekzistues SMIA është funksional, por nuk është avancuar më tutje.
5.3	**Rritja e financimit për programet e arsimit profesional dhe arsimin e lartë**			
5.3.1	· Rishikimi i formulës së financimit dhe duke i riorientuar shpenzimet nga fushat më pak prioritare në ato më prioritare.	Nuk është përgatit baza për caktimin e formulës së financimit në IAL. Formula e financimit për profilet arsimore të AAP-së nuk është rishikuar.	Nuk është përgatit baza për caktimin e formulës së financimit në IAL. Formula e financimit për profilet arsimore të AAP-së nuk është rishikuar.	
5.3.2	· Plotësimi i kornizës ligjore të arsimit të lartë. Hartimi i udhëzimeve administrative që dalin nga ligji	Korniza ligjore nuk është plotësue. Nuk janë hartue udhëzimet administrative që dalin nga ligji . Ligji I AL nuk ka kalue ende në Kuvend.	Korniza ligjore nuk është plotësue. Nuk janë hartue udhëzimet administrative që dalin nga ligji . Ligji I AL nuk ka kalue ende në Kuvend.	Korniza ligjore nuk është plotësue. Nuk janë hartue udhëzimet administrative që dalin nga ligji . Ligji I AL nuk ka kalue ende në Kuvend.
5.4	**Pilotimi i modelit të Partneriteteve Publiko-Private**			
5.4.1	· Rishikimi i kornizës ligjore për partneritetin publiko-privat me qëllim të gjetjes së një modeli të përshtatshëm për ta përshtatur me sistemin e shkollave publike.	Korniza ligjore nuk ka pasur mundësi të rishikohet.		

5.4.2	· Ndërmarrja e iniciativave PPP në mbështetje të shkollave publike	Iniciativat janë ndërmarrë por nuk ka pas rezultate.	Iniciativat janë ndërmarrë por nuk ka pas rezultate.	Iniciativat janë ndërmarrë por nuk ka pas rezultate.
6.1	**Krijimi i një databaze e cila e përdorë regjistrin e diasporës për identifikimin e profileve të ndryshme të mërgatës**			
6.1.1	· Krijimi i data bazës për identifikimin e profileve të ndryshme nga diaspora dhe popullimi i saj me të dhëna			
6.2	**Krijimi i Programit për Angazhim në Atdhe (PAA)**			
6.2.1	· Angazhimi i eksperteve dhe profesionisteve nga diaspora për ngritje të kapaciteteve në institucionet publike dhe private			
6.2.2	· Konferenca me grupe të ndryshme të ekspertëve nga diaspora	1.Konferencë me temën "Roli I gruas në diasporë"me pjesmarrje nga vendet e ndryshnme si: Gjermania,Italia,Greqia,Zvicra, Suedia ,Shba, Kanada. Numri I pjesmarrësve 60 persona. 2. Seminar me mesues nga diaspora te realizuar ne keto vende : Greqi , itali,Gjermani dhe Austri me temën: Gjendja e mesimit plotesues të gjuhes shqipe dhe kultures shqiptare.	1.Konferenca "Gruaja në diasporë- digë e fuqishme kundër asimilimit"pjesamrres 50 nga shtete te ndryshme Austria,Gjermania,Italia,Greqia,Zvicra, Suedia ,Sllovenia ,Turqia ,Shba, Kanada. 2.Seminar me temen:"Rritja e cilësisë së mësimdhënies dhe përdorimi i metodave didaktike bashkëkëhore, me qëllim afrimin e sa më shumë nxënësve në kurset e MPGJSh-së". i realizuar ne keto vende Greqi dhe Suedi.	Ne vitin 2020 nuk kemi pasur kerkesa per pune praktike per arsye te situates me pandeminë Covid 19.
6.2.4	· Praktikat profesionale për studentë dhe të rinj	Numri I praktikanteve/studenteve te cilen kanë vijuar punen praktike ne instutucionet publike te Republikes së Kosovës ne periudhe te ndryshme kohore për vitin 2018 ka qenë 38 studentë. (MPJ , MED, MZHE, MD,MT,MI , MKRS, Agjencioni I aviacionit civil të Kosovës etj)	Numri I praktikanteve/studenteve te cilen kanë vijuar punen praktike ne instutucionet publike te Republikes së Kosovës ne periudhe te ndryshme kohore për vitin 2018 ka qenë 12 studentë. (MPJ,MED,MTI,MD,MZHE , MF etj)	Ne vitin 2020 nuk kemi pasur kerkesa per pune praktike per arsye te situates me pandeminë Covid 19.
6.3	**Zbatimi i Programit për Kthimin e Ekspertëve të Qeverisë së Gjermanisë në vitin 2016**			
6.3.1	· Promovimi dhe angazhimi përmes programit për angazhimin e ekspertëve të diasporës që jetojnë në Gjermani	Kthimi afatgjatë 9 Kthimi afatshkurt 5	Kthimi afatgjatë 3 Kthimi afatshkurt 5	Kthimi afatgjatë 7 Kthimi afatshkurt 3

6.4	**Zbatimi i programit TOKTEN**			
6.4.2	· Promovimi dhe angazhimi përmes programit TOKTEN për angazhimin e ekspertëve të diasporës që jetojnë në vendet e tjera	n/a	n/a	n/a
6.5	**Krijimi i një programi mësimor online (e-learning)**			
6.5.1	· Zhvillimi, pilotimi dhe funksionalizimi i plotë i programit mësimor on-line për diasporën	n/a	n/a	n/a
7.2	**Përmirësimi i të drejtave të punëtorëve dhe garantimi i minimumit të standardeve të sigurisë dhe shëndetit në punë**			
7.2.2	· Zhvillimi dhe plotësimi i kornizës ligjore nga marrëdhënia e punës, sigurisë dhe shëndetit në punë	Gjatë 2018, është hartuar Koncept Dokumenti për rregullimin e fushës nga marrëdhenia e punës. Janë hartuar dy projektligje nga marrëdhenia e punës, siç është Projektligji i Punës dhe Projektligji për Pushimin e Lehonisë dhe Prindëror. Të dy projektligjet i janë dorëzuar Qeverisë për miratim 17 direktiva të BE-së janë transpozuar në Projektligjin e Punës dhe Projektligjin për Pushimin e Lehonisë dhe Prindëror.	Gjatë vitit 2019, është hartuar draft Koncept Dokumentit për Avancimin e Legjislacionit nga Fusha e Sigurisë dhe Shëndetit në Punë, ndersa eshtë miratuar nga Qeveria me dhjetor 2020. Pas miratimit ne shkurt 2021 eshtë përgatitur Vendimi për themelimin e grupit punues për hartimin e Projektligjit për Ndryshimin dhe Plotësimin e Ligjit Nr. 04/161 për Sigurinë dhe Shëndetin në Punë. Gjatë vitit 2019, ka vazhduar me transpozimin e dy direktivave të BE-së për transpozimin e plotë në aktet nënligjore siç janë: Projekt-rregullorja për ndryshimin dhe plotësimin e Rregullores Nr. 04/2014 për kërkesat minimale të sigurisë dhe shëndetit në vendin e punës dhe Projekt-rregullorja për ndryshimin dhe plotësimin e Rregullores Nr. 05/2015 për kërkesat minimale të sigurisë dhe shëndetit në përdorimin e pajisjeve të punës në vendin e punës.	Nderkaq gjatë vitit 2020 janë miratuar Rregullorja Nr 01/2020, për ndryshimin dhe plotësimin e Rregullores Nr. 04/2014 për kërkesat minimale të sigurisë dhe shëndetit në vendin e punës dhe Rregullorja Nr. 02/2020, për ndryshimin dhe plotësimin e Rregullores Nr. 05/2015 për kërkesat minimale të sigurisë dhe shëndetit në përdorimin e pajisjeve të punës në vendin e punës. Poashtu janë miratuar edhe dy udhëzime: Udhëzimi Administrativ Nr.04/2020 për rregullimin dhe përcaktimin e kritereve dhe procedurave për regjistrimin e organizatave sindikale. Udhëzimi Administrativ Nr. 05/2020 për ndryshimin dhe plotësimin e Udhëzimit Administrativ Nr. 12/2011, për regjistrimin e marrëveshjeve kolektive.
7.2.3	· Certifikimi i personave që kryejnë aktivitete nga fusha e sigurisë dhe shëndetit në punë	• 2018: janë të çertifikuar 143 persona;	• 2019: 130 persona fizik janë certifikuar të cilët kryejnë aktivitet nga Siguria dhe Shëndeti në Punë;	Si kumulativ deri me tani referuar periudhes raportuese 2018-2020 janë të çertifikuar 305 persona fizik të cilët kryejnë aktivitet nga Siguria dhe Shëndeti në Punë. • 2018: janë të çertifikuar 143 persona; • 2019: 130 persona fizik janë certifikuar të cilët kryejnë aktivitet nga Siguria dhe Shëndeti në Punë;

					• **2020: janë certifikuar 32 persona fizik të cilët kryejnë aktivitet nga Siguria dhe Shëndeti në Punë.**

7.2.4	· Licencimi i kompanive të cilat kryejnë aktivitete nga fusha e sigurisë dhe shëndetit në punë	• 2018 janë licensuar 7 persona juridikë, të cilët kryejnë shërbime nga siguria dhe shëndeti në Pune, si dhe 3 subjekte të tjera kanë qenë në procedurë.	2019 janë licensuar 2 kompani që kryejnë shërbime nga SSHP	2020 janë licencuar 2 kompani, të cilat kryejnë shërbime nga siguria dhe shëndeti në Pune
7.3	**Përforcimi i mekanizmave dhe bashkërendimi i veprimeve institucionale për zvogëlimin e punësimit joformal**			
7.3.3	· Përmirësimi i qasjes dhe metodës së inspektimit dhe inspektime të përbashkëta në të gjitha regjionet e Kosovës me Policinë e Kosovës, me qëllimin të luftimit të punësimit jo-formal dhe trafikimit me qenie njerëzore	Gjatë vitit 2018, IP ka rekrutuar një (1) inspektor të punës, bazuar ne konkursin e brendshem, • 2018: Inspektorati i Punës ka realizuar gjithsej 9,531 inspektime Inspektime në bashkëpunim me institucionet tjera: • 2018: 160	Gjatë vitit 2019, IP ka rekrutuar tre (3) inspektor të punës, si dhe ka transferuar me procedura te brendshme 1 inspektor te pune • 2019: ka realizuar ka realizuar mbi 10000 inspektime. Inspektime në bashkëpunim me institucionet tjera: • 2019: 110	Nderkaq gjatë vitit 2020 Inspektorati i Punës edhe pse kishte te miratuar buxhetin edhe për 20 pozita të lira për Inspektor të Punës ai nuk arriti që të plotësoi këto pozita te lira per shkakë të pengesave procedurale për zbatimin e konkurseve publike sipas Ligjit për zyrtarët publik • 2020: ka bërë 7109 raporte zyrtare gjatë vizitave inspektuese Inspektime në bashkëpunim me institucionet tjera, të cilat në kuadër të kompetencave të tyre kanë bërë monitorimin e zbatueshmërisë së legjislacionit përkatës. Numri i këtyre inspektimeve të realizuara me Policinë e Kosovës, ATK-në, por edhe me institucione të tjera është: • 2020: 66 + (2437)

Annex 5: Evaluation Matrix

Connection of Tools to Evaluation Dimension. The tools profiled in Annex 5 also describe the link between specific questions on the tools and the overarching evaluation dimensions. The following narrative describes the contribution of each data source to the respective evaluation dimensions.

Document Review: A review of available documentation beyond the quantitative data will continue to be used throughout the evaluation phase to address the relevant evaluation criteria and to serve as both a complementary source for triangulation with the field phase quantitative and qualitative data and as historic overview of changes in programming. The document review has particular pertinence for addressing questions related to relevance and efficiency. The SPO/OPM and UNICEF Kosovo Office has already provided documentation that will be integrated into the evaluation analysis (Annex 2). The pre-existing quantitative data available related to the macro-level indicators[1] highlights achievements at the national level.

Pre-existing Quantitative data: Within the frame of the evaluation criteria, the pre-existing quantitative data is best suited to address elements pertaining to efficiency and effectiveness of the NDS. Extensive data for activities and outputs were already collected and a portion of these patterns are summarized in the programme description section of the narrative and in the summary of outputs and activities in Annex 3.

Primary qualitative data. The data obtained from the mix of KIIs are relevant for contributing to explorations of relevance, programme effectiveness, and potential sustainability issues. The qualitative data is a fundamental source of information for the evaluation and will be collected through a series of semi-structured interview guide. The mixture of stakeholders is intended to integrate the perspectives of the different groups involved in or associated with the human capital pillar. The key informant interviews and conversations with Prishtina stakeholders will be used to contribute to the analysis of all dimensions of the evaluation criteria, but with particular pertinence for relevance (national policy alignment), efficiency, and sustainability. The selection of stakeholders is intended to represent the array of potential stakeholder categories cited in the stakeholder analysis section with a prioritization of those specific individuals who are particularly information rich with regards to NDS programming. This does not have to be solely individuals who are partners or beneficiaries, but it would assume to be those who have enough observational experience to be able to form a competent opinion regarding programme performance.

Data Methods and Considerations

Method	Elements
Key Informant Interviews	Briefings with relevant SPO/OPM and UNICEF staff Key stakeholders to be interviewed identified in consultation with SPO/OPM and UNICEF but including: 1. Interviews with National Government representatives from the respective directorates and Ministries involved in the NDS human capital pillar. 2. Interviews with Government technical staff from the different NDS components related to the human capital pillar. 3. Interviews with relevant United Nations and International or local organizations – including donors. 4. Interviews with other civil society stakeholders at Prishtina or local levels with knowledge of the NDS.
Document Review	Desk review of relevant documentation, incorporating an analysis of findings against the evaluation questions. Documentation involves different categories of documentation including:[2] 1. NDS related Reports – both overall NDS design and human capital pillar specific reporting 2. Donor Reports or evaluations 3. Ministry policies, strategic plans, workplans and annual reports

[1] Annex 6
[2] Bibliography found in Annex 2

	4. Policy Frameworks and Strategic Plans
	5. Monitoring Reports
	6. External Research Reports as available
	7. Other literature related to the evaluation including pre-existing human capital pillar evaluations, or reflection exercises.
	8. Government policies and Frameworks
	9. UN Agency and other external strategic frameworks

Note: All indicators are disaggregated by sex where possible. With differentiated analysis of women versus men stakeholders for each stakeholder category. The gender neutral "Stakeholder" is used to reduce length of questions, but differentiation will be done in the analysis.

Note: The main source of information is one of five options:
1. Document review,
2. Pre-existing quantitative data,
3. Primary Qualitative data

Somewhat more detail included in the main sources of information column regarding which types of stakeholder information is to be used to assess each of the evaluation questions.

Note: Main forms of analysis include:
a. Descriptive and Comparative Quantitative Analysis
b. Thematic Narrative Review
c. Iterative Qualitative Analysis Emergent Themes
d. Contribution Analysis

Naturalistic inquiry is not so much a distinct form of analysis as it is an approach to use the main forms of analysis when a priori frameworks are not available for grounding information analysis – either because of changes to initial frameworks or because of their absence. The forms of analysis are associated with each of the sources of information and data collection methods – triangulation, document review, and pre-post analysis are most likely summative analyses.

NDS (2016-2021) Evaluation Matrix

Main Evaluation Questions and Sub-Questions	Indicators	Main Sources of Information	Analysis
1.0 **Relevance** – To assess alignment of the NDS to existing needs of Kosovo including strategies, policies, and changes in conditions.			
Needs Alignment: 1.1 To what extent has the NDS (2016-2021) as a whole aligned with the needs of Kosovo, including economic equity, and the social capacity conditions the NDS seeks to address?	1.1.1 Evidence in document review of NDS Objectives matching those of other Government Policies and Plans in the Human Capital pillar – disaggregated by Strategic Objective and Activity 1.1.2 Evidence of stakeholders mapping and consultation to identify gaps and barriers and enabling environment informing NDS design. 1.1.3. Degree of diversity of stakeholder participation in the consultations for the design of the NDS. 1.1.5 Perceptions of Government stakeholders and partners regarding NDS positioning as being appropriate and aligned with national priorities and partner landscapes. 1.1.6 Evidence of NDS including economic equity and social capacity approach and gender equality integration as cross-cutting issues within the NDS, roadmap, monitoring framework or reporting. 1.1.7 Evidence that implementation activities in Ministry workplans reference data of relevance to equity 1.1.8 Perceptions of Government, UN agencies regarding the NDS approach to including equity principles.	Document review: NDS strategy, NDS Policy Notes, Donor reports, previous assessments, and evaluations Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Document review identifying iterative themes and comparison between NDS documentation and other National Strategies and Plans. Qualitative iterative data analysis for the KIIs with key stakeholders Implied ToC and Contribution Analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
Evidence Based: 1.2. To what extent were the NDS Human Capital Pillar measures informed by evidence?	1.2.1 Presence of a Strategic Review and strong analysis of Kosovo's needs assessment carried out prior to NDS design and during implementation with evidence of how informed design and adjustments. 1.2.2 Extent to which NDS design was based on sound, timely, disaggregated data. 1.2.3 Evidence of lessons learnt, and reflection meetings being used to guide design and adaptations.	Document review: NDS strategy, NDS Policy Notes, Donor reports, previous assessments, and evaluations Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Document review identifying iterative themes and comparison between NDS documentation and other National Strategies and Plans. Qualitative iterative data analysis for the KIIs with key stakeholders Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis

Adaptation and Positioning: 1.3 To what extent did the NDS Human Capital Pillar adapt to evolving priorities?	1.3.1 Evidence on commissioning new assessments/analysis based on the changing context. 1.3.2 Evidence that the NDS was sufficiently responding to emerging needs by the government – documentation from situation analyses, policy notes, or annual reviews. 1.3.3 Perceptions of government stakeholders and partners regarding NDS as using evidence to inform adaptations throughout implementation to the roadmap.	Document review: NDS strategy, NDS Policy Notes, Donor reports, previous assessments, and evaluations Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Document review identifying iterative themes and comparison between NDS documentation and other National Strategies and Plans. Qualitative iterative data analysis for the KIIs with key stakeholders Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
2.0 Efficiency – To assess the cost effectiveness and operational efficiency of the NDS.[121][122]			
2.1 **Cost Effectiveness**: To what extent were available financial resources used efficiently taking into account cost effectiveness and operational efficiency of the NDS Human Capital Pillar with regard to Human Capital development?[123]	2.1.1 Comparison of target and achieved outputs. 2.1.2 Evidence in NDS documentation of exercises for the identification of cost effectiveness and operational efficiency including adjustments to improve efficiency – such as in annual reports, work plans, budget reports, or other exercises. 2.1.3 Stakeholder perceptions affirm that the implementation of activities is sufficiently cost-effective given context requirements. 2.1.4 Evidence of good opinions from Office of Budget on costing plans for NDS activities at design. 2.1.5 Evidence in Government financial reports of NDS activities being carried out and associated costs. 2,1,6 Evidence in NDS documentation of costing estimates for activities and justification for targets included in documentation.	Document review: NDS strategy, NDS Policy Notes, Donor reports, Office of Budget good opinions, financial reports, documentation of costing estimates, previous assessments, and evaluations Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Document review identifying iterative themes and comparison between NDS documentation and other National Strategies and Plans. Qualitative iterative data analysis for the KIIs with key stakeholders Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
3.0 Effectiveness – evaluating the extent the NDS activities and interventions were implemented.[124]			
Achievement of Objectives and Targets: 3.1 To what extent have the NDS Human Capital Pillar measures been achieved against the objectives and targets set?	3.1.1. NDS Documentation cites the percentage of NDS activities accomplished against targets. 3.1.2 Evidence from pre-existing and quantitative data regarding sufficient	Document review: Line Ministry Annual Workplans, Annual Ministry Reports, Office of Budget reports, donor reports and external assessments.	Document review identifying iterative themes and comparison. Qualitative iterative data analysis for the KIIs with key stakeholders

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[121] Efficiency as an evaluation dimension usually explores two categories. First, the timely completion of planned activities and second, the cost-effectiveness of the activities implemented. For the purposes of this evaluation, the first category is integrated into EQ4 under Effectiveness leaving the only the second category to be explored in this section.

[122] In the order of OECD dimensions, efficiency usually follows relevant in structured and then explores effectiveness – the accomplishment of results. This order is presented in the Evaluation Matrix although the two sub-questions are flipped in the original TOR.

[123] The evaluation itself will not undertake a cost benefit analysis, but the Budget Office issues opinions on costing as part of their mandate for all Government strategies, policies, and programmes. The review of the Budget Office good opinions for NDS activities will be part of the cost-effectiveness review.

[124] Effectiveness as an OECD principle usually focused on the contribution of activities and interventions to immediate outcomes. In the context of this evaluation, this is interpreted as the effectiveness of the implementation process of the NDS.

	achievement of intended objectives and targets 3.1.3 Stakeholders are able to identify a range of internal factors influencing results and can cite mitigation measures taken to improve results achieved. 3.1.4 Evidence from documentation citing Political, economic, and security factors affecting implementation and describing mitigation measures taken.	Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
3.2 **Monitoring Framework**: To what extent has the monitoring framework been designed to inform systematic monitoring and implementation of the NDS?	3.2.1 Evidence of monitoring framework being developed including activities and targets. 3.2.2 Evidence of annual monitoring reports and NDS updates including references to NDS activity accomplishment in other Ministry reports. 3.2.3 Perceptions of stakeholders that monitoring framework and tools were sufficient and used to inform monitoring and implementation of the NDS. 3.2.4 Evidence of monitoring data related to the NDS being used to inform adjustments – from Ministry reports and elsewhere. 3.2.5 NDS activity adjustments recorded in NDS documentation with rationale and justification	Document review: Line Ministry Annual Workplans, Annual Ministry Reports, Office of Budget reports, donor reports and external assessments. Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Document review identifying iterative themes and comparison. Qualitative iterative data analysis for the KIIs with key stakeholders Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
3.3. **Gender Mainstreaming**: Has gender been effectively mainstreamed in the NDS Human Capital Pillar implementation, and if not, how could it be done better?	3.3.1 Evidence in design documents, and NDS or Ministry reports that demonstrate how gender issues have been addressed including any SADD analysis in reporting and design. 3.3.2 Review of beneficiary criteria and geographic location for NDS activities in Roadmap to ensure that gender issues are explicitly considered. 3.3.3. Review of how gender is streamlined in key strategic documents for the NDS as well as Ministry workplans and reports related to NDS activities. 3.3.4 Stakeholder perceive that gender considerations are intentionally integrated into NDS design and activities. 3.3.5 Stakeholders can cite specific examples of how gender mainstreaming recommendations have led to adjustments in NDS activities for enhanced gender sensitivity and mainstreaming.	Document review: Line Ministry Annual Workplans, Annual Ministry Reports, Office of Budget reports, donor reports and external assessments. Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Document review identifying iterative themes and comparison. Qualitative iterative data analysis for the KIIs with key stakeholders Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis

4.0 **Sustainability**: To evaluate the extent to which the NDS measures are able to be sustained in the future.			
Alignment with Strategies: 4.1. To what an extent are the NDS Human Capital Pillars measures aligned with sectoral and other relevant strategies and account for evolving situations with potential risks and trade-offs?	4.1.1 Stakeholders perceive that the NDS has contributed to overcoming bottlenecks in systems for Human Capital Development. 4.1.2 Government, partners and other stakeholders can cite examples regarding the NDS contribution to overcoming bottlenecks. 4.1.3 Evidence document review of NDS Objectives aligning with those of other Government Policies and Plans in the Human Capital pillar – disaggregated by Strategic Objective and Activity 4.1.4 Perceptions of Government stakeholders and partners regarding NDS measures as being appropriate and aligned with national priorities and partner landscapes. 4.1.5 Evidence that the NDS implementation has included risks and developed risk mitigations strategies for activities. 4.1.6 Evidence of NDS activities incorporated into other Ministry strategies and workplans. 4.1.7 stakeholders perceive that the NDS has appropriate levels of inter-Ministerial ownership, resourcing, and guidelines for implementation and reporting. 4.1.8 Evidence in documentation and from stakeholders of analysis of measures taken to convene stakeholders and leverage resources to support NDS implementation.	Document review: Line Ministry Annual Workplans, Annual Ministry Reports, Office of Budget reports, donor reports and external assessments. Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Document review identifying iterative themes and comparison. Qualitative iterative data analysis for the KIIs with key stakeholders Implied ToC and Contribution Analysis - tracing NDS activities to associated strategies. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
5.0 **Synergies:** To assess the degree to which the NDS is externally coordinated with other frameworks and priorities.			
Intersectorality/Synergy: 5.1 To what an extent are the NDS (2016-2021) Human Capital Pillar measures aligned with SDGs and EU priorities?	5.1.1 Evidence in the NDS priorities and roadmap of the existence of a logical framework for each component sufficiently connecting activities to strategic objectives. 5.1.2 Evidence in documentation of how the NDS measures are aligned with SDG priorities. 5.1.3 Evidence in documentation of how the NDS measures are aligned with EU priorities.	Document review: NDS priorities, policy notes, and roadmap. Line Ministry Annual Workplans, Annual Ministry Reports, Office of Budget reports, donor reports and external assessments. SDG frameworks and EU priority documentation. Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners.	Document review identifying iterative themes and comparison. Qualitative iterative data analysis for the KIIs with key stakeholders Implied ToC and Contribution Analysis - tracing NDS activities to associated strategies. Triangulation between data sources, data collection techniques, and data types

	5.1.4 Stakeholder perceptions regarding NDS human capital pillar alignment with SDGs and EU integration. 5.1.5 Stakeholders can cite examples of intersectoral synergy. 5.1.6 Stakeholders perceive that the NDS has maximized Intersectorality in its priorities, activities, and implementation and cannot cite examples of significant gaps in measures for addressing synergy		according to principles of iterative analysis
6.0 Long-Term change/Impact: To assess the contributions of the framework to observed changes in the context.			
Long Term changes: 6.1 To what extent can the NDS Human Capital Pillar be considered to have made a contribution to observed progress in enhancing human capital, including the potential consequences of the interventions on human rights and equalities?	6.1.1 Stakeholder perceptions regarding NDS activities as having been achieved and contributing to overall positive change in human capital in Kosovo. 6.1.2 Stakeholders perceive that the NDS has contributed to overcoming bottlenecks in systems for Human Capital Development. 6.1.3 Stakeholders are able to identify unintended positive or negative outcomes from NDS activities or unintended outcomes (positive or negative) are included in NDS documentation. 6.1.4 Evidence in macro-level indicators related to the NDS Human Capital Pillar have changes since 2016. 6.1.5 Evidence of policy changes, adaptations of systems, or progress made at the central level on issues related to child rights as a result of NDS activities. 6.1.6 Evidence from TOCs that can articulate a potential contribution path.	Document review: Line Ministry Annual Workplans, Annual Ministry Reports, Office of Budget reports, donor reports and external assessments. (admin data, MICS?) Qualitative data from KIIs with key stakeholders including Government, UNICEF, UN Agencies, and associated CSO partners. Macro-level indicator data from Kosovo Government, external assessments, and MICS study for strategic objective results.	Document review identifying iterative themes and comparison. Qualitative iterative data analysis for the KIIs with key stakeholders Implied ToC and Contribution Analysis - tracing activities to results. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis

Annex 6: Methodology

Evaluability Assessment

Evaluability is the extent to which any activity or programme can be evaluated in a credible fashion. To a large extent, this evaluability is informed by five dimensions: i) data availability, ii) reliability and validity of available data, iii) elaboration of existing logframes and ToC development, iv) documentation of activities implemented (monitoring), and v) logistical or cultural constraints which may influence evaluation data collection activities. The first and four dimensions present the most significant challenges to evaluability in the current NDS evaluation.

In terms of data availability, documentation exists in terms of the assessment, design, and policy framework of the NDS including the 2017 NDS roadmap which makes concrete the link between the policy notes, NDS priorities, and targeted actions. The roadmap also includes a monitoring framework for collating progress across the activities and pillars. There are also an array of available documentation on Sectoral strategies and policies which have alignment with the NDS.

The primary evaluability barrier in terms of data availability is related to the monitoring phase of the NDS. Within the Kosovo Government, there are departments that monitor activity accomplishments and plans of the respective Ministries and other units. Each of these would be reporting on elements related to the NDS in terms of the accomplishment of activities, the resourcing of activities. These are reported against the respective Ministry and unit plans. However, there is a relative scarcity of **consolidated** monitoring reports tracking progress of roadmap activities against the NDS.

There is one stock-taking exercise carried out in 2018 reporting on the progress of the NDS. There have also been one measurement of the macro-level indicators related to the NDS in 2021[1] as well as additional macro-level data that can be used for triangulation from the MICS survey conducted from Kosovo Agency of Statistics to complement other forms of data such as the Labour Force Survey (LFS) and World Bank demographic data for Kosovo.[2] There are decentralized reports and documentation that can be used to infer progress over time such as the Line Ministry workplans, but these were not developed with a view to reporting against the NDS roadmap itself and information is often scattered or coded differently than the NDS roadmap. It is possible to track the activity process through the individual unit reports, but this will be time-consuming and require special attention as not all of these reports are shared with the SPO/OPM.

The quality of the pre-existing quantitative data for the macro-level indicators will be assessed during the data collection phase by the evaluation team, but the GAP institute report has presented updated values through 2019 for the macro level indicators and therefore the evaluability appears good. However, linking changes in these indicators to the contribution of NDS activities may present limitations. Even though the evaluation can develop an implied ToC based on the roadmap for the NDS, there may be limitations in the use of the implied ToC for guiding contribution analysis if the implementation of the activities cannot be successfully tracked and if there is an absence of output level indicator values.

Although potential constraints exist for evaluability, the ET believes that the evaluation mandate for a learning-oriented evaluation can be reliably undertaken given the use of the documentation already compiled as well as the use of qualitative interviews with key stakeholders who have both deep and broad familiarity with the NDS across multiple contexts. The breadth of scope of the NDS activities within the Human Capital Pillar and the potentially broad array of Government Ministries, Agencies, and Offices that have participated in some aspect of the NDS implementation does present some difficulties in generalizability but triangulation with key informant interviews from different units and levels should produce reliable evidence for the targeted evaluation criteria.

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[1] GAP Institute, April 2021.
[2] UNICEF. MICS Survey data 2020.

Evaluation Principles and Approaches

The principles guiding the proposed evaluation approach rely on a **naturalistic** framework to generate a **utilization focused** evaluation to help with **contribution** analysis. Principles of participation and empowerment and appreciative inquiry will further shape the tools, methods, and analysis exercises employed.

- **Naturalistic Inquiry**: focuses on articulating the operational realities and adjustments made in the field and often involves elicited or inductive methods.[3] This principle is particularly appropriate when there have been ongoing adjustments or changes in the context or the frameworks which limits the extent to which an evaluation can use an established logframe or original plan as a point of departure for assessing programme performance in relevance, effectiveness, or impact dimensions. A theory-based evaluation within naturalistic inquiry described the implied theory in use informing choices in design and implementation of a programme or project (or in this case, a strategy). This is considered through the reconstruction – based on interviews and document review – of the implied theory of change behind the programme and then subsequent analysis of whether these assumptions proved to be valid.
- **Utilization** focused prioritizes the end utility of the evaluation products and recognize that attributing results to interventions is generally complex and not always feasible. In the case of this evaluation, this includes significant and continuous consultation with key stakeholders on adjustments to evaluation objectives, design, and analysis in order to be most useful for ongoing SPO planning needs.
- **Contribution Analysis** through mapping pathways from interventions to results. This is often built on the use of a theory of change to guide the contribution analysis; however, it can also be done through inductive analysis. Contribution analysis can help identify to what degree the observed changes have been the result of interventions or externalities. Contribution analysis is useful when there are multiple actors in a dynamic context who may have overlapping effects on social outcomes. Contribution analysis is also an important tool for assessing the validity of a design or framework and for identifying possible adjustments in the linkages within the framework.
- **Participation and Empowerment** are important principles for increasing the ownership and contribution of the evaluation exercise itself to larger development objectives. This is related to the utilization focused principle which posits ongoing consultations in the design of the evaluation. The key additional element is the inclusion of participation and empowerment principles in the *implementation* of the evaluation – including in the data collection and data analysis phases.
- **Appreciative Inquiry.** Appreciative Inquiry (AI) is a strengths-based, positive approach to organizational assessment and change. This principle overlaps substantively with the previously described principles of naturalistic inquiry, utilization focused and participation and empowerment. The extra additional contribution to the evaluation is the emphasis on a strengths-based approach in shaping the evaluation questions and data analysis.

As a general practice, the advantage of these approaches in combination is that they allow for a combination of methods to be used, but implicitly recognize that the programmed objectives and activities of any framework such as the NDS (2016-2021) Human Capital Pillar is also embedded within political economies, social systems, and cultures and therefore is implemented by different stakeholders in different ways at different times as adaptations to context. The particularities of the NDS itself within the larger Kosovo governance context suggests that integrating these five principles will be important for the development of the evaluation process.

Naturalistic Inquiry: The package of the NDS implementation strategies has undergone changes and adaptation from the initial design in 2016 including the elaboration of an NDS roadmap in 2017 and ongoing turnover in Kosovo governments with subsequent shifts in strategic implementation and programming. The naturalistic approach would be a useful principle to help track contributions in the midst of changes. Exercises such as timeline exercises could help articulate these adjustments and changes. Naturalistic inquiry often relies on interview guides that allow for flexibility to explore unexpected dimensions or identify when shifts occurred not captured in programme documentation. The guides are intended to elicit the implicit theories in use among stakeholders which can then be compared against the formalized logframe, roadmap or Theories of Change to assess the degree that these instruments align with the stakeholders' implicit theories of use and to identify potential adjustments or programmatic gaps. Consequently, semi-structured interview guides and historical review are important tool adaptations based on a naturalistic inquiry approach.

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[3] Naturalistic approaches include a gamut of methodologies including – but not limited to – goal-free evaluation, outcome harvesting, interpretivism, among others.

The utilization focused principle is an important consideration in the *design* of the evaluation process. In this case, related to the timing of the evaluation within the larger design of the new NDS and ongoing policy development processes of the Kosovo Government. As mentioned in section 1.0, an evaluation such as the current exercise is intended to inform the development of the new NDS. However, the drafting of the new NDS has already been started before the evaluation of the old NDS has begun – limiting the potential of the NDS recommendations to inform the new NDS. The utilization focused is most evident during the inception phase when additional consultations with stakeholders shaped the focus of the evaluation to best provide usefulness given these dynamics. In addition, in the case of this NDS evaluation, it is expected that the evaluation process will liaise with the key focal points involved in the design of the new NDS and will provide preliminary observation inputs based on available information at agreed upon moments to help inform the design process of the new NDS.

Contribution Analysis. Contribution analysis is an approach for inferring the degree to which programme actions have contributed to the perceived outcomes. A theory of change is often the foundation of a contribution analysis but other tools such as a roadmap or a logical framework can also be used.[4] The articulation of a theory of change and subsequent assessment of the perceived relationships between the various linkages and the validity of the assumptions can be used to generate a plausible argument for programme contribution. The conclusion of a contribution analysis is not necessarily definitive proof, but rather provides evidence of a line of reasoning that the programme has contributed to observed results. In the case of the NDS, the NDS has elaborated both policy notes and a road map for guiding implementation. The policy notes were to present a logical connection between the overall NDS objectives and the practices and measures that could serve to the accomplishment of these objectives. These policy notes can be considered a de-facto TOC in this sense of providing linkages between objectives to actions and will serve as the foundation of the reconstruction of the implied TOC mentioned in section 2.2.1.   The mechanics of Contribution analysis are covered in more detail in the data analysis section of the methodology.

Participation and Empowerment. This evaluation is being commissioned by SPO and the UNICEF as part of an ongoing capacity building and learning opportunity. As such, there is a strong interest in ensuring the active participation of stakeholders within the design, data collection and analysis processes within the evaluation. There are three mechanisms in the design of this evaluation to support this. First, the evaluation approach is emphasizing a learning approach which seeks to engage stakeholders in reflection on lessons learned. Second, the evaluation process is integrating two additional workshops to support learning and participation. In the first part of the design process, a learning workshop is planned to be held with technical staff from the SPO and other Kosovo institutions on the principles of evaluation. During the reporting phase, a second workshop is planned with SPO and Government stakeholders on the process for developing a management response to the evaluation findings. Finally, the design of the evaluation intends to include the participation of Kosovo youth as part of a youth accompanied evaluation. UNICEF in Kosovo places a high degree of importance on youth empowerment principles and to support the personal and professional development of youth within the Kosovo context. As a co-sponsor with the SPO of the NDS evaluation, there is an aspiration to continue to support this deliberate integration of the voice of youth into the organizational processes. The UNICEF Kosovo Programme has had some history of success with youth integration in evaluation and assessment processes. In 2019, during the Situation Analysis exercise carried out by UNICEF as part of the new programme cycle design, UNICEF organized a youth reference group who played a role in helping youth provide input to the design of the process, to the content of the situation analysis itself, and also to the review of the products of the situation analysis. Following on this in 2020, the evaluation of the UNICEF Kosovo programme included the accompaniment of five youth from Kosovo University who participated in data collection interviews as well as the data analysis exercises.

In line with the efforts to increase youth participation in planning and decision-making processes, SPO and UNICEF will involve six university-aged youth (1st and 2nd year students). The students were selected through two avenues: First, a social media announcement was distributed by the Psychology department at the University of Prishtina "Hasan Prishtina" soliciting volunteers to be part of accompanying the evaluation process for professional development. A psychology professor at the University volunteered to serve as a mentor to the students participating in this exercise and the students could get practicum credit. In addition,

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[4] Gagnon, Yves-Chantal. (2010). The Case Study as Research Method: A Practical Handbook. Presses de l'Université du Québec

a general announcement was posted by UNICEF on the [Kosovo Volunteer platform](#) seeking volunteers who may not be linked to the Psychology department but who would have interested to accompany and support the NDS evaluation processes. From these two avenues, candidates were interviewed by one of the evaluation team members during the inception phase and six candidates (four women and two men) were selected. Their role will be to shadow the evaluation team members in the course of interviews and analysis, but it is also expected that their observations and insights regarding what they see and hear will contribute to informing the data analysis and findings from the data collection exercises and provide an opportunity for additional professional development and learning for the participants.

Appreciative Inquiry. As mentioned earlier, AI principles overlap with the utilization focuses, naturalistic inquiry and participation and empowerment principles. The additional contribution to shaping the evaluation methodology beyond the implications already covered in the previous paragraphs includes the strength-based, positive approach focus. This can be seen in the development of interview guide questions for the NDS that also explores what has the NDS done well already? Or what are the comparative advantages of having an NDS in the Kosovo context and so forth. In the development of the conclusions and recommendations appreciative inquiry shapes their outputs through identifying not only the lessons learned in terms of gaps but also to support the strengths to maximize in the next NDS in terms of implementation practices and positioning.

United Nations Evaluation Principles: The evaluation will focus on the three main objectives outlined in the TOR by applying key OECD/DAC criteria, specifically relevance, efficiency, effectiveness, synergies, sustainability, and long-term change. It is expected that all members of the evaluation team will abide by the 2016 UNEG norms and standards, the 2007 UNEG Ethical Guidelines and Code of Conduct as well as the principles of 'do no harm'. The key OECD/DAC criteria will inform the development of the data collection methods and tools. The methodology will be guided by UNEG Ethical standards to shape the evaluation approaches to ensure that the exercise does not harm participants either during or after the evaluation process. The UNEG guidance on Gender (UNSWAP) - specifically the Evaluation performance indicator (EPI) - will inform the shape of the evaluation approach to ensure adequate representation of gender considerations in the evaluation processes and assessment of results. Based on these parameters, an evaluation matrix was developed for the evaluation describing the key questions and sub-questions, their links to the OECD/DAC criteria, relevant indicators, and the data collection methods to be used to address these questions (Annex 5).

Gender, Equity and Human Rights: Based on the United Nations Evaluation Group (UNEG) guidance and based on the principles described in the UN SWAP Evaluation Performance Indicator (EPI) technical note (April 2018), the methodological approach will further integrate a gender-equality lens as part of the overall analysis. This involves addressing the substantive aspects related to gender and equity issues within the NDS activities included in the evaluation period. The evaluation will take a two-pronged approach for Gender consideration in the methodology. At the basic level, ensuring adequate inclusion of men, and women as relevant in the data collection process. The evaluation will also seek to explore whether the Kosovo NDS has made contributions to addressing the key gender barriers, harmful practices, or negative norms and stereotypes as well as other inequalities that may be impeding the development for women as well as men.

With the exception of increased women's participation in the workforce, the NDS itself does not articulate a systematic equity or human rights lens – focusing more on the establishment of activities that are intended to improve the operations and quality of specific systems. However, an equity and human rights approach can be integrated into the evaluation process to a certain degree by taking a disaggregation approach to the evaluation questions themselves. For example, which types of stakeholders were consulted during the design process and were particular groups excluded? Or, during monitoring reports, is monitoring data disaggregated to consider vulnerable populations or differentiated effects of activities on vulnerable groups? Recommendations for future NDS programming may also include suggestions regarding how to bring an increased equity and human rights lens to subsequent NDS measures.

Evaluation Information Sources

Sources of Information**:** For any evaluation, there are four potential general categories information: i) Pre-existing **documentation** (e.g., policies, donor reports, external research, among others); ii) Pre-existing

quantitative or qualitative information (e.g., national level demographic indicators, programme logframe indicator measurement, internal datasets, among others); iii) **Primary qualitative** information (information collected by the Evaluation team or other stakeholders during the data collection field mission - e.g., key informant interviews, focus group discussions, project observations, or similar exercises); iv) **Primary quantitativ**e information (information collected by the Evaluatio team or other stakeholders during the data collection phase. e.g., household surveys, health measurements, education performance measures, virtual questionnaires, and similar exercises). For this evaluation, the approach will draw on the first three types of data and will use a mixed methods approach. The specific methodological adaptations and tool development to gather information from these sources are shaped by the evaluation principles described in section 4.2.

In terms of **pre-existing documentation**, for this evaluation, there exists a wide range of studies, strategies, policy notes and other assessments sponsored by the OPM and the Kosovo Government (Annex 2). These can be used to track progress and alignment of the NDS against other frameworks.

In terms of **pre-existing quantitative information**, for this evaluation, the NDS at the strategic level has primarily relied on national level demographic indicators linked to goals and outcomes. These indicators are measured through Governmental or Inter-Agency exercises. UNICEF did support the implementation of the MICS in 2013-2014 and a second MICS in 2019-2020. These exercises can complement and update the macro-level indicators connected to the NDS. The NDS roadmap developed in 2017 does outline a monitoring framework to track output and activity indicators related to the NDS implementation.

There are some gaps in the pre-existing quantitative information for tracking activities and outputs because the NDS monitoring framework was not always able to be applied consistently. However, while the information is not necessarily collated into a single monitoring framework, many of these activities can be tracked through triangulation with the annual reports produced by Line Ministries and other Government departments.

Based on the current pre-existing documentation, and qualitative and quantitative data, **the primary qualitative** information needs – to be collected by the evaluation team or other stakeholders during the data collection phase – relate to triangulating patterns from the documentation and quantitative indicator data to address the evaluation questions and sub-questions. The documentation gaps are noted in section 4.4.1. In terms of persons to interview to respond to the evaluation questions, these were identified during the inception phase stakeholder analysis and a precise list elaborated with the SPO/OPM. Annex 7 describes the additional mapping carried out for stakeholder analysis.

The stakeholders associated with the NDS are described in Section 2.2.3 and their interests and roles in the evaluation further elaborated in Annex 6. Based on this analysis, a subsequent analysis was carried out to determine who should be part of the primary qualitative data collection process. The evaluation will ensure that efforts will be made to ensure a gender balance of interviews.

These specific categories of stakeholders can be clustered into different tiers or levels of stakeholders connected with the NDS programme. The first level would be those who had a direct stake in the evaluation because they are involved in the implementation of the NDS and its associated programmatic frameworks, plans or strategies. This includes specific offices and departments within the OPM, relevant line ministries, or other private sector organizations. The second level would be decision makers who are involved in designing the policies and strategies at the local and national level related to the human capital pillar or their financing. Finally, there are a class of stakeholders who would be affected by the NDS such as civil society organizations (CSOs), Public Agencies, Ministries, private sector organizations, among others. These three levels can provide complementary insights into the performance of the NDS in this current cycle. The specific types of stakeholders can be clustered into three tiers or levels associated with the NDS who can be interviewed during data collection (Annex 7).

Key Features of Evaluation Structure

Based on the available information, information needs and evaluation principles, the overall evaluation structure is comprised of the following elements:

A core evaluation team of two members – one international and one national expert[5]

Six[6] **national university-aged youth** will accompany the evaluation processes as part of UNICEF's overall vision of youth inclusion and professional development. The youth will provide support to the evaluation team members in terms of logistics and note-taking, and they will be expected to provide their insights and observations to contribute to informing the data analysis exercises.

The data collection field mission will emphasize collecting **primary qualitative data** through key informant interviews (KIIs) or group interviews. **Secondary quantitative data** will be analysed from pre-existing datasets from other available national and international sources. Additional **document review** will be carried out during and after the data collection phase.

The evaluation data collection exercise is based on remote interviews due to the pandemic and is scheduled to last for **four weeks** and include a two-day (remote) data analysis exercise with the ET members and youth accompaniers at the end of the data collection phase.

Per the TOR, the elaboration of two one-day "learning workshops" will be integrated into the process. The first shortly after the inception phase with SPO technical staff on evaluation principles and processes and the second at the end of the reporting phase to facilitate the development of the management response and action plans.

Data Collection Methods and Tools

The evaluation methods to be applied are consistent with the methods proposed in the TOR. The primary adjustments have been the integration of the youth volunteer supporters to the evaluation.

Remote Approaches. Due to the pandemic and the social distancing restrictions, the bulk of the evaluation data collection will need to be carried out through remote technologies – telephone, WhatsApp, Zoom, or Skype. However, one of the evaluation team members is based in Prishtina and does have the opportunity to carry out some face-to-face interviews as protocols or conditions dictate. It is not anticipated that a remote approach will present any difficulties to the evaluation process. Kosovo has extremely high internet penetration even in remote rural areas and the categories of stakeholders required for interviews in this evaluation are those who will have access to good internet and remote approaches. In addition, UNICEF has had experience with remote evaluations through the elaboration of the Kosovo Programme Evaluation in 2020. Finally, the Government of Kosovo has been operating remotely throughout the pandemic and associated stakeholders are now familiar with, and have access to, remote approaches in their daily work. Finally,

Evaluation Matrix: An evaluation matrix has been developed based on the evaluation questions (Annex 4). The matrix provides an overview and framework to guide the ET throughout the process of data collection and data analysis and is intended to show the linkages between the TOR questions, the sources of data, indicators for analysis, methods of data collection, and methods of analysis that the team will use. Each type of information will contribute to the triangulation of data responding to each of the evaluation questions.

Data Tools. There are two primary approaches to be employed as part of the evaluation process – document review (for qualitative and quantitative information) and key informant interviews. The document review will be based on a checklist of information needed to assess efficiency and effectiveness of activities that has been synthesized from the 2017 Roadmap (described in more detail in Annex 2). The checklist may also be used during some interviews to assess whether certain activities had been completed or not based on the perspectives of the stakeholders.

The Key informant interviews (KII) will be done using a single semi-structured questionnaire based on the questions outlined in the evaluation matrix. A general KII is developed for all stakeholders that is expected to be adapted by the team appropriately to the expertise and relevance of the stakeholders under review. The

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[5] See Section 7.1 for more details on team composition, roles, and responsibilities. An additional research assistant may be provided by KonTerra to support the core team during the data collection phase if necessary
[6] Applications are still being received during the inception phase and will be finalized for the data collection phase.

Annex 5 descriptions include both the document review tool and the detailed descriptions of administration protocol, informed consent, and ethical considerations to be used with the interview guide.

Connection of document review and KIIs to Evaluation Dimension. The survey profiled in Annex 7 also describe the link between specific questions on the tools and the overarching evaluation dimensions. The Evaluation Matrix (Annex 5) provides a summary of the link between each data source and the indicators to be reviewed as part of the process of building conclusions. The format of the KII in Annex 5 is structured so as to illustrate the linkage between specific interview questions, the evaluation TOR questions and the respective evaluation dimensions.

Stakeholder Selection

An over-arching criterion is ***information richness based on purposive sampling***.[7] The specific selection will depend on purposive sampling for the qualitative interviews. Criteria include: Information richness (*are the respondents sufficiently familiar with the activities to provide insights from different perspectives including sex, ethnicity, or regional dynamics?),* accessibility (*can the stakeholders be accessed by the evaluation team?),* and diversity (*Does the mix of stakeholders represent of the diversity of sex and ethnicities among NDS stakeholders?*). To confirm information richness, the final selection of stakeholders was made in consultation with the SPO/OPM and UNICEF Kosovo.[8] Annex 6 describes the list of stakeholders and stakeholder classes to be interviewed during the data collection phase.

Data Analysis Methods

All three main types of data (document, quantitative and qualitative) will have their accompanying management and analyses. To ensure consistency in understanding the objectives of the evaluation, a preliminary orientation facilitated by the team leader will provide a shared understanding of the use of the tools. Semi-structured interview guides with probes are used to ensure consistent formatting of the interviews. Evaluation notes are to be compiled into a standardized template - labelled by stakeholder and activity and location (Annex 5). The notes are to be shared and reviewed collectively by the team for data quality. Data analysis methods employ descriptive and comparative quantitative analysis, thematic narrative analysis, qualitative iterative data analysis and contribution analysis. All methods will be triangulated both internally and across methods as feasible.

Descriptive and comparative quantitative analysis. The pre-existing quantitative data will be analysed through descriptive analysis. As feasible, this will involve frequency analysis of key patterns with cross tabulation for dimensions of interest. Where possible, the analysis will seek to identify trends across criteria or time.

Document Review: The documentary review will rely on ***thematic narrative analysis*** for highlighting key themes identified in the documents and connect them to the relevant points in the evaluation matrix. Annex 5 contains the proposed tool for thematic narrative analysis.

Qualitative iterative data analysis is based on an iterative process of identifying key thought units related to each evaluation question from the KIIs[9], organizing these thought units into clusters and identifying the key themes within each cluster. These are then clustered into categories and emergent themes from each category for further analysis and re-categorization to identify key patterns.[10] Evidence for conclusions is to be built via triangulation analysis. Themes or patterns will be examined to determine if they are coming from multiple stakeholder levels and multiple stakeholder categories. Observations or comments that only come from a single source or a single category of stakeholder will be given less weight during the building of the

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[7] Information rich individuals do not necessarily mean individual who are biased about the programme or who are directly involved in implementation of activities – rather, information richness implies individuals who can speak knowledgeably about the programme – either as an intended recipient of the programme OR external observer with sufficient observational exposure to the programme that they can provide a competent opinion.

[8] It is not usually a good use of ET time to interview persons who have no knowledge of a programme, but an additional way to control bias is to include in the course of interviews to stakeholders familiar with one type of programming what are their perceptions about OTHER programmes supported by UNICEF to which they are not as closely linked. These observations can be integrated into the triangulation exercises described in the data analysis sections.

[9] The interview guide is found in Annex 5.

[10] Patton, Michael Quinn. 2010. Qualitative Research and Evaluation. Sage Publication. San Francisco, California.

analysis. Findings highlighted in the report will be those emerging from multiple actors and across multiple stakeholder categories.[11]

Data analysis will be conducted through a series of synchronous and asynchronous exercises both during the data collection phase itself and afterwards as part of the analysis phase. The synchronous sessions are held combing Zoom verbal communication with the platform Mural for visual organization.[12] In the asynchronous work, team members will do their own asynchronous work against the evaluation matrix and integrate into Mural prior to each meeting.

Contribution Analysis. Contribution analysis is an approach for inferring the degree to which programme actions have contributed to the perceived outcomes and is based on the construction and analysis of the implied theory of change behind the NDS. The construction of the TOC is one of the data analysis exercises to be carried out during the previously described synchronous Mural sessions. The theory of change is the foundation of a contribution analysis.[13] The articulation of a theory of change and subsequent assessment of the perceived relationships between the various linkages and the validity of the assumptions can be used to generate a plausible argument for programme contribution. The conclusion of a contribution analysis is not necessarily definitive proof, but rather provides evidence of a line of reasoning that the programme has contributed to observed results. Generically, the important factors for a successful contribution analysis include:

That there exists a theory of change for the intervention

- Key assumptions behind the expected connection of the interventions have face validity
- The activities in the programme were implemented as described in the theory of change
- The theory of change has not been disproved
- External factors influencing results have been assessed and controlled for or their relative role in contributing to the desired result has been recognized.

Contribution analysis is important for understanding the linkage to observed programme effects and will play a role in conclusions regarding effectiveness, relevance, and sustainability. The NDS has not elaborated an overall ToC – either over all or as part of each pillar. However, the NDS policy notes and the NDS roadmap do describe an implicit theory of change which guided the elaboration of the objectives and the selection of activities to achieve these objectives. This implicit ToC can be used to infer contribution analysis.

This model can then be populated with the evidence currently available (qualitative or quantitative) related to the outcomes and the programme. During the analysis, patterns of results are assessed against the links of the implied ToC to determine whether the observed patterns match the implied ToC model and to identify possible weakness or gaps in the ToC. A reasonable contribution claim can be made if: a) there is an implied theory of change that is plausible and supported by the evidence; b) the planned activities operationalizing the intervention were implemented in alignment with the ToC; and c) other influencing factors have been assessed and their relative role in contributing to the desired results have been recognized and accounted for.

Triangulation. Due to the importance of triangulation of findings from different sources in the exercise, a key component of the data analysis will be the analysis debriefings at the end of the data collection phase to be used to substantiate the findings and to develop the conclusions and recommendations in response to the TOR questions. Triangulation involves comparing information from different sources, collected by different evaluators, and obtained from different methods.[14] In alignment with the utilization focused principle of the evaluation, initial findings and conclusions will be shared with the SPO/OPM and UNICEF and Kosovo Institutions at the end of the data collection phase for discussion and eliciting feedback or the correction of facts.

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[11] Stakeholder categories will be disaggregated as well to check for balance among voices. For example, if 10 personnel from a specific municipality noted a certain pattern – this would receive less weight if the ten respondents were all from different municipalities. The latter would have more generalizability to the national level while the former would only be relevant to the observations from the single source.

[12] Mural is an online platform which functions as a virtual flipchart where the team could post their thoughts on virtual "sticky notes" which could then be moved and organized by categories and clusters. Constructing the Mural together allowed each team member to have ownership in the process.

[13] Gagnon, Yves-Chantal. (2010). The Case Study as Research Method: A Practical Handbook. Presses de l'Université du Québec

[14] See ALNAP. Evaluation of Humanitarian Action: Pilot Guide, ODI, 2013:140 for definitions of each type of triangulation.

Ethical Considerations and Protocols

Ethical Considerations. As mentioned earlier, the evaluation will be conducted to ensure the compliance with ethical and moral principles through the application of the UNEG Code of Conduct for Evaluation and Ethical Guidelines for Evaluation and UNICEF's procedures for data collection for evaluation research and studies.[15] These have special relevance in relation to evaluations including affected populations and vulnerable groups.

In the case of the NDS evaluation, the process is expected to draw on the pre-existing documentation and KII with NDS stakeholders to inform the results of the NDS. There are no potentially vulnerable stakeholders likely to be interviewed now children for this NDS. Because there are no children or vulnerable groups involved in the evaluation data collection, the evaluation does not need to go through a formal Institutional Review Board (IRB) ethics review as part of the design process. However, the evaluation will still adhere to the ethical considerations related to safety, confidentiality, and data protection regarding its treatment of participants in the evaluation process.

Protocols for Safety, Confidentiality, and Data Protection. The principles of ***informed consent*** and the maintenance of confidentiality are crucial pillars of any evaluation data collection exercise. In this case, interviewees will be informed at the start of the interview regarding the purpose of the evaluation, assurances of voluntary participation, and confidentiality of all responses.[16] Potential interviewees are likely to have high workloads and the evaluation team will use the principle of mutual respect by ensuring that the interviews are as concise and as efficient as possible. In addition to the standard ethical requirements of any evaluation data collection process, this particular evaluation has five additional factors with ethical implications related to the principle of "do no harm" – both for the evaluation team as well as evaluation participants.

Data protection measures. After data is collected, data protection measures will be used to ensure respondent confidentiality across all data instruments. The pre-existing monitoring data from as available from the Kosovo Government or UNICEF will be stripped of personal data before sharing with the evaluation team, although this is not likely to be necessary given the strategic nature of the evaluation.

For the qualitative data, all interview notes from the evaluation team are kept electronically on password encrypted computers. Personal names and other potential personal identifiers will be removed from the data prior to analysis. Data analysis will be carried out only with the evaluation team members to ensure confidentiality. Data compiled in reporting will be aggregated so that individual responses from KIIs cannot be traced to specific locations or individuals. Both quantitative and qualitative information will be maintained on evaluation team computers only until the finalization of the report, at which time it will be deleted to further protect individuals from possible identification.

Based on the United Nations Evaluation Group (UNEG) guidance and based on the principles described in the UN SWAP Evaluation Performance Indicator (EPI) technical note (April 2018), the methodological approach will further integrate a gender-equality lens as part of the overall analysis. This involves addressing the substantive aspects related to gender and equity issues within the NDS human capital pillar activities included in the evaluation period.

Learning evaluations and conflict of interest. The evaluation is led by an independent international expert. The other evaluation team member is an independent consultant contracted by UNICEF. This is not an evaluation of UNICEF programming but rather this evaluation has been commissioned by the Office of the Prime Minister and is an example of a national government led evaluation exercise. As such there is limited concerns for conflict of interest as both evaluation team members are no associated with the Government of Kosovo or the NDS.

Furthermore, although all evaluations contain elements of both accountability and learning, the relative emphasis of these two dimensions will inform the degree to which stakeholders who may be part of the programme and strategy under review should participate in the evaluation processes. Conflict of interest

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[15] https://www.unicef-irc.org/files/documents/d-4165-Final%20Procedure%20Ethical%20Standards%20Evidence%2004%202021.pdf
[16] The data collection tool in Annex 5 describe in more detail the informed consent and confidentiality principles for the data collection exercise.

considerations are a major point of emphasis when evaluations are emphasizing accountability aspects. In the case of this NDS, there is a strong emphasis on the learning aspects, and this will shape the design and participation of internal stakeholders. Learning is best accomplished when more internal stakeholders are involved in the evaluation process. For this reason, the Evaluation Management is co-shared by the SPO/OPM with UNICEF, and it is anticipated that the Evaluation Reference Group will be comprised of high-level Government stakeholders to ensure increased learning and ownership of the evaluation results.

Limitations and Risks

Evaluation risks during data collection generally involve four potential factors: i) security considerations, ii) response bias (including gender bias), iii) access, or iv) timing. During the pandemic, an additional consideration of COVID-19 restrictions and protocols has also emerged. At the time of the Inception phase, these risks were deemed relatively minimal for data collection with the exception of the Covid-19 restrictions. These have led to the use of a remote interview methodology and a virtual evaluation. However, there may be opportunities for physical presence events to be carried out during one or both learning workshops. The following paragraphs review each of these four dimensions for risk.

Security considerations. There are no specific security risks in Kosovo either to the evaluation team or for potential stakeholders involved in the interview process.

Mitigation: None needed. However, since the evaluation commissioned by the SPO/OPM, and UNICEF will be carried out virtually any potential issues of risk to the evaluation team are considered minimal.

Response Bias: Given the particularities and sensitivities embedded in the Kosovo political context, there is a potential that evaluation team members will receive biased information or may not be sufficiently aware of potentials for response bias.

Mitigation: A series of measures are integrated into the methodological approach to respond to issues of consistency and potential bias. First, the selection of stakeholders to be interviewed will comprise a mix to ensure that the respective voices from each of the stakeholder groups are included in the data. Second, the team has developed standardized interview protocols based on the evaluation questions to ensure that the interviews are consistent and can be easily validated. The protocols will ensure that sex disaggregation is integrated into the questions to respondents, but also in the selection of respondents and in the analysis of responses. Diversity will be considered in the selection of respondents and the analysis of responses.

Finally, the evaluation team itself represents a mix of nationalities, sex, and expertise. Different members of the team will interview different sets of stakeholders in order to limit potential interviewer bias. Data analysis will be done collectively to provide triangulated assessments of conclusions and to balance international and national interpretations of the findings. The use of the evaluation matrix will further seek to balance international and national interpretations of findings.

Gender Bias and Gender Integration. Gender sensitive results of the NDS will need to go beyond simply assessing the participation of girls and women touched by activities but to also understand the degree of consultation and voice in the design of the process. There may also be a potential for responses to be biased depending on the evaluation team members.

Mitigation: To mitigate potential gender bias, the selection of stakeholders to be interviewed will always include a range of women, and men to ensure that the respective voices are included in the data. Where possible, members of the team will interview different sets of stakeholders in order to limit potential interviewer bias or respondent reticence impeding female responses. The evaluation will look to apply sex disaggregated analysis as relevant and to assess the extent to which differential needs, priorities, and voices were included in the NDS design and implementation processes. Gender and ethnicity equality are integrated into the evaluation matrix and subsequently into the interview guide for understanding the interventions.

Covid-19 Pandemic. The global pandemic still presents risks not only to the evaluation team but to local stakeholders involved in the evaluation interviews. Global travel restrictions, the closing of borders, and

internal social distancing regulations could prevent the evaluation team from being able to visit Kosovo or conduct in-person interviews or focus group discussions with stakeholders.

Mitigation: The NDS will rely primarily on a virtual evaluation format. This is seen as feasible because of the high degree of internet penetration among targeted stakeholders and the nature of the evaluation questions. The primary shifts are to do all interviews through Skype, WhatsApp, Zoom, or Cell Phone calls with the targeted stakeholders. The data collection window needs to be expanded to account for the more likely disruptions to interviews. However, data quality is still expected to be high with these adjustments. Data analysis will be carried out using the Mural internet platform which allows for real-time collaborative development of findings and conclusions by dispersed participants in a single space.

Quality Assurance

The quality of the evaluation will be addressed in several ways throughout the process. First, through the application of core GEROS principles in its practice; second, through approaches supporting data reliability, consistency, and accuracy; and third through support and oversight provided by KonTerra.

Quality assurance in evaluation refers to the process by which evaluation standards will be upheld. In this case, UNICEF uses the GEROS review system. This evaluation is not a UNICEF evaluation and as such will not go through the formal GEROS review, but the evaluation will follow the principles of quality described in GEROS and the evaluation will pass through an external review for learning purposes with the SPO/OPM.

Application of GEROS. The ET will create a checklist using key UNEG/UNICEF (2010) and GEROS standards (2013) for each report produced (i.e. inception report, draft/final report, synthesis presentation). For example, the checklist will help ensure that the report:

- Specifies data collection, analysis, and sampling methods.
- Specifies data sources, their rationale for selection and their limitations
- Describes ethical safeguards undertaken ensure confidentiality, protection of stakeholders'/participants' rights, ensuring informed consent, providing feedback to participant, and shaping/checking the behaviour of the evaluators.
- Incorporates to the extent possible a human right, gender equality and equity approach in the data approach, analysis, and findings.
- Adequately describes the scope and scale of stakeholder consultation
- Adequately describes the ET limitations and how they were managed
- Presents findings clearly and based on the evidence provided; this should also include a discussion of unexpected findings
- Addresses all main questions in the ToR

Activities to ensure data reliability, consistency, and accuracy. The methodology as described in Section 4.3 is designed to support data reliability through mixed methods, diverse stakeholder engagement, and triangulation, including the following:

- Drawing information from a diverse range of stakeholders to enhance accuracy and reliability of data.
- Ensuring stakeholders are relevant and represent true key informants.
- Ensuring interview guides focus on interviewees' expected areas of expertise and in the quality of questioning in the key informant interview guides (for example, ensuring questions are not leading, assumptions are explicit, research biases are mitigated, etc.).

In addition, the quality of data analysis will be supported through triangulation of results from multiple data sources (document review, key informant interviews disaggregated by stakeholder type, youth tracer study survey and primary data collection via field visits)

KonTerra supervision and expertise. KonTerra's Director of Evaluation & Organizational Learning, Menno Wiebe, assumes primary responsibility for contract quality assurance. He will have responsibility for maintaining an effective working relationship with the evaluation team leader and the other team members. Belén Diaz, a member of the KonTerra team and quality assurance specialist, will also provide support as an independent resource. The Director and QA specialist will provide an independent review of all deliverables

produced during the course of the contract. KonTerra is ultimately responsible for the quality of the evaluation products and will ensure the quality of data (validity, consistency, and accuracy) throughout. KonTerra will make the necessary amendments at their own expense, to bring the evaluation products to the required quality level in the case of any standards that are not be met by the evaluation team.

Evaluation Reference Group (ERG). An Evaluation Reference Group (ERG) is always integrated into an evaluation process to serve to provide oversight of the evaluation process and ratification of evaluation results. The NDS evaluation will have an ERG, but the exact composition is not yet finalized at the time of the inception phase. It will be composed of key stakeholders from the Kosovo Government, UNICEF, and other stakeholders to serve as the primary oversight steering committee for the overall evaluation process. Currently, the intention is that the reference group will review and comment on the evaluation final product and be involved in the elaboration of the management response. The reference group may also be an audience for the exit debriefing presentation conducted at the end of the data collection phase (Anticipated near the middle of June) to present preliminary findings and conclusions. The ERG is to be composed of between 8-12 members depending on availability and led by a representative within the Office of the Prime Minister or similar level. The final composition of the ERG is at the discretion of the SPO/OPM. The UNICEF EM will coordinate throughout the evaluation process with the relevant actors and serve as the primary communications link between the ET and the ERG.

Team Composition and Primary Roles

Team Members	Primary Role	Specific tasks within the Evaluation	Deliverables
Terrence Jantzi	Team Leader	• Design the evaluation approach, and methodology, including data collection tools. • Ensure evaluation incorporates gender analysis in its design and that team members are prepared for applying it throughout the evaluation • Coordinate evaluation process and lead team – ensure that team members' activities are properly coordinated and that the team members are able to contribute to data collection, analysis, and conclusion development. • Represent the team in meetings • Oversee collection and analysis of field and desk data (interviews, discussion groups meetings, focus groups, literature) • Lead the process for drafting and revision of the inception package, feedback presentation and draft and final evaluation reports in line with established standards • Lead the data analysis • Present preliminary findings to the key stakeholders from the evaluation reference group. • Provide feedback as needed on the evaluation process	Draft Inception Package Finalize Inception Package Lead evaluation data collection Lead data analysis exercises with evaluation team – May-June Lead Exit Debriefing – Draft Evaluation Report Final Evaluation Report
Fiona Kelmendi	National Team Member	• Conduct desk review • Contribute to inception process	Conduct desk review. Liaise with team lead on logistics and stakeholder identification.

		• Contribute to methodology design and tool development, focusing on areas of specialization • Ensure that gender issues are addressed in coverage areas • Conduct fieldwork and participate in meetings with evaluation team and stakeholders • Contribute to drafting / revision of evaluation products: inception package, feedback presentation, evaluation report(s). • Participate in and contribute to the data analysis workshop • Provide feedback as needed on the evaluation process. • Participate in learning workshops	Contribute to Inception Package Provide feedback for finalizing Inception Package. Participate as Kosovo political specialist in evaluation data collection. Participate in data analysis. Participate in Exit Debriefing Presentations Contribute to drafting Evaluation Report Provide feedback to final Evaluation Report. Participate in learning workshops
Donjeta Jashari Vesa Ferizi Flamur Jashari Adnit Kamberi Elena Morina Arta Rexhepi	Youth Volunteers	• Participate in desk review. • Participate in interviews and meeting with evaluation team and stakeholders. • Contribute to the identification of findings, data analysis, evaluation reports and presentations. • Participate in learning workshops as feasible	Conduct desk review. Participate as Kosovo youth volunteers in evaluation data collection. Participate in data analysis exercises. Participate in Exit Debriefing Presentations Contribute to drafting Evaluation Report. Provide feedback to final Evaluation Report. Participate in learning workshops

Annex 7: Data Collection Tools

7.1 Key Informant Interview Guide

KII Semi Structured Interview Guides

This section lays out the principles that will guide the evaluation team in its selection of Key Informant (KII) participants and its conduct of the KII interviews. The evaluation team will conduct KIIs with participants selected for their first-hand knowledge of the NDS and its programming.

These guides are designed to be a "semi-structured" interview guide. A semi-structured interview guide is one that is intended to provide some guidance to a conversation, but with the flexibility of being modified as needed. As semi-structured guides, the facilitators may engage in probes as themes emerge and the facilitators should have the freedom to follow emergent themes as pertinent to the overall evaluation matrix and the evaluation objectives. It is important to note that not all questions will be considered relevant for all stakeholder groups. Thus, the interviewer should re-phrase the questions as they see fit to make them appropriate for their audiences.

A single guide has been developed. The numbers in parentheses are to show the linkage between each interview guide question and the corresponding themes in the evaluation matrix. All notes are recorded in a response matrix and all responses for a particular evaluation matrix theme will be analysed in combination at the end of the field phase to determine emergent themes and patterns across the responses.

Each section covers a different segment of the Evaluation TOR and Matrix. The interviewer should only cover a segment if the respondent has sufficient experience or insights to address the segment.

The interviewer should foresee about 1 hour on average for each KII interview. ***Not all questions can be asked in all interviews***, therefore, it is important to prioritize which sections are the most information rich with particular stakeholders.

The interviewer should introduce themselves and clarify the purpose of the evaluation, as well as the confidentiality of the interview (i.e. when quoting KIs, attribution will be made to categories of stakeholders, not individuals or organizations)

General Guidelines for KIIs

Establish rapport. Begin with an explanation of the purpose of the interview, the intended uses of the information and assurances of confidentiality (See introduction below). Except when interviewing technical experts, questioners should avoid jargon.

Phrase questions carefully to elicit detailed information. Avoid questions that can be answered by a simple yes or no. For example, questions such as "*Please tell me about the youth programme activities?*" are better than "*Do you know about the youth programme activities?*"

Use probing techniques. Encourage informants to detail the basis for their conclusions and recommendations. For example, an informant's comment, such as "*The youth program has really changed things around here,*" can be probed for more details, such as "*What changes have you noticed?*" "*Who seems to have benefitted most?*" "*Can you give me some specific examples?*"

Maintain a neutral attitude. Interviewers should be sympathetic listeners and avoid giving the impression of having strong views on the subject under discussion. Neutrality is essential because some informants, trying to be polite, will say what they think the interviewer wants to hear.

Minimize translation difficulties. Sometimes it is necessary to use a translator, which can change the dynamics and add difficulties. For example, differences in status between the translator and informant may inhibit the

conversation. Often information is lost during translation. Difficulties can be minimized by using translators who are not known to the informants, briefing translators on the purposes of the study to reduce misunderstandings, and having translators repeat the informant's comments verbatim.

Collect Additional Documentation. During the interview the Key informant may refer to documentation. Ask for copies preferably in digital form, but if unavailable then hard copy. This can help fill in any gaps and add to the existing documentation.

Thank the key informant. Thank the key informant for the time given to the interview and the information provided. Suggest that if acceptable, you may need to contact them again to confirm statements or to seek more information.

Ethical and Safety Considerations

Conducting work of this nature requires high ethical standards to ensure that expectations are not raised, confidentiality is maintained, and respondents are treated with dignity and respect, and are never forced to participate or encouraged to speak about subjects that may be traumatising or may put them at risk. This entails:

- **Dignity & Respect**: Key Informants understand the purpose of the exercise, the types and intended use of the data that are going to be collected. They are reassured that there will be no repercussions should they choose not to participate.

- **Confidentiality**: Key Informants are aware that any reference will be generic to make it impossible to trace information to its individual source. However, the information provided during the interview will be recorded and used for the purpose of the evaluation.

- **Safety**: Location and timing are crucial. Discussion is held in a private, non-threatening, and easily accessible and safe place, and at a time that is appropriate to the key informant needs and schedule.

KII Interview Introduction

We are an evaluation team commissioned by the Strategic Planning Office within the Office of the Prime Minister with support from UNICEF to carry out a review of Kosovo's National Development Strategy (2016-2021) for the Human Capital Pillar of the NDS. The purpose of this exercise is to assess the progress, lessons learned, and recommendations for the next cycle of the NDS in Kosovo. We are asking you to participate in the review because you are in a position to contribute a relevant and valuable perspective on the functioning of the NDS so far and its linkages to Government systems. If you decide to participate, the interview should likely be for approximately 1 hour.

Participation is voluntary: *Your participation in the interview is voluntary. You can withdraw from the interview after it has begun, for any reason, with no penalty. Participating or not in the interview will not affect the benefits to the organizations or communities from the NDS, the SPO, or UNICEF.*

Risks and benefits: *This review is designed to help improve the program by learning from the perspectives of everyone involved. You may not benefit personally from being in this research review. There may be uncommon or previously unknown risks. You should report any problems to [_____].*

Confidentiality*: The reports from this and the other meetings will collect and summarize the views and opinions of participants without connecting them to specific individuals and without using names at any time. Any report of this research will be presented in a way that makes it as difficult as possible for anyone to determine the identity of individuals participating in the review.*

Also, to ensure all your feedback are properly transcript and so our evaluation team can make sure not to misinterpret what you are sharing, I would like to request your permission to audio-record this discussion. This audio record will not be shared with anybody else than the evaluation team members, who commit to keep any comments confidential.

If you have any questions, now or at any time in the future, you may call _____

Are you willing to be part of this discussion? (verbal response only requested)

Respondent:_____

Title and Function:_____

Interviewer Name:_____

Date: _____

Location:_____

NOTE: There are 14 main question (in blue) and accompanied by an additional set of probes. Questions in blue should be prioritized first in interviews with others included as time permits.

Evaluation Questions and Sub-Questions	Interview Questions[17]
0.0 **GENERAL** Warm-up Questions - What have been the most noted results, successes, challenges, in the design and implementation of the NDS 2016-2021 Human Capital Pillar?	
0.1 Role and Connection	1. What is your current position and in what ways have you interacted with the NDS human capital pillar in its design or measures? 2.
0.2 Results	3. Thinking back to 2015 and 2016 when this phase of the NDS began. What **changes** have you seen in the situation of **human capital** in Kosovo **as a result of the NDS measures and priorities**?
0.3 Changes	4. What have been some of the key changes in the NDS implementation and way of working since the beginning of the cycle (since 2016)?
0.4 Strengths and weaknesses	5. What do you see in the NDS that has been particularly **useful** for in this cycle? 6. What do you see as particular **challenges** for the NDS in this cycle?
RELEVANCE - To assess alignment of the NDS to existing needs of Kosovo including strategies, policies, and changes in conditions.	
1.1 **Needs Alignment**	7. To what extent has the NDS (2016-2021) as a whole **aligned** with the needs of Kosovo, including economic equity, and the social capacity conditions the NDS seeks to address? 8. To what extent were stakeholder consultations carried out in the design of the NDS to identify gaps and barriers? 9. To what degree do you see the NDS including issues of economic and social equity in the measures and priorities for human capital? 10. In your experience, what do you see as the primary comparative advantage of the NDS for supporting human capital development in Kosovo?
1.2 Evidence Based	11. To what extent were the NDS (2016-2021) Human Capital Pillar measures informed by **evidence**?

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[17] Not all questions can be asked in all interviews. Different sections will need to be prioritized from different stakeholders. Blue coded questions should be prioritized in any section

	12. How have you seen strategic reviews and analyses of Kosovo needs being used for informing the design of the NDS? 13. To what degree, and of what quality, was the quantitative data and macro-indicator data used to inform the NDS human capital pillar design? 14. To what degree did you see lessons learned or reflections being used to inform the design and adaptations of the NDS?
1.3 Adaptation and Positioning	15. To what extent did the NDS Human Capital Pillar **adapt** to evolving priorities? 16. To what degree have you seen the NDS process commission or build on, new assessment to take into account the changing context? 17. To what degree have you seen the NDS process draw on evidence to inform adaptations or adjustments throughout the current implementation of activities or adjustments to the roadmap?
3.0 EFFECTIVENESS[18] – evaluating the extent the NDS activities and interventions were implemented.[19]	
3.1 Achievements of Objectives and Targets	18. To what extent have the NDS Human Capital Pillar measures been **achieved** against the objectives and targets set? 19. How effective has the NDS been as a driver for funding of the different activities? Has the presence of the NDS served as a catalytic effect for increased funding from donors or other sources? 20. What have been some internal or external factors which may have influenced the achievement of the activities and targets? 21. How did you see political, economic, or security factors affecting the implementation of the NDS? 22. What types of mitigation measures were carried out throughout the implementation period to address these factors? 23. Within the NDS human capital pillar, there have been different types of activities promoted. Which of these do you see as being **the most effective activities** and sustainable? Why?
3.2 Monitoring Framework	24. To what extent has the **monitoring framework** been designed to inform systematic monitoring and implementation of the NDS? 25. How easy or difficult has it been for the process of monitoring to report on activity level achievements? 26. What challenges have existed for systematic monitoring of activities and measures? 27. How have you seen the monitoring of the NDS activities leading to adaptations in the NDS roadmap? 28. In terms of monitoring activities, which activities are more easily monitored? And why?
3.3 Gender Mainstreaming	29. How has gender been mainstreamed in the NDS Human Capital Pillar? 30. What examples can you cite of how gender mainstreaming led to adjustments in NDS activities during implementation? 31. What adaptations could be made to improve gender mainstreaming?
2.0 EFFICIENCY – To assess the cost effectiveness and operational efficiency of the NDS.[20][21]	

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[18] In asking evaluation questions, it is best to start with discussions of changes and effectiveness before shifting to implementation. Therefore, the dimensions are asked out of order from the Evaluation Matrix, but the numbering is kept consistent with the matrix numbering.

[19] Effectiveness as an OECD principle usually focused on the contribution of activities and interventions to immediate outcomes. In the context of this evaluation, this is interpreted as the effectiveness of the implementation process of the NDS.

[20] Efficiency as an evaluation dimension usually explores two categories. First, the timely completion of planned activities and second, the cost-effectiveness of the activities implemented. For the purposes of this evaluation, the first category is integrated into EQ4 under Effectiveness leaving the only the second category to be explored in this section.

[21] In the order of OECD dimensions, efficiency usually follows relevant in structured and then explores effectiveness – the accomplishment of results. This order is presented in the Evaluation Matrix although the two sub-questions are flipped in the original TOR.

2.1 Cost Effectiveness	32. To what extent were available financial resources used efficiently taking into account cost effectiveness and operational efficiency of the NDS Human Capital Pillar with regard to Human Capital development?
	33. To what degree were costing estimates used for activity resourcing during design?
	34. How accurate were these estimates for actual costs?
	35. Are there particular activities within the Human Capital Pillar that have proven challenging for cost effectiveness?
	36. What are factors that have promoted or inhibited cost-effective analysis of NDS activities?
	37. What are some measures that could be done to improve activity cost effectiveness?
4.0 SUSTAINABILITY – To evaluate the extent to which the NDS measures are able to be sustained in the future.	
4.1 Alignment with Strategies	38. In your experience, to what an extent are the NDS Human Capital Pillars measures aligned with sectoral and other relevant strategies and account for evolving situations?
	39. How has the NDS activities contributed to overcoming bottlenecks in the system for Human Capital Development?
	40. To what extent has the NDS had appropriate levels of Ministerial ownership, resourcing, and guidelines for implementation and/or reporting?
	41. To what extent have you seen measures taken to convene stakeholders or leverage resources to support NDS implementation?
5.0 SYNERGIES – To assess the degree to which the NDS is externally coordinated with other frameworks and priorities.	
5.1 Intersectorality and Synergy	42. To what extent are the NDS human capital pillar measures aligned with SDG and EU priorities?
	43. What are some good **examples** that you have seen of inter-sector synergy within the NDS Human Capital Pillar?
	44. What may be some key **barriers** to better inter-sectoral coordination and strategic alignment with SDGs or the EU priorities?
6.0 Long Term Change	
6.1 Long Term changes	45. To what extent can the NDS Human Capital Pillar be considered to have made a contribution to observed progress in enhancing human capital?
	46. Which activities have achieved or contributed to overall changes in Kosovo?
	47. What polices or systems changes have you seen as a result of the NDS measures?
	48. What have been some unexpected outcomes from the NDS presence or the implementation of its measures?
	49. How clear a connection do you see between the specific NDS measures and the overall changes in Kosovo human capital?

RESPONSE MATRIX

Instructions: Interview notes will be integrated into a response matrix for subsequent analysis. The respondents will be kept confidential but coded in an interview list by number. All responses from interviews related to a specific section will be compiled together and analysed for common themes and patterns

Evaluation Questions and Sub-Questions	Interview Questions[1]	Responses
0.0 GENERAL Warm-up Questions - What have been the most noted results, successes, challenges, in the design and implementation of the NDS 2016-2021 Human Capital Pillar?		
0.1 Role and Connection	1. What is your current position and in what ways have you interacted with the NDS human capital pillar in its design or measures?	
0.2 Results	2. Thinking back to 2015 and 2016 when this phase of the NDS began. What **changes** have you seen in the situation of **human capital** in Kosovo **as a result of the NDS measures and priorities**?	
0.3 Changes	3. What have been some of the key changes in the NDS implementation and way of working since the beginning of the cycle (since 2016)?	
0.4 Strengths and weaknesses	4. What do you see in the NDS that has been being particularly **useful** for in this cycle? 5. What do you see as particular **challenges** for the NDS in this cycle?	
RELEVANCE - To assess alignment of the NDS to existing needs of Kosovo as well as strategies, policies alignment to the NDS.		
1.1 **Needs Alignment**	6. To what extent has the NDS (2016-2021) as a whole **aligned** with the needs of Kosovo, including economic equity, and the social capacity conditions the NDS seeks to address?	

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[1] Not all questions can be asked in all interviews. Different sections will need to be prioritized from different stakeholders. Blue coded questions should be prioritized in any section

	7. To what extent were stakeholder consultations carried out in the design of the NDS to identify gaps and barriers? 8. To what degree do you see the NDS including issues of economic and social equity in the measures and priorities for human capital? 9. In your experience, what do you see as the primary comparative advantage of the NDS for supporting human capital development in Kosovo?	
1.2 Evidence Based	10. To what extent were the NDS (2016-2021) Human Capital Pillar measures that were selected informed by **evidence**? 11. How well do you see the sub-activities and activities and measures for the Human Capital Pillar being conceptually aligned? Are there gaps or discrepancies? 12. How have you seen strategic reviews and analyses of Kosovo needs being used for informing the design of the NDS? 13. To what degree, and of what quality, was the quantitative data and macro-indicator data used to inform the NDS human capital pillar design? 14. To what degree did you see lessons learned or reflections being used to inform the design and adaptations of the NDS?	
1.3 Adaptation and Positioning	15. To what extent did the NDS Human Capital Pillar **adapt** to evolving priorities? 16. To what degree have you seen the NDS process commission or build on, new assessment to take into account the changing context? 17. To what degree have you seen the NDS process draw on evidence to inform adaptations or adjustments throughout the current implementation of activities or adjustments to the roadmap?	

3.0 EFFECTIVENESS[2] – evaluating the extent the NDS activities and interventions were implemented.[3]		
3.1 Achievements of Objectives and Targets	18. To what extent have the NDS Human Capital Pillar measures been **achieved** against the objectives and targets set? 19. What have been some internal or external factors which may have influenced the achievement of the activities and targets? 20. How did you see political, economic, or security factors affecting the implementation of the NDS? 21. What types of mitigation measures were carried out throughout the implementation period to address these factors? 22. Within the NDS human capital pillar, there here have been different types of activities promoted. Which of these do you see as being **the most effective activities** and sustainable? Why?	
3.2 Monitoring Framework	23. To what extent has the **monitoring framework** been designed to inform systematic monitoring and implementation of the NDS? 24. How have you seen the monitoring of the NDS activities leading to adaptations in the NDS roadmap? 25. In terms of monitoring activities, which activities are more easily monitored? And why?	
3.3 Gender Mainstreaming	26. How has gender been mainstreamed in the NDS Human Capital Pillar? 27. What examples can you cite of how gender mainstreaming led to adjustments in NDS activities during implementation? 28. What adaptations could be made to improve gender mainstreaming?	

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[2] In asking evaluation questions, it is best to start with discussions of changes and effectiveness before shifting to implementation. Therefore, the dimensions are asked out of order from the Evaluation Matrix, but the numbering is kept consistent with the matrix numbering.

[3] Effectiveness as an OECD principle usually focused on the contribution of activities and interventions to immediate outcomes. In the context of this evaluation, this is interpreted as the effectiveness of the implementation process of the NDS.

2.0 EFFICIENCY – To assess the cost effectiveness and operational efficiency of the NDS.[45]		
2.1 Cost Effectiveness	29. To what extent were available financial resources used efficiently taking into account cost effectiveness and operational efficiency of the NDS Human Capital Pillar with regard to Human Capital development? 30. To what degree were costing estimates used for activity resourcing during design? 31. How accurate were these estimates for actual costs? 32. Are there particular activities within the Human Capital Pillar that have proven challenging for cost effectiveness? 33. What are factors that have promoted or inhibited cost-effective analysis of NDS activities? 34. What are some measures that could be done to improve activity cost effectiveness?	
4.0 SUSTAINABILITY – To evaluate the extent to which the NDS measures are able to be sustained in the future.		
4.1 Alignment with Strategies	35. In your experience, To what an extent are the NDS Human Capital Pillars measures integrated into the sectoral and other relevant strategies and account for evolving situations? 36. How have the NDS activities contributed to overcoming institutional bottlenecks in the system for Human Capital Development? 37. To what extent has the NDS had appropriate levels of Ministerial ownership, resourcing, and guidelines for implementation and/or reporting? 38. To what extent have you seen measures taken to convene stakeholders or leverage resources to support NDS implementation?	

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[4] Efficiency as an evaluation dimension usually explores two categories. First, the timely completion of planned activities and second, the cost-effectiveness of the activities implemented. For the purposes of this evaluation, the first category is integrated into EQ4 under Effectiveness leaving the only the second category to be explored in this section.

[5] In the order of OECD dimensions, efficiency usually follows relevant in structured and then explores effectiveness – the accomplishment of results. This order is presented in the Evaluation Matrix although the two sub-questions are flipped in the original TOR.

5.0 SYNERGIES – To assess the degree to which the NDS is externally coordinated with other frameworks and priorities.		
5.1 Intersectorality and Synergy	39. To what extent are the NDS human capital pillar measures aligned with SDG and EU priorities? 40. What are some good **examples** that you have seen of inter-sector synergy within the NDS Human Capital Pillar? 41. What may be some key **barriers** to better inter-sectoral coordination and strategic alignment with SDGs or the EU priorities?	
6.0 Long Term Change		
6.1 Long Term changes	42. To what extent can the NDS Human Capital Pillar be considered to have made a contribution to observed progress in enhancing human capital? 43. Which activities have achieved or contributed to overall changes in Kosovo? 44. What polices or systems changes have you seen as a result of the NDS measures? 45. What have been some unexpected outcomes from the NDS presence or the implementation of its measures? 46. How clear a connection do you see between the specific NDS measures and the overall changes in Kosovo human capital?	

7.2   Document Review Tool

The following review tool is intended to provide a checklist of the targeted activities and measures to be assessed against the review of the annual Ministerial workplans and strategies as well as the Ministry of Finance Annual Budget reports and good opinions. Some of these activities can also be integrated into the interview guides for follow up with information rich stakeholders.

Measures and Activities	Sub-Activities or Performance Indicators	Inst. And Programme Links	Comments and Observations Were the following activities implemented?
Measure 1: increased inclusion of children in pre-school institutions.	% of children enrolled in preschool % of children enrolled in pre-primary	MEST ERP 2016 MTEF NPISAA	
1.1 Increase the number of public kindergartens	Constructing public kindergartens		
	Research paper on the situation and costing of enrolment of children 3-6 in education system		
1.2 Increase inclusion of private institutions	Draft law improving legal framework for ECD (law on preschool children)		
	Licensing private preschool institutions		
1.3 Optimize teaching personnel by reallocation from higher levels (primary education)	Assessing the number of teachers for redistributions plan in education institutions		
	Teachers trained to work in education institutions as support teachers for pupils with special needs		
	Teachers who will work with children in need and their training		
Measure 2: Improve quality of teaching in the primary and secondary education system.	% Teachers with Bachelor or Master's Pre School Primary Low Secondary High Secondary PISA Assessment Average	MEST Govt Program PRE 2016 KASH PKZMSA	
2.1 Review and complete teacher qualification process before entering the service	Professional development of pre-service teachers		
	Implementation of grading system in process of teacher licensing and reflection of financial effects on payroll system		
2.2 Quality based optimization of existing teachers	Amending the legal bases for teacher professional development (TPD)		
	Building mechanisms for implementation of the strategic framework for TPD		
	Capacity building of school for performance evaluation		
	Implementation of the Dynamic plan for TPA over the years based on the law of the inspectorate		

	ETF Support to schools of Adult Learning and AAP Agency for AutoCAD, 2D		
2.3 Expedite TPD	Accreditation of teachers training programs		
	Training of school directions management, leadership, and curriculum		
2.4 Expand the adoption of the new curriculum in the remaining schools	Developing and implementing subject curricula pre-university		
	Developing and piloting of the new curriculum for preschools and pre-primary		
	Training of teachers for implementation of Kosovo Curriculum Framework		
2.5 Review of textbooks and developing new textbooks	Amend law on Textbooks and Teaching Tools. Administrative Instruction produced		
	Developing new textbooks		
Measure 3: improved correlation between skills acquired in education and labour market needs.	# of updated profiles of the education system %Unemployment for youth who have completed vocational education	MEST MLSW ERP 2016 MTEF NPISAA	
3.1 Expedite the process of professional standards development	Developing standards of professions		
	Document of classification of professions approved (MLSW)		
3.2 Determining high priority areas in Vocational and Educational training (VET) and development of core curricula	Increasing the number of centres for counselling and career orientation		
	Developing new curricula for VET and converting to modular form (MEST)		
	Establishing and supporting training cabinets		
3.3 Implementation of the combined VET pilot system	Training of candidates in VTC-companies		
	Soft skills training supported by GIZ		
	Providing equipment to workshops for VET		
	Professional Practice agreements with business for internships		
	Designing teacher materials for priority profiles		
	Concept Note for VET		
	Development of active labour market programmes		
3.4 Development of National Skills Forecast System	Participation of students in internships exchange programs		
3.5 Connect research work at universities with Industry through access of smart specializations and R&D	Participation of applicants in Horizon 2020 program		
	VOUCHER Innovations scheme for SMEs and Businesses		
	Scholarships for University and post-graduate studies foreign		
	Developing the legal framework for innovation and science research		

	Capacity building in research and innovation		
	International mobility (CEEPUS)		
	Skills and training needs analysis (HERAS)		
	Establishing University councils for industrial cooperation		
Measure 4: Strengthened mechanisms of accountability and certification in the education system	Average Attainment Percentage Final Test: Grade 5 Grade 9 Matura	MEST Govt ERP 2016 MTEF NPISAA	
4.1 Increased capacities of the National Quality Council	Completing NQC membership		
	Completing the regulatory framework for accreditation process		
	Conducting feasibility study for HEIs		
	Engagement of international experts on monitoring HEIs		
Activity 4.2 Implementation of a more credible final test for pupils	Conducting the test for Grade 5 with samples for selected criteria		
	Test conducted Grade 9		
	Test conducted Grade 12		
	Piloting PISA		
	Capacity building of Standards Division through WB project		
4.3 Improved final examination for regulated professions	Developing legislative framework for Agency of standards and evaluation		
	Establishing the Agency for Standards and Evaluation		
	Establishing the State Council for Regulated Professionals		
	Designing final exams of regulated professionals		
4.4 Expansion of inspection system in education and TPE	Adoption of Law on Education Inspectorate		
	Education Inspectors appointed and trained		
	Review of Post accreditation monitoring procedures		
	Strengthening the Parent Councils		
	Training school directors for management		
	Inspectorate mechanism functions all schools		
4.5 Improved quality and accountability of institutions	AI developed for Standards Agency		
	Development of integrated accreditation system software and digitalization		
	Increasing transparency of HEIs through publishing materials on their websites		
	Building a VET provider monitoring system		
	Piloting and implementing the prior learning recognition process		
	TPE inspectors trained		

4.6 Development of a teacher performance assessment system and a teacher grading system	Establishment of Agency for Standards		
Measure 5: improved expenditure planning in the education system.	% of pupils based on VET profiles % of students based on HE profiles	MEST MPMS Govt. ERP 2016 MTEF NPISAA	
5.1 Develop a master plan for VET school networks	Compliance analysis developed VET school network is redesigned		
5.2 Creation of Higher Education Information Management System (HEMIS) and other systems	Functionalization of HEMIS system		
	Upgrading existing EMIS		
5.3 Increased funding for vocational education programmes and higher education	Financial formula review for redirecting funding to more priority areas		
	Completing legal framework for higher education. Drafting AI		
5.4 Piloting the Public Private Partnership Model	Review of legal framework for private public partnerships		
	Undertaking PPP initiatives to support public schools		
Measure 6: Recruitment of diaspora experts and students for labour market engagement.	Number of initiatives initiated by members of the diaspora	MDIAS Govt MTEF	
6.1 Establish a database to identify diaspora profiles	Database is created. Number registered experts		
6.2 Establish Homeland Engagement Programme (HEP)	Diaspora experts engaged for capacity building		
	Conference with various diaspora experts		
	Diaspora attending Kosovo universities		
	Professional internships for diaspora		
6.3 Implementation of the Expert Return Programme of German government	Expert engagement with Germany-based diaspora		
6.4 Implementation of the TOKTEN programme	Agreement concluded with UNDP		
	Engagement through TOKTEN of diaspora experts		
6.5 Establishing online learning programme	Development, piloting, and functionalization of online learning programme for diaspora		
Measure 7: Decreased level of informal employment and creating adequate working conditions	Number of injuries at workplace[151] % of employees without contract % of employees without contract through Labour Force Survey (LFS)	MLSW Govt ERP 2016 MTEF NPISA	
7.1 Strengthening the dialogue of institutions with social partners	Approval of Law Amending the Law on the Social Economic Council (SEC)		

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[151] Per 10,000 workers

	Approval of SEC Strategy		
	SEC webpage is functional		
7.2 Improve the workers' rights and guarantee the minimum standard of safety and health at work	Draft law on labour inspectorate		
	Completing legal framework for labour contracts and safety		
	Certification of field safety workers		
	Licensing the companies that perform field safety		
	Training of field safety labour inspectors		
	Awareness campaigns on safety		
7.3 Strengthening mechanisms and coordination of institutions targeting informal employment	Developing MOUs with institutions that oversee the implementation of legislation or business organizations for reducing informal employment		
	Training inspectors on legislation related to informal employment		
	Improving inspection procedures to increase inspections for informal employment		
7.4 Establishing Management Information System for Labour Inspectorate	Information System established		
	Labour Inspectorate (LI) employees trained on Information system		
	Labour Inspectorate website functional		

Annex 8: Stakeholder Analysis

Stakeholder	Involvement in the programme	Role in the evaluation	Most relevant positions/categories within each stakeholder class
Internal (Government) Stakeholders			
Strategic Planning Office/Office of the Prime Minister	Responsible for central level planning and supervising NDS implementation. The SPO is called upon to supervise the NDS implementation and assure performance and results of the NDS operation.	Key informants as NDS oversight. Responsible for signing off on the evaluation findings and formulating and implementing the management response. Learning from the evaluation will inform the upcoming NDS	• Director • Strategic Planning Officers

National Line Ministries and Offices (incl. Line ministries, KAS, Institute of Public Health)	Key partners and implementers of the various NDS activities.	Key informants and providers of relevant background data, information, and documents. Learning from the evaluation may strengthen their role and capacity in the performance of the NDS implementation and it various functions.
		
		Each line Ministry and office has specific roles most closely associated with the NDS activities
			• Ministry of Education and Science
			   o Preschool Education
			   o Vocational Education
			   o Para University Education
			   o Human and Child Rights
			   o Higher Education
			   o Science and Innovation
			   o College of Community Directors of Education
			• Ministry of European Integration
			• Ministry of Labour and Social Welfare
			   o Department of Employment Policy
			   o Employment Agency
			   o Labour Inspectorate
			   o EU Integration
			• Ministry of Foreign Affairs and Diaspora

Ministry of Finance and Department of budget	Key partners in reviewing and reporting on the implementation and costing of NDS measures and activities	Key informants and providers of relevant background data. Learning from the evaluation may strengthen their role for monitoring the efficiency and cost effectiveness of the NDS and its various functions	• Ministry of Finance
			   o Department of Budget
			   o Audit Department

UNICEF Kosovo Office staff	Responsible for providing guidance on evaluation principles and practice	Co-Commissioners of the evaluation. Key informants and providers of relevant background documents. Responsible for signing off on the evaluation Learning from the evaluation will inform future potential collaborations with the SPO/OPM on the implementation of the NDS and can be used for corporate learning and accountability	• Head of Office • Child Rights Monitoring Specialist
External Stakeholders			
Donors	Providing funding for the NDS. Collaborating on strategic direction and determining NDS priorities.	Key informants. Findings and recommendations from the evaluation are likely to be of direct relevance to key NDS and Kosovo Government donors and others for accountability and learning.	• EU • ADA • LUX • GIZ • Swiss Embassy • USAID • World Bank
UN Kosovo Team and UN Agencies	Harmonized UN action should contribute to the government's NDS objectives.	Key informants. The evaluation findings are expected to be of relevance to the RC and UNCT in ensuring that the programme is aligned with wider UN efforts.	• UNKT • UNICEF
Academia, civil society organizations and Private sector	Key non-Governmental partners engaged in supporting the NDS design, the implementation of activities, supplemental research, monitoring or implementation.	Key informants. Learnings from the evaluation are of relevance in terms of accountability and their future investment and work.	• GAP Institute • Democracy Plus (D+) • ORCA • INDEP • PEN • KEC • ASHAK • University of Prishtina • UBT • AUK • Kosovo Chamber of Commerce • American Chamber of Commerce • Kosovo Manufacturing Club • Independent experts supporting the NDS design process or supplemental research.

Annex 9: Persons Interviewed[152]

Name	Title	Institutions
Kosovo Government		
Vedat Sagonjeva	Director	SPO/OPM
Adnan Ahmeti	Senior Strategic Planning Officer	SPO/OPM
Vera Rexhepi	Senior Strategic Planning Officer	SPO/OPM
Valon Grabanica		SPO/OPM
Mevlide Shamolli	Budget Analysts	Ministry of Finance
Milaim Aliu	Budget Analysts	Ministry of Finance
Salvador Elmazi	Director of Dept of Budget	Ministry of Finance
Jeton Karaqica	Department for Human Capital	(former) Ministry of European Integration
Dukagjin Pupovci	Deputy Minister	Ministry of Education and Science
Ferit Idrizi	Director of Dept for European integration and Policy Coordination; Head of Division for European Integration	Ministry of Education and Science
Hanemsha Aliu-Latifi	Director of Dept for European integration and Policy Coordination; Head of Division for European Integration	Ministry of Education and Science
Valbona Mjeku	Department for Vocational Education	Ministry of Education and Science
Veton Alihajdari	Department for Vocational Education	Ministry of Education and Science
Lulavere Behluli	Pre-University Education	Ministry of Education and Science
Merita Jonuzi	Human Rights Coordinators	Ministry of Education and Science
Enver Mekolli	Educational Management Information System (SMIA)	Ministry of Education and Science
Lulzim Karaxha	Department for EU Integration and Policy Coordination	(former) Ministry of Labour and Social Welfare
Alban Sadiku	Department for EU Integration and Policy Coordination	(former) Ministry of Labour and Social Welfare
Mentor Morina	Department for Social Issues	(former) Ministry of Labour and Social Welfare
Drin Haraqia	Department for Employment Policy; Employment Agency	(former) Ministry of Labour and Social Welfare
Ylber Aliu	Department for Employment Policy; Employment Agency	(former) Ministry of Labour and Social Welfare
Leunora Zylfijaj Ahmeti	Director of worker relationships and conditions	(former) Ministry of Labour and Social Welfare
Ekrem Kastrati	Head of Labour Inspectorate	(former) Ministry of Labour and Social Welfare
Behar Isma	Diaspora	Ministry of Foreign Affairs and Diaspora
Donors and International Agencies		

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[152] Inception Phase and Data Collection phase

Albulena Zaimi	Human Development Manager	Austrian Development Agency/ADA
Syzana Bytyqi-Jagxhiu	EU representative Human development	EU office in Kosovo
Stergios Tragoudas	EU representative Human development	EU office in Kosovo
Tobias Seiberlich	Project Manager - GIZ	GIZ
Vjosa Mullatahiri	Project Coordinator	GIZ
Edona Nahi	Project Coordinator	GIZ
Rrezearta Zhinipotoku-Behluli	Project Coordinator	GIZ
Sebastian Krull	VET Programme Manager	GIZ
Natacha Gomes	Head of Mission / Luxembourg Ambassador	Lux Development
Ardianna Zhuri	Programme Officer - Climate Change and Resilience	Swiss Embassy
Arjeta LLeshi	Programme Officer - Education and Employment	Swiss Embassy
Albina Berisha	Project Management - Youth Employment	Swiss Embassy
Ulrika Richardsson	UN Resident Coordinator	UNKT
Dita Dobranja	HC1 NDS Consultant	UNICEF
Teuta Halimi	Child Rights Monitoring Specialist	UNICEF
Cornelia Schneider	Senior Development Coordination Officer	UNKT
Lorik Pustina	Team Lead, Office of UN Development Coordinator	UNKT
Civil Society		
Petrit Tahiri	Project Manager	KEC
Arian Zeka	Director	American Chamber of Commerce
Agon Maliqi	external, involved in NDS 2016-2021 design process	Independent
Levent Koro	UNDP consultant, was involved in NDS 2016-2021 design	Independent

Annex 10: Evaluation Reference Group

Name	Institutions
Albulena Zaimi	Austrian Development Agency
Cornelia Schneider	UNKT
Dukagjin Pupovci	Ministry of Education, Science, Technology, and Innovation
Erik Petterson	Swedish Embassy
Ilir Aliu	Ministry of Finance and Transfers
Lorik Pustina	UNDCO
Luan Dalipi	Office of Prime Minister
Melita Cacaj	USAID
Mrika Aliu	World Bank
Murat Sahin	UNICEF
Sehar Isija	Ministry of Foreign Affairs and Diaspora
Sejnur Veshall	Ministry of Culture, Youth and Sports
Stergios Tragoudas	EU Office in Kosovo
Tobias Seiberlich	GIZ
Valbona Bogujevci	UNDP
Vedat Sagonjeva	Strategic Planning Office / Office of Prime Minister

Annex 11: Youth Volunteers Terms of Reference

Background

The Strategic Planning Office / Office of the Prime Minister is conducting the Evaluation of the National Development Strategy (NDS) 2016-2021, with a focus on the Human Capital Pillar, supported by UNICEF Kosovo Office.

This evaluation aims to inform the Kosovo Institutions and the Office of the Prime Minister, and other stakeholders on the progress made to date in the implementation of the Human Capital related measures of the NDS 2016-2021 with a specific focus on forward-looking, evidence-based lessons to inform the design and implementation of the upcoming NDS (2022-2030).

The preparatory phase of the evaluation has been completed, with the design of the evaluation underway, whereas the data collection should be completed by June 2021. The final evaluation report is expected by July 2021.

The Evaluation Objectives and Focus

This evaluation will serve the mutually reinforcing objectives of accountability – assessing performance and results achieved – and learning – determining why and how, certain processes and results occurred the way they did, and drawing key lessons and good practices. These evidence-based findings will inform strategic decision-making related to human capital development in Kosovo.

The Evaluation has three objectives:

- To assess relevance, effectiveness, sustainability, efficiency, synergies, and longer-term changes associated with the NDS – Human Capital Pillar - including the priority and programmatic choices made in relation to other sectoral strategies and priorities and the changing socio-economic context in Kosovo.
- Provide an independent performance assessment of the NDS 2016-2021 – Human Capital Pillar – seen in relation to expected results as indicated in the NDS roadmap monitoring framework for which the promotion of equity and gender equality are considered to form an integral part.
- Identify lessons learned and forward-looking recommendations that can inform the development of the NDS 2030.

To ensure independence and objectivity, an external company, The Konterra Group, was engaged to conduct the Evaluation.

Purpose and Duration of the Youth Accompaniment Component in the Evaluation

The Strategic Planning Office / Office of the Prime Minister and the UNICEF Kosovo Office place a high degree of importance on youth empowerment principles and aspire to continue to support the increase of youth participation in planning and decision-making processes. In line with these efforts and the shared goal of supporting the personal and professional development of youth in Kosovo, a youth accompaniment component has been included in the design of the evaluation.

As part of the youth accompaniment component of the Evaluation, six youth volunteers will participate in the Evaluation by shadowing the Evaluation team and participating in data collection interviews, as well as data analysis exercises. The engagement of the youth volunteers will start in May and should conclude by July 2021.

Recruitment and Eligibility of Youth Volunteers

Youth volunteers will be recruited through open calls for applications through two separate channels.

As one of the psychology professors at the Department of Psychology of the University of Prishtina will be mentoring the youth volunteers throughout the Evaluation, a social media announcement will be distributed on the Department's social media, soliciting volunteers to be part of accompanying the evaluation process for professional development.

In addition, the same announcement will be posted by UNICEF on the Kosovo Volunteer platform seeking volunteers who interested in accompanying and supporting the NDS evaluation processes.

As this is an empowerment and capacity building opportunity for youth with limited professional experience, candidates in first or second year of studies are particularly encouraged to apply.

Duties and Benefits of Youth Volunteers

The youth volunteers will be expected to:

- Support the review of the evaluation instruments
- Regularly participate in planning meetings for the implementation of the evaluation
- Support the data collection process, through participation in interviews with key stakeholders and note-taking
- Support the debriefing sessions and data analysis exercises with the Evaluation Team, through sharing their insights and observations
- Support the development of the final evaluation report
- Contribute to a joint report with youth volunteers' impressions and thoughts on the NDS 2016-2021 and the evaluation process
- Maintain confidentiality of information in accordance with the Confidentiality, Internet, and Data Security Statement

The youth volunteers will receive internship or volunteering credits for their participation in the Evaluation. They will also be remunerated for their telephone expenses during the course of the Evaluation.

The youth volunteers will have the opportunity to build capacities and understanding of basic steps towards the evaluation implementation through participation in the one-day learning workshop on evaluation principles, standards, approaches, and implementation.

During the course of the evaluation, the youth volunteers will also benefit from mentorship of Prof. Ass. Dr. Kaltrina Kelmendi, Department of Psychology, University of Prishtina, as well as support from the Evaluation Team.

Confidentiality, Internet, and Data Security Statement

The youth volunteers accompanying the Contractor will have access to confidential information from the Government of Kosovo or UNICEF as relevant to their assigned tasks. The volunteers and evaluation team members should sign this statement in acceptance to comply with the following restrictions and requirements designed to protect confidentiality.

Non-disclosure of Confidential information: The youth volunteers accompanying the Evaluation:

- Shall not, without the prior consent of the Strategic Planning Office (SPO) or UNICEF, use any of the Confidential Information for any purpose other than provision of Evaluation Services required by the SPO and UNICEF.
- Shall not disclose any of the Confidential Information to any third party, except to your professional supervisors and colleagues who are actually engaged in provision of services, and need to know, such information for the purpose of effective delivery of provision of services requested by the SPO and UNICEF.
- Shall not make illegal copies of copyrighted material, place copies on the Internet or transmit them over social media networks.