

Annex E2 Country Notes: Kosovo

This country note is one of a number of analysis outputs that support the evaluation of the Danish neighbourhood programme. It is based on a desk-based analysis and visit that took place in Kosovo in late May 2016 by the evaluation team. It provides a very brief overview of the country context and presents conclusions arising from the country visit, as well as more detailed findings against the evaluation questions. It is addressed to the evaluation reference group and those familiar with the strategy and projects of the Danish Neighbourhood Programme. The findings presented below have been presented to and discussed with the Danish Embassy for Albania and Kosovo. This note acts as an input to the wider evaluation and is complemented by a series of more detailed country analysis and project specific analysis documents. Chapter 1 gives the brief context; Chapter 2 the conclusion arranged under strategic relevance, results and lessons learned; and Chapter 3 provides more detailed findings related to the evaluation questions in bullet form.

1 Introduction and context

The Republic of Kosovo is a lower-middle-income country with a record of stable economic growth in recent years. Economic growth reached 3.6% in 2015 and is estimated to reach the same levels in 2016. The Kosovar economy is characterised by a high participation of the state in the economic affairs. Together with a concentration of power, the intensive economic participation of the state exacerbates high-rates of corruption and low competitiveness in many branches of economy, including the agricultural processing industry. The main priority currently is strengthening competitiveness and domestic productivity, and, thus, increasing the production, exports and employment, as Kosovo continues to struggle with high rates of unemployment and poverty which especially affect the youth and women. Despite steady growth rates, Kosovo remains one of the poorest countries in Europe, with a per-capita gross domestic product in 2015 of about EUR 3,196 (USD 3,551). About 30% of the population live below the national poverty line and roughly one-eighth in extreme poverty.

The agriculture sector of Kosovo contributes about 12% to GDP and to approximately 35% of total employment. Agro-food processors contribute to only 5% of the GDP and remainder (7%) is generated in a large part by the primary production of over 133,000. In recent years, there has been some growth in agricultural exports, however, the agricultural trade balance is characterised by a significant trade deficit (imports are 20 times larger than exports). The main economic sectors of Kosovo are services (65%) and industry (23%).

Kosovo's candidacy for EU membership is advancing. On October 27, 2015, Kosovo signed the Stabilization and Association Agreement with the EU. Progress against key criteria is summarized below based on the 2015 EU progress report on Kosovo¹:

Political criteria: The six-month political stalemate between Kosovo and Serbia ended in December 2014, which made it possible to proceed with constitutional amendments to establish institutions allowing prosecution of cases of grave trans-boundary and international crimes. There has been increased polarisation between the government and its opposition.

Administrative reform: Many independent institutions and regulatory authorities are currently not operational or are negatively affected by delayed appointments in the public sector. The government has increased its focus on reform of the public administration although there are still significant shortcomings due to politicisation of the public administration and poor accountability.

¹ http://ec.europa.eu/enlargement/pdf/key_documents/2015/20151110_report_kosovo.pdf

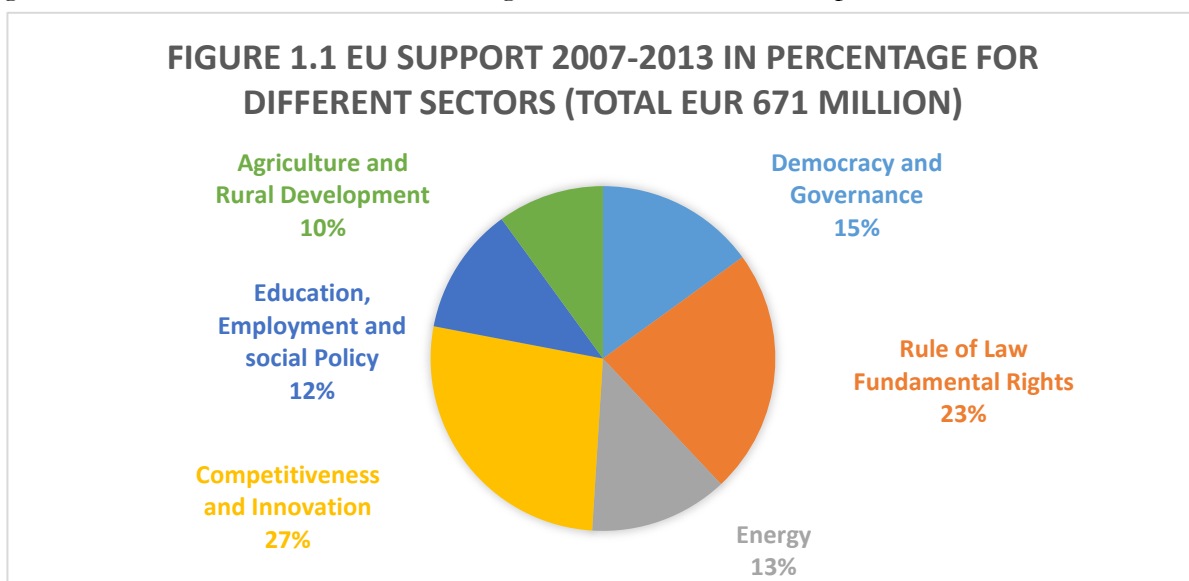
Judicial system: Kosovo's judicial system is at an early stage of preparation and suffers from a high level of political interference.

Anti-corruption: The comprehensive and strategic approach necessary to ensure results in fighting the endemic corruption in Kosovo is not yet in place.

Fight against organised crime: Some progress has been made in inter-institutional cooperation and information exchange among law enforcement agencies on investigations. However, the number of investigations and final convictions remain low.

Human rights: The recent adoption of the human rights law package has strengthened the institutional set-up and clarified the roles of various institutions. Increased political attention is needed, however, to ensure proper implementation and addressing the lack of resources. Kosovo has made advances in freedom of expression, however the national broadcaster is still vulnerable to political pressure and lacks sustainable funding. Violence against women and women's limited access to property ownership hamper the full exercise of their rights. The protection of persons with disabilities and persons belonging to minorities, in particular the Roma, Ashkali and Egyptian communities, needs to be significantly strengthened.

The EU is the major donor in Kosovo and supports sectors similar to those of the Danish Neighbourhood Programme. Through the Instrument of Pre-Accession, the EU supported (2007-2013): i) democratic governance reforms, including public administration and anti-corruption; ii) promoted rule of law reforms of the judiciary and provision of access to independent and fair justice; fights against organised crime; iii) energy infrastructure and renewable energy development; iv) development of the market economy, increasing national competitiveness and innovation; v) general education and Technical Vocation Education and Training (TVET) reforms to increase the employability of citizens and, especially, of the youth; vi) increasing competitiveness and further consolidation of agricultural enterprises and rural activities. The overall support of the EU to Kosovo in the period of 2008-2013 constituted to EUR 671 million. As can be seen in Figure 1.1. 60% of EU support was aimed at the Danish Neighbourhood Policy's priority areas and sub-areas in good governance, rule of law, education and agricultural and rural development.



Source: http://ec.europa.eu/enlargement/pdf/publication/2015/near_factograph_kosovo.pdf; PEM analysis

1.2 Neighbourhood engagements and projects selected

Since 2008 the neighbourhood programme has engaged in 6 projects (above DKK 5 million) as shown below, with half of the portfolio likely to be complete by 2015. The Danish support in Kosovo can be grouped in three main clusters: i) agricultural development projects; ii) educational and skills development; iii) democratic governance. The three clusters have been a priority and the focus of: Kosovo's strategic national planning and priorities², Danish neighbourhood policies 2008-2012 and 2013-2017, as well as the overarching documents of EU-Kosovo policies and relations (Stabilisation and association agreement, Country Indicative Programme, Annual programmes)³.

The motives of Danish engagement are well-explained in the 'Grant committee' meetings. In the main these were: the eagerness of Denmark to support the country in its most economically sensitive areas (based on share of employment and GDP – both high in agriculture), meanwhile contributing to the reduction of rural poverty, increasing access to finance and agricultural education. In the agriculture cluster Denmark co-funded two major agricultural development and value chain projects (the third and fifth projects below in the table) that include components of grant and loan funding for farmers and food processors, agricultural vocation education, empowerment of female -farmers, capacitating local micro-finance institutions and availing loan capital to them through European Fund for South-East Europe (EFSE).

In its programme, Denmark aimed to integrate and combine a skills-based approach to social development with post-conflict management. The approach materialised through: i) two consecutive projects to establish a modern business administration college in a divided multi-ethnic community previously part of the conflict (Kosovo International Business College Mitrovica, hereafter IBCM); and, ii) one good governance project strengthening the civil society and selected administrations for participatory decision-making and fight against corruption. The business college established through the two educational projects helped to put in place a state of the art educational programme for youngsters from all ethnic groups in the community of Mitrovica, with a rather high standard of education and high rates of employment of the graduates. The college has close ties with its EU partners and has been qualified and licensed by EU educational organisations.

Within the democratic governance cluster, a good governance project has just commenced which builds on the experience of its partners (SDC, UNDP) and on preceding projects. It is expected to contribute to more active engagement of Civil Society Organisations (CSOs) in the decentralisation reforms, decision-making by local and regional authorities as well as budgetary planning and oversight, thus, bringing the public's attention to these important constituents of the democratic processes. Further, the CSOs will be supported to oversee the actions of the Anti-Corruption Agency and a few other selected administrative entities on a pilot basis.

The partners for the projects were selected adequately, based on their past experience in the same or similar areas in the country as well as their networks.

Kosovo	Summary of projects					
	Project Name	Dates	Amount (DKK)	Partner type	Modality	Focus
	Support for the Multi-Donor Trust Fund for the	2008-2012	10 million	International Financial Institution (World Bank Group)	Fully delegated partnership	Private Sector Development / Agricultural Value chains

² See the section for 'Government policy documents' in the 'Annex B: Documents Consulted' of this report.

³ http://ec.europa.eu/enlargement/countries/detailed-country-information/kosovo/index_en.htm

Kosovo SEDPP					
International Business college Mitrovica	2008-2012	10 million	International CSO (Spark NL) / MEST	Grant	Skills development / Labour market
Employment promotion through business and skills development	2008-2014	33.35 million 32.95 million 13.5 million (80 million total) ⁴	Development Partner (SDC) MEST (TA & Grant) International Trust Fund (EFSE)	Fully delegated partnership Financing agreement Fully delegated partnership	Private Sector Development / Agricultural Value chains / Skills Development / Financial sector development
International Business College Mitrovica (IBCM)	2012-2016	8 million	International CSO (Spark NL) / MEST	Grant	Skills development / Labour market
Support to Kosovo agriculture sector strategy ⁵	2012-2016	61 million 10 million 4.5 million	Intern. Financial Institution (World Bank Group) SDC- (cancelled) CSO – local specialised	Partially delegated partnership (Danida reviews) Fully delegated partnership Grant	Private and Financial Sector Development / Agricultural Value chains / Skills Development
Danish Support to Good Governance in Kosovo 2016-2018	2016-2018	15 million 15 million	Dev. Partner (UNDP) CSO – specialised (Kosovar Civil Society Foundation)	Partially delegated (Danida co-design) Grant	Good Governance / anti-corruption Good Governance / participatory gov.

The country evaluation considered all six projects, and visits were paid to almost all stakeholders in the short visit to Kosovo. The projects under the same clusters as previously described, were considered together.

2 Conclusions

2.1 Strategic relevance

The Danish Neighbourhood Programme was well aligned to, and also contributed to Kosovo's policy environment within sustainable and inclusive economic development, especially to skills development. Although the good governance projects are aligned to the policy environment they have not yet contributed as the projects in this area have just started. As an example, the experience of linking vocational training to the labour market through the student support centres reflected and contributed to the Kosovo Education Sector Policy (2011-2016). The efforts directed to empowerment of women, support to capacity building of local microfinance institutions and providing grants and loans to the agricultural and rural sector were aligned with consecutive Rural and Agricultural Development Programmes (2007-2013 and 2014-2020) and the National Gender Policy and Gender Action Plan. In the good governance sector, the recent Danish-funded pilot project to establish mediation centres led to a wider adoption of mediation centres in the justice sector, and recently the

⁴ Further DKK 5 million was added for a new TVET school in Gjiilan.

⁵ This is a programme of three projects one of which was cancelled, it is also referred to in some official documents as the support to the Kosovo Agriculture and Rural Development Plan (KARDP).

conflict resolution decision made by these centres have become enforceable in law. Similarly, support to the establishment of IBCM contributed to the implementation of one of the overarching goals of Kosovo's educational and economic development policies, which was to provide more opportunities to the youngsters in the emerging market economy.

The activities in Kosovo responded to the goals of the Danish neighbourhood programme and supported the EU stabilisation and association process although it did not prove possible to contribute more to the conflict-affected northern areas, in part due to the already extensive support from other donors. The focus on employment and skills in agricultural value chains was well conceived given Kosovo's very high youth unemployment (up to 75%) and the importance of the agriculture sector for both employment and the gross domestic product. The support to the areas of agricultural development and vocational education addressed gender equality and participation. The more recent support provided through UNDP for anti-corruption is also crucial as according to various reports corruption is considered the biggest barrier to efficient decentralisation of budgeting, service delivery and participatory decision-making (UNDP 2016). The IBCM supported by the programme has a campus in the North and represents a joint North-South effort, but apart from this, it is not clear if more could have been done to target the North in order to enhance the stabilisation process, particularly in the light of the already extensive donor support being provided. The Danish representation has made good use of the Danish secondment to European Union Rule of Law mission to Kosovo (EULEX) in terms of information on the political context and the programme although not in close contact with the seconded expert has benefitted from the knowledge passed on by the embassy.

The programme in Kosovo has been stable: building on long-term projects often supporting them in their consecutive phases and working through strong delegated partners with a presence and networks in Kosovo. Given the challenges of the complex, fast changing and relatively donor-crowded environment in Kosovo, the Danish neighbourhood programme has engaged in a solid set of projects that had the potential to bring results without a long lead time and without contributing to the proliferation of donor support initiatives. The Danish support avoided overlaps with other donor initiatives and was harmonised with such initiatives.

2.2 Results

Building skills and employment opportunities: The support to the Mitrovica International Business College (IBCM), the vocational training schools and the Women business association (SHE-ERA) realised significant results. Some 167 students have graduated from IBCM since the first graduation year of 2014 of which 80% were employed at graduation. The three core specialties in 'sales and marketing, public service and environmental and agricultural management at tertiary vocational and bachelor levels' have been well-established and accredited both by Kosovo authorities and EU accreditation associations and universities. The IBCM continues cooperation and exchange programmes with universities in a number of EU Member States universities and participates in the ERASMUS+ programme. After a number of years of restricted movement of teaching staff due to the conflicts in the northern part of the country, the IBCM got permission from the North Mitrovica authorities to hold joint North/South events, such as annual innovation days, exhibitions and student auditoria. It is too early to say what have been the real effects on so called company start-ups. Support to vocation training was successful: in the period 2012-2013 776 students graduated from the vocational training schools of whom 230 were employed assisted by the schools' student support services. A contributing factor fostering employment possibilities for graduates, was the change from a very theoretical approach and curriculum to a much more practice-based approach and curriculum

which transferred skills to students that were directly relevant for future employers. The Women business association (SHE-ERA) strengthened and expanded its membership base. Over 1000 women-entrepreneurs were trained and more than 90% of them further supported to successfully run or expand their businesses (including in North Mitrovica).

Within the support to the agriculture sector there are concrete results at the farm level and, to a lesser extent, at the processor level but little evidence yet that a wider transformation has occurred within the selected value chains. Across the projects supported, over 1,000 farmers have adopted new technologies for 12 cultures/species, over 650 grants were disbursed, 115 service providers were trained and the capacities for developing sector policy, programming, implementation and monitoring have improved. However, despite the fact that Denmark supported the last three years of a 12 year initiative implemented through the Swiss Development Cooperation, there is still no strong evidence of a wider transformation in the selected value chains. At a strategic level, the neighbourhood programme has contributed to putting in place a working grant mechanism, through the Kosovo Agriculture Rural Development project implemented by the World Bank. As this project supports and links a future EU IPARD-like mechanism there are prospects of a longer term transformation though it is likely to take many years even once the IPARD starts.

The linkages between skills development, value chains and access to finance are weak. The Danish neighbourhood programme attempted to create such links by supporting projects in each of these areas, however without success. The projects, under the wider employment programme, that aimed at developing skills, value chains and access to finance were not at a scale, sufficiently geographically concentrated or linked together to create an impact. The support through EFSE to improve access to finance did not have the intended effect. EFSE provided lines of credit and technical assistance, much of the latter in the form of special studies. But the lines of credit were less useful than envisaged as Kosovo had excess liquidity and did not need additional sources of finance. Although a large number of loans were made they were very small seasonal loans and were not used for value chain investments. The limited results point to the some of the limits of a project-based approach for value chains. The Swiss Development Cooperation after many years of support to value chains at a project level is now directing its support at the wider enabling environment and particularly towards the issue of youth employment in agriculture, business and other areas.

Results of interventions in human rights and democracy were mainly reached in a relatively small project which focused on improving peoples' access to justice and improvements of the rule of law. Larger projects have recently started. Support was provided (2008-2013) via a minor project to probation and mediation centres. The Danish support increased the number of centres from five to seven thus matching the location of the seven national courts. The project came at a good time and with a well-conceived communication plan, and has succeeded in increasing the awareness of the public to the presence of mediation centres. From a baseline of zero in 2008, the number of cases referred to mediation rose to 600 in 2010 and to over 4,000 in 2015; in addition, there are many self-referred cases. As noted earlier, the outcome of mediation will have legal effect which considerably increases the impact of this support.

Danida, through active engagement, added value to the projects under delegated partnerships. It was noted and examples were given by the implementing partners of the usefulness of Danida's head office engagement and support provided by consultants during project formulation and joint review missions by Danida staff. There were also a few cases where the recommendations and observations by the review teams have not been addressed satisfactorily due to insufficient flexibility of the projects to change approaches e.g. a recommendation not to increase the level of grants significantly and to halt

the technical assistance timely for the support to the Kosovo agriculture sector strategy project, was not implemented in practice.

2.3 Lessons learned

Agriculture sector and value chain projects need to be based on a realistic assessment of the overall economic situation in the sector and need to develop replication strategies. The agricultural value chain projects created notable results but have not yet led to wider transformational effects. There are many reasons for this including the lack of suitable infrastructure, the low prices of imported foodstuff and shortcomings in the agro-processing industry. These and other effects need to be thoroughly understood to judge the level of ambition that is realistic and to know where and how to best intervene. A deliberate replication strategy is also needed to ensure that successes are built on.

Monitoring and evaluation practice was often very poor in the initial phase with indicators that had no baseline and no target values set. Results frame works however tended to gradually improve during subsequent project phases. One weak point in the overall monitoring framework has been the lack of a systemic approach to monitoring, recording results and learning. For example, neither the impact studies performed by Swiss Development Cooperation (SDC) for employment promotion through the ‘business and skills development’ project in 2012-2013, or that performed by the consulting company ADE for the Kosovo agriculture sector strategy project (July 2015-May 2016), could not base their analysis and assumptions on satisfactory statistics – baselines were missing and project based data collection was not sufficient to allow conclusions to be drawn. Weakness in the national statistics was also a contributory factor.

Project and programme design often lacked a proper exit strategy, definition of the end-of-project situation and the goals to be attained by capacity building. Only two of the projects studied had a well-developed exit strategy, or definition of the conditions under which it would be responsible and timely to withdraw (SHE-ERA, IBCM). Without a guiding strategy it is less clear to determine, for example, if the effective withdrawal from the value chain support is in-time or too early.

Delegated partnership, especially through international organisations that are not donors themselves, requires vigilance to ensure application of sufficient high-level supervision and quality assurance. SDC in particular has seen the need to act to safeguard their own and Danida’s interests by insisting on a higher standard of supervision by some of the international organisations that are implementing projects. However, even in this case, problems persisted including the lack of exit strategies and insufficient ongoing tracking and monitoring of outputs.

The procurement difficulties and delays when using national systems are easily underestimated. Considerable, and potentially avoidable, delays in procurement have occurred both under the Ministry of Education and the Ministry of Agriculture. National systems are often slow and cumbersome. And, these systems are even more challenging when a hybrid of ‘project based and a national system’ is used. The approach of defining ‘work packages’ (i.e. step-by-step implementation, e.g. through phases of training, planning and investment) with conditionalities on meeting deadlines together with specification for withdrawal of support if the conditions are not met, appears to have been successful. Although only one project involved the transfer of resources to a government body, the lessons learned are important if this otherwise relevant modality is to be used elsewhere.

A more in-depth understanding of the political economy governing the engagement of civil society is needed to avoid capture by self-interested individuals. Although the democratic society

promotion component (managed by the Kosovar Civil Society Foundation has set up what appears to be a robust funding mechanism that has a number of safeguards, there is a danger of capture by self-interested parties (often those in control of the CSO). One of the reasons reported to the evaluation team was that the majority of CSOs are not representative of the final beneficiaries, and are too donor/grant-driven. In short: many CSOs have a weak membership base, and consequently weak governance. The separation of funding management and grant implementation is a sound approach, as is the engagement with CSOs that are based outside the capital and whose activities are focused in the regions. There is a need to further facilitate participation of citizens and the adoption of a more participatory approach by the boards of the CSOs.

3 Findings across the evaluation questions

3.1 Strategic relevance and lessons learned

EQ 1 Strategic relevance: EQ 1 What are the programme’s strategic relevance as it is translated into policies pursued, activities funded, the modalities and partners’ chosen for Danish foreign policy objectives and the countries?

Main findings in bullet points (source of information in brackets)	
Topics	Findings
Strategic relevance of the DNP to country’s policies and needs	<p><u>General</u></p> <ul style="list-style-type: none"> • In the time period of Danish support 2008-2015, the national policy framework has been generally well-conceived, internally coordinated and supplemented with a comprehensive medium-term budgetary planning. Shortcomings have been noted in the very lengthy land consolidation policy, reforms in property rights, and the lack of proactive policy for agricultural exports⁶. • The Danish neighbourhood programme has addressed: key economic and agricultural development policies⁷ of Kosovo; those for educational and human resources development⁸; gender and women empowerment⁹, as well as strategies for further state and institution building and good governance. <p><u>Democratic governance</u></p> <ul style="list-style-type: none"> • The good governance projects aimed at addressing relevant needs of the stakeholders for more participation in planning, budgeting and spending in key areas of education, health, justice, selected municipalities, and administration of grants. The Danish support to actions to reduce corruption was also relevant. The fight against corruption was supported by a public frustrated with corruption. And, although not supported by all

⁶ i) Final Impact Study of Rural Development Grant Project in Kosovo, ADE, May 2016. ii) Aide Memoire; Joint Danida – WB Mid-term review mission; March, 2015. iii) Impact Assessment of Horticulture Promotion Kosovo (HPK), SDC – February 2013. (iv) WB Implementation Status Report, November 2015 at:

<http://documents.worldbank.org/curated/en/2015/11/25505494/kosovo-agriculture-rural-development-p112526-implementation-status-results-report-sequence-10>

⁷Agricultural and Rural development Plan 2007-2013, the National Agricultural and Rural Development Plan 2014-2020; Action Plan for Economic Vision of Kosovo 2011-2015: http://www.kryeministri-ks.net/repository/docs/Action_Plan_of_the_Economic_Vision_of_Kosovo_2011-2014.pdf

⁸ Kosovo Education Strategic Development Plan 2011-2016: <http://www.erisee.org/sites/default/files/Kosovo%20Education%20Strategic%20Plan%202011-2016.pdf>

⁹ Kosovo’s Program for Gender Equality and National Action Plan on Gender Equality 2008-2013

	<p>state entities it did have the support of the group of parliamentarians against corruption and the anti-corruption agency of Kosovo.</p> <ul style="list-style-type: none"> • Democratic governance/civil society: In line with government policy the programme has supported CSOs participation in oversight of corruption, participatory local decision-making and the strengthening of the Anti-corruption agency. Through civil society it also supported the introduction of integrity principles and preventive practices in selected state institutions and municipalities. <p><u>Education and skills development</u></p> <ul style="list-style-type: none"> • The education and vocational training projects benefitted from a coherent policy and legal environment. They engaged in fruitful dialogue with the authorities and other stakeholders on policy related aspects. <p><u>Agriculture and rural development</u></p> <ul style="list-style-type: none"> • Danish support to agricultural development has been aligned to national policies. The value chain initiatives especially the later ones were also inspired by the undertakings of the government to align with future EU IPARD requirements, to contribute financially to the system of matching grants, and to support the development of the institutional structures responsible for managing agricultural and rural development reforms.
<p>The relevance of partnerships</p>	<p><u>Democratic governance</u></p> <ul style="list-style-type: none"> • The combination of partnerships (involving UNDP and with the dual support of the Swiss Development Cooperation) with CSOs, local authorities and the government for good governance projects was appropriate and well-conceived. Both UNDP and the Swiss Development Cooperation have a substantial and permanent presence in Kosovo. The use of the Kosovar Civil Society Foundation and the separation of fund management and grant implementation is also appropriate. The Kosovar Civil Society Foundation model ensures a competitive environment for the submission of proposals by CSOs and promotes the participation of citizens in the CSO initiatives. However, the projects need to be prepared to handle the typical weaknesses of the CSOs e.g. the lack of sustainability strategies and the, often weak, representativeness of the population groups. <p><u>Education and skills development</u></p> <ul style="list-style-type: none"> • The support to the International Business College Mitrovica and to the Ministry of Education, Science and Technology was well chosen as it reflected the mandates of these institutions. In order to mitigate capacity weaknesses, the support initially focused on improving the project management function in both organisations. However, in the case of the Ministry of Education, Science and Technology this resulted in severe delays in project implementation. The partnership with the Kosovo Women Business Association was also well chosen and ensured not only a gender balance in the programme but also the opportunity to empower women from minority groups. <p><u>Agriculture and rural development</u></p>

	<ul style="list-style-type: none"> • The choice of partnership with the Swiss Development Cooperation, the World Bank and EFSE is well conceived. All partners were well established in Kosovo and had comparative advantages in their areas. The Swiss Development Cooperation decided not to continue its long-standing support for value chains and Danida support to this area was transferred to support a World Bank programme (the Kosovo agriculture sector strategy project). This highlights the potential danger of delegated partnerships if the partners decide to change focus.
<p>The relevance of modalities</p>	<p><u>Democratic governance</u></p> <ul style="list-style-type: none"> • Danida applied the partly delegated partnership modality with the Swiss Development Cooperation and UNDP in the governance sector and played a substantial role in the design and oversight of the projects. This was effected by involving consultants and staff of Danida’s head office. The approach is appropriate since it puts responsibility with like-minded partners which have a permanent presence in the country and also ensures Danida’s continuous oversight of its support. • The grant modality for the Kosovar Civil Society Foundation is in keeping with the aims of the project (providing competitive access to funds for a range of local CSOs that bring creative and bottom up initiatives). <p><u>Education and skills development</u></p> <ul style="list-style-type: none"> • The financial agreement with the Ministry of Education, Science and Technology – although rather heavy in terms of transaction costs and led to delays in procurement – resulted in building confidence and developing capacity at the ministry. This enhanced the ownership of the training and vocational education products (which are proudly displayed in the ministry) but also enabled the ministry to pursue similar projects funded by other partners. • The support to the International Business College Mitrovica was provided as a grant modality which suited the institution setup of the college and enabled it to take its responsibility for the project. At the same time, it allowed the involvement of both intermediary organisations (the international CSO Spark NL and MEST) to guide and manage the implementation of the support. <p><u>Agriculture and rural development</u></p> <ul style="list-style-type: none"> • The value chain project which involved the Swiss Development Cooperation and was implemented by Helvetas (under the Employment promotion through the business and skills development programme) applied the fully delegated partnership modality. The choice of this modality was appropriate because the project had already been running for nine years before Danida became engaged. In its support to the World Bank-led Kosovo agriculture sector strategy project, Danida opted for a partially delegated partnership with the World Bank and took part in review missions. This modality allowed Danida to obtain ‘first-hand’ information on the developments in the sector. According to the World Bank, Danida’s participation in the review missions added value. This also becomes clear from the internal Danida memorandum of the review missions which

	<p>indicates how the Danish involvement in the mission was instrumental in deciding to evaluate the impacts of the support to the value chain projects.</p>
<p>The relevance of M&E systems</p>	<p><u>Democratic governance</u></p> <ul style="list-style-type: none"> • The Support to Good Governance in Kosovo project is only just starting and the M&E framework has not yet been tested. By involving consultants, Danida had a major influence on the M&E framework for the UNDP implemented good governance project e.g. a contribution was to the development of a results-chain, based on theory of change considerations. <p><u>Education and skills development</u></p> <ul style="list-style-type: none"> • The Ministry of Education, Science and Technology and the IBCM who were implementing partners did not have the sufficient capacity to establish and operate an adequate M&E framework. However, progress reports were made. In order to obtain sufficient insight in the development of the intervention, regular reviews were undertaken to mitigate the weaknesses in monitoring. These reviews identified corrective action. <p><u>Agriculture and rural development</u></p> <ul style="list-style-type: none"> • Danida engaged in reviews of both agricultural projects. However, the findings of these reviews were either not considered or properly followed-up by the implementing partners. Furthermore, reporting by both projects was not sufficiently structured or informative, regarding outputs realised and lessons learned. • The evaluations, namely the SDC/Helvetas Impact assessment of April 2014 and the final impact study of the Kosovo agriculture sector strategy project in May 2016, have been useful to learn lessons on the efficiency of the projects. However, they were constrained by lack of factual evidence on both projects. • A common technical problem was that no baseline analysis was provided for either of the value chain projects.
<p>The relevance to Danish policies and interests</p>	<ul style="list-style-type: none"> • All three focus areas of Danish support to Kosovo (agricultural and rural development, education and skills and democratic governance) clearly address the priorities of the Danish neighbourhood policies 2008-2012 and 2013-2017. Together they aim to contribute to: increased welfare of citizens and reduced emigration; increased skills and employability of population, as well as reduction of corruption and improvement of the quality of public service and decentralisation of power.

EQ 6 Lessons learned on strategic relevance - What can be done to enhance the strategic relevance of the programme seen from the point of view of Denmark, EU, and partner countries?

Main findings in bullet points

- Project-based support to the development of value chains is strategically relevant where it is part of a wider and longer term effort such as the IPARD. Linking projects to a process such as IPARD ensures that interventions such as the system of matching grants are continued, so that in the long term a critical mass can be obtained along an entire value chain. Being part of a large EU, World Bank or multi-donor led initiative also holds out better prospects for ensuring that much needed improvements take place in the enabling environment, without which the value chain investments are unlikely to thrive. These improvements include policy and institutional reform and the adoption of measures to address persistent constraints such as inadequate consolidation of farm holdings and the lack of supportive infrastructure.
- There are however also opportunities where small self-contained projects can be highly catalytic and strategically relevant. They also demonstrate that Danida support does not necessarily always have to be part of a mammoth programme run by others (where the additional value of relatively small Danish resources might be in doubt). Examples include the SHE-ERA Women business association and the International Business College Mitrovica (IBCM). Experience from the Danish programme in Kosovo has shown that well-targeted support to small autonomous organisations that have a clear mandate and a competent and strongly committed leadership has the potential to achieve much with little.

3.2 Results and lessons learned

EQ 2 Results (at country level): What are the development results of the interventions?

Main findings on results in bullet points

As the democratic governance projects are only just starting, there are no results to report on yet.

Education and skills development

- Agricultural education: Four school for Technical Vocation Education and Training (TVET) have been upgraded. This involved the introduction of new curricula, improved teaching methods, upgrade trainers, and improve demonstration through the development of demonstration plots (orchards), tools and machinery. Centres for students' services were established to link the schools with the labour market. 776 students graduated in the two years of 2012 and 2013. About 30% (230) entered employment shortly after graduation. A further 40% of students attended internships with the prospects of later employment. In total 150 teachers were trained. (*Danida TAS Review of EPBSD of September 2012; Danida Project Completion Report for EPBSD of January 2015; interviews with the MAFRD officials – previously coordinator of the educational component of EPBSD*)
- Women entrepreneurs (SHE-ERA: Women Business Association of Kosovo): The women empowerment component of the Kosovo agriculture sector strategy programme has led to notable results: 1041 women entrepreneurs were trained on business planning, management and relevant agricultural techniques and most went on to launch (119 in number) or improve (922 in number) their businesses in 4 municipalities - including the conflict-affected North Mitrovica. In total 858 individual and 229 group business plans (with overlap between the two) were compiled and monitored throughout the period of 2012-2015. The women entrepreneurs were supported in:

business planning, understanding the regulatory framework, taxation compliance, fund raising of grants and how to apply for loans. They were also trained in marketing and how to participate effectively in trade fairs. During the project, an additional 195 women entrepreneurs became SHE-ERA members.

- The International business college in Mitrovica, as a result of the Danish supported project, is now a fully established and equipped campus, and serves as an innovative and forward-looking educational institution to improve the career paths and employability of the younger generation in two post-conflict areas of Mitrovica: South, with a mainly Kosovar population and North, with a predominantly Serb population. The IBCM was upgraded to become an international ‘agricultural-oriented public service and business management school’ successfully offering a bachelor degree certified both locally and in Denmark and recognised by the EU educational networks, such as German EVALAG and EU SPACE (European Network for business studies and languages). So far, 167 students have graduated of which 80% are now in employment in Kosovo, Albania, Serbia and EU Member States. This should be seen against the overall youth unemployment rates that exceed 60% in Kosovo (2015). (UNDP statistics)

Agriculture and rural development

There were results in three main areas: i) an expansion of farming activities in selected value chains, ii) improved policy and planning capacity in the Ministry of Agricultural, Rural and Forestry Development (MARFD) and iii) better access to finance.

- Expanded farming activities: 1,022 farmers are adopting and using new farming technologies; 84 storage facilities and 28 processing units were established (with a 40% utilisation ratio); 115 service providers were trained and, 652 grants were awarded to innovative farmers. (*World Bank Implementation Status and Results Report of November 2015’ for KARDP; Danida Review of EPBSD of September 2012; Danida Project Completion Report for EPBSD of January 2015*)
- Improved capacities of MAFRD: Support was provided for establishing an information technology system for MAFRD (for planning, monitoring and farm registry); an ex-post evaluation of Kosovo Rural Development Programme 2007-2013 was undertaken that helped to learn lessons and shape future policy and planning; the Agriculture and Rural Development Plan (ARDP) 2014-2020 was updated. (*Project Completion Report by Mihai Constantinescu, September 2015; Danida Final Internal Review of KARDP of March 2015, interviews with MAFRD staff, KARDP staff*)
- Financing the agricultural sector through the European Fund for South-East Europe (EFSE): Danida acquired the “First Loss C-shares” in the EFSE for about EUR 800,000 (DKK 6 million) and also allocated a grant of EUR 1 million (DKK 7.5 million) to EFSE. Training was provided to partner financial institutions on risk management for agricultural loans and on how to assess the business plans of potential clients. Over the period this led to a reported reduction of administrative costs and a greater flexibility in loan conditions. Meanwhile, mainly due to over liquidity in the market, the number of loans disbursed by EFSE dropped from 7,381 in 2011 to 1,967 in 2013. It should also be noted that the loans were mainly for seasonal credit and did not contribute to advancing the value chain investments in the way intended. (*DANIDA’s KARDP Project Completion Report, January 2015; EFSE’s Study Report on Agricultural Finance in Kosovo of 2014*¹⁰, interviews)

¹⁰ <http://www.efse.lu/studies-publications/studies/>

EQ 5 Commercial interest and private sector: What are the results of the partnership approach, in particular for bringing in Danish competences, including Danish companies; and what have been the direct or indirect effects of the programme for Danish commercial interests and for local private sector development?

Additional Objectives	Results: Description of change and evidence
Danish commercial interests	<p><u>Agriculture and rural development:</u></p> <ul style="list-style-type: none"> • There has been an engagement of Danish competences in the values and standards in TVET schools. But no direct commercial gain for Danish companies. <p><u>Education and skills development:</u></p> <ul style="list-style-type: none"> • Danish Lillebælt Academy continues its successful cooperation with the IBCM and issues a diploma for graduates of the BA programme.
Local private sector	<ul style="list-style-type: none"> • Over 2000¹¹ local economic actors (households and agri-business entities) have been supported in their agricultural activities. • As reported by the impact assessments carried out by SDC/Helvetas and a consultancy firm (ADE), there were significant income increases (over 50%) when compared to the pre-project baseline. (<i>Final Impact Study of Rural Development Grant Project in Kosovo, ADE, May 2016</i>) • Over 50% of the IBCM graduates are employed in the private sector, it would be plausible to assume that by bringing in their skills they would increase the economic effectiveness of businesses. Furthermore, some 25% of the graduates work for public administrations, which could also potentially impact positively by improving the understanding of business in the public sector.

EQ 3-4 Q3: Are these results sustainable and have they had a wider, transformational impact on the country/region/sector/area in question? **Q4:** What are important factors related to the policy dialogue, context, programme design, and/or implementation that have contributed to achieving and sustaining results and transformation?

	Findings
Impact and significance of the change (transition and transformational effect) (EQ 3)	<p><u>Agriculture and rural development</u></p> <ul style="list-style-type: none"> • It is difficult to verify the impact of the agricultural projects in absolute terms, i.e. how many farmers and processing centres continued using the know-how provided, and sustained and built upon the results of grant programmes. The 2013 impact assessment by SDC/Helvetas¹² indicated significant improved performance of the sample group of beneficiaries. Compared to non-beneficiaries, income in the sample group rose by 75% and lending increased by 4 times and there was an increase in employment of over 50%. However, the question of whether any wider value chain effects were observed or not, remains open: so far, no studies have been undertaken to determine whether any farmer collaboration, contract farming, vertical integration within

¹¹ Estimate of the evaluation team based on data in different documents.

¹² <http://helvetas-ks.org/HPK/en/documentation.html>

the chain, quality standards and monitoring, supporting infrastructures and services were sustainably promoted or not. Nevertheless, the impact on income and employment is impressive in its own right.

- Similarly, the Impact Study (July 2015-May 2016) of the Rural Development Grants Programme (Component 1 – grants managed through World Bank) of the project that supports the Kosovo Agricultural Sector Strategy indicated an average increase in incomes of 56%. In absolute terms the average annual income per farm enterprise increased with EUR 3,660. However, the study recorded a much lower increase in the turnover of food processing enterprises (16%) over the project period. It is worth noting that the study finds that the improvements were impressive at farm level; e.g. livestock, unprocessed milk and fruit production; however, results in the further processing and food production parts of the value chain lagged behind. The study concludes that the effects on value chains have been marginal. The underlying reasons given for the absence of a wider transformational impact were the lack of advisory services, inadequate land consolidation, constraints in accessing finance and the high level of investments in equipment and buildings that were not efficiently used (so called deadweight losses). The conclusions might be too negative if taken in a longer-term perspective. It will take time for the benefits to feed through the entire value chain, and if and when the constraining effects of the inadequate enabling environment are relieved the investments made so far could prove more catalytic than they appear to have been so far.
- SHE-ERA Women Business Association made a notable impact by supporting women-entrepreneurs to expand their businesses. No study has been made of the impact of these businesses on income and employment but the prospects look promising. Especially notable is the inclusion of entrepreneurs in North Kosovo where there it is likely that the project has and will contribute to post-conflict rehabilitation of the economy (Interviews).
- The impact of Danida's funding of the agriculture sector through EFSE did not have a direct impact on expansion of value chains as the loans were mainly for seasonal credit. It could be argued however that the loans might have helped to sustain many current value chain operations by providing working capital. (*EFSE's Study on Agricultural Finance in Kosovo, 2014*)

Education and skills development

- By the time of finalisation of the second component of EPBSD project, it was difficult to estimate the impact of the upgraded TVET schools. Nevertheless, it would be plausible to say that some impact could be expected as: i) the rate of employment of graduates of the TVET schools reached stable level of 30% for the last two years; iii) the dropout rates declined; ii) there was a gradual trend in the schools from providing a general gymnasium education to adopting a professional TVET's approach that was linked to the market demands for skills; iv) several proposals developed by the project were utilised

	<p>for the new TVET law in 2013, and v) the student support service model developed by the project which created links between the employment market and the schools has now been incorporated in the national educational strategy 2011-2016. All these elements serve to improve the capacity of Kosovo to develop relevant skills among its youth that will foster improved agricultural performance.</p> <ul style="list-style-type: none"> • IBCM has evolved to an educational institution that meets EU standards of teaching. The students recognise that the courses at IBCM provide them with good prospects for employment prospects and gaining a sustainable livelihood after graduation. • The IBCM is a viable and effective initiative of rapprochement between the North and South in Mitrovica. Through IBCM, officials, trainers, lecturers, researchers and students from both North and South are working together to achieve a high standard of education and contribute to local business and public administration. Though it is too early to assess, there is a prospect that IBCM graduates ultimately become ‘change agents’ which can be instrumental in advancing the economy and post-conflict peacebuilding.
Prospects for sustainability (EQ3)	<p><u>Agriculture and rural development</u></p> <ul style="list-style-type: none"> • The know-how and skills developed by the project(s) are likely to be sustained. The economic gains at farm level are in principle sustainable but also dependent on farmers managing their debt levels and on a continued development of value chains and marketing channels. The agri-businesses such as food processors are more vulnerable to changing market conditions. However, provided the IPARD and later the EU common agricultural policy (Kosovo would be eligible once it is a EU member state) take place there will be a long term and continuous stream of support that will build on the efforts started under the projects co-financed by Danida. Thus, it is likely that the long process of modernising and commercialising of the agricultural sector (that has been started under the projects co-financed by Danida) will continue and in this light, there are prospects for sustainability, if not of the individual projects, then at least of the overall policy direction. (<i>Impact studies by SDC/HELVETAS and ADE; EFSE’s Study on Agricultural Finance in Kosovo 2014 and Indebtedness Studies in Kosovo</i>) <p><u>Education and skills development</u></p> <ul style="list-style-type: none"> • The third component of the EPBSD project implemented by SHE-ERA appears to have achieved sustainable results since none of the businesses of the supported women entrepreneurs failed during the first four years. A contributing factor is the proactive role SHE-ERA has fulfilled as advisor and intermediary between the enterprises and the other actors in the value chain in which these female entrepreneurs are involved. In other words, it is likely that the benefits will be sustained. • There are good prospects for sustaining the results on achieving a link between the TVET schools and the labour market because i) the student support centres have been incorporated into national policy

	<p>and ii) three of four participating municipalities have agreed to fund the expenditures for the student support centres. However, there are still threats to sustainability because the national policy is still not fully implemented and the municipalities have not yet transferred funds to the student support centres. To continue and scale up the results, the TVET schools would need further funding for teacher training, new guides books, as well as maintaining the orchards and machinery/tools and it is not immediately clear where the necessary funds will come from. (<i>EPBSD Component II – MEST progress reports; Interview with MAFRD officials</i>)</p> <ul style="list-style-type: none"> • The achievements of the IBCM project have good prospects of sustainability. IBCM now has two brand new campuses (December 2013 in North and June 2016 in South) equipped with information management systems, libraries, dormitories and facilities for events. There is also political support for IBCM both in the South and North. An instance of this took place in 2016 when the first promotional event, organised by the South campus in the North, was perceived very positively. The college also enjoys academic and promotional support of the Danish Lillebælt Academy, and other partners in Poland, Finland, which will tend to sustain the academic level reached. The study programmes are accredited by Evaluationsagentur Baden-Württemberg and the Kosovo Accreditation Agency, which are members of European Quality Assurance Network for Higher Education. This further ensures high enrolment numbers. The two main concerns have been the stability of teaching staff and the relatively high (over 30%) drop-out ratio. To overcome these the IBCM intends to continue to improve cooperation and exchange of academic staff with EU member state partners and to provide for a comprehensive pre-enrolment English language course. Student support and attendance monitoring systems are planned to be upgraded.
<p>Explanatory factors for the change (lack of change) (EQ4)</p>	<p><u>Agriculture and rural development projects:</u></p> <ul style="list-style-type: none"> • The lack of transformative change in the value chains, recorded by the various studies, can be explained by many factors related to the time scale and critical mass required to influence and achieve a sustainable and robust value chain. It can also be explained by the market situation in Kosovo. The Kosovo agricultural market has been dominated by imported primary and processed products. Since about 2009, increasing donor assistance and an abundance of grant and micro-credit funds has gradually helped the farmers to fulfil the niche for primary production. The momentum of ‘cheap and easy’ funding availed by Danida and other donors, coupled with temporary consultancy, made it possible to reduce the cost of entry into and expansion of primary farming activities. However, this has not yet led to a corresponding increase in agro-processing because the scale of the domestic market, infrastructure constraints and the structure of the agriculture sector, which combine to make agro-processing uncompetitive with other countries. (Nevertheless, as noted earlier, it is still early days and it

	<p>might be that with the lapse of time and with improvements in the enabling environment, wider transformational impacts will become evident) (<i>EPBSD and KARDP project's progress reports, impact studies by Helvetas and ADE, agricultural finance study of EFSE, interviews with farmers and SHE-ERA</i>).</p> <p><u>Education and skills development</u></p> <ul style="list-style-type: none"> • The results achieved by the IBCM can be explained by the adoption of a participatory and inclusive approach that involved a range of donors, municipalities and educational partners (including those from abroad). The Danish support was harmonised with a range of other efforts. The college management itself was also highly professional and committed to the project and made efficient use of the resources available for establishing the college. The high quality of education provided and comprehensive curricula and advanced cooperation and promotion practices that were introduced further contributed to the positive image of the college and created a high demand for its programmes. This demand was an important factor in creating and sustaining the results e.g. success stories of past graduates increased the positive perception of the quality of the study programmes, attracted better students and led to a positive spiral of improvement. • The main factor that led to the positive change in the SHE-ERA project was the pro-active engagement of the NGO itself and its strategy of providing continuous support to its members and linking weaker members with those that had already achieved success. SHE-ERA proved to be a 'genuine' NGO with a vibrant membership. It maintains a robust network of member institutions and other partners which could provide advice and support. • There are two key factors behind the results of the TVET schools: i) firstly, the implementing unit within the ministry made the project a core task in their work plan and were highly committed to making the project succeed; ii) secondly, the engagement and interaction with the Danish vocational educational sector was instrumental in inspiring and providing a concrete demonstration of how an advanced TVET system functions in practice.
<p>Influence of Danish support</p>	<p><u>Agriculture and rural development</u></p> <ul style="list-style-type: none"> • The Danish support was mainly provided through the provision of funds to projects managed and co-financed by the Swiss Development Cooperation and the World Bank. As a result, the support was harmonised with the efforts of these agencies. Danida added specific value by engaging in project reviews and the design and funding of the evaluation of the support to the value chains. The latter proved instrumental in understanding modalities to successfully engage in strengthening value chains. Danish experts provided technical assistance to MARFD, and provided advice to improve the Kosovo Agricultural and Rural Development Programme 2014-2020. • The Danish support was timely and coincided with a period of steady growth of local farming activities and the substitution of imported

	<p>primary products.</p> <ul style="list-style-type: none"> • The subsidy provided by Danish funds for the EFSE project allowed the project (together with other sources of subsidy) to support partner financial institutions to test approaches on how to handle high-risk loans in the agriculture sector. <p><u>Education and skills development</u></p> <ul style="list-style-type: none"> • The Danish support has been highly influential in the development of the TVET schools not just in terms of providing funds but also in terms of the use that was made of Danish teaching methodologies. • Similarly, the Danish influence in the IBCM project was considerable in terms of funding and exposure to Danish approaches and provided a link to a wider international academic network. As indicated earlier, the Danish Lillebælt Academy issues diplomas for IBCM graduates. Finally, Danida's engagement also encouraged other donors to support IBCM.
Alternative explanations	<p><u>Agriculture and rural development</u></p> <ul style="list-style-type: none"> • Some of the successes in the primary production phases of the value chains could also be explained by the return of emigrants who brought new skills and energy to the agricultural sector. <p><u>Education and skills development:</u></p> <ul style="list-style-type: none"> • The improvements in the TVET schools and IBCM are unlikely to have occurred without the Danish support, or at least it would have taken much longer.

EQ 7-11 (at country level) Q7: What are the lessons learned in relation to engaging Danish competences and partners, including from the private sector, in promoting the overall objectives of the programme and Danish foreign policy interests? Q8: What are lessons learned with regards to choice of modalities? Q9: What are lessons learned with regards to strengthening oversight and monitoring of programmes? Q10: What are the specific lessons learned with regard to applying a human rights-based approach including gender mainstream/focus, minority rights and indigenous peoples' rights? Q11: What are the lessons learned with regards to involvement in and contribution to donor coordination as well as general alignment to national policies?

Issue/ lessons learnt	Findings
Choice of modalities (EQ 8)	<ul style="list-style-type: none"> • Delegated partnerships (in this case for the agriculture and governance sectors) are appropriate where donors crowd the sector and Denmark does not have a history of support to the sector or a physical presence in the country. • Using a partially delegated partnership, where Danida provides some support to the design of the project and also to the later monitoring and evaluation, has proven beneficial and added value. • On the other hand, engaging in a direct grant relationship with non-government institutions or financial agreements with government entities prove to be appropriate under certain conditions. These are: i) when relatively few other donors support a sector (in this case the

	<p>education sector: the TVET schools and IBCM); ii) where Denmark provides value added transferring experiences and systems (e.g. the Danish system of vocational training and certification of business degrees) and; iii) where individual NGOs (in this case the SHE-ERA Business Association which was supported by the Danish funded ‘SHE-ERA project’) operate as a competent niche organisation in society.</p> <ul style="list-style-type: none"> • Financing agreements with government bodies can create ownership and lead to capacity development provided the institution involved is highly committed and integrates the project into its work plan. However, as especially the project with the TVET schools shows there is a risk of delays especially for procurement due to the use of hybrid financial systems (project and government) unless there is already a strong project based system in place.
<p>Strengthening oversight and monitoring of programmes (EQ 9)</p>	<ul style="list-style-type: none"> • Danida’s joint review missions have proven to be a valuable support for the complex and risky projects. (But there is a need to follow up more closely on the implementation of recommendations or the reasons why particular recommendations are not implemented). • The review missions helped to redesign and make the IBCM project more flexible during the transition from phase 1 to phase 2. The reviews empowered the partners, created a close dialogue and ensured that the project was better adapted to the emerging needs. • Internal project monitoring has been efficient for the smaller and more focused components and interventions e.g. SHE-ERA, TVET schools and IBCM where virtually the entire project was under the remit of a single implementing organisation.
<p>Applying a human rights-based approach including gender mainstream/focus, minority rights and indigenous peoples’ rights (EQ 10)</p>	<ul style="list-style-type: none"> • There is a need to document how the human rights based approach and gender mainstreaming have been applied e.g. specific attention was paid to equal participation of women in value chain projects but it was not well documented or presented clearly in the reports. • It is useful to undertake explicit and additional activities that target the principles of the human rights based approach especially where the circumstances are not sufficiently advanced to rely on automatic or widespread mainstreaming of these issues. For example, the IBCM applied a specific approach for economically disadvantaged and minority students called ‘Excellence through diversity scholarship’, whereby some 40 students paid less tuition fee and had an opportunity to use the dormitory for the length of their studies. As another feature of an explicit approach to implementing the principle of inclusion, the buildings and facilities of the new campuses comply with high standards for people with disabilities.
<p>Involvement in and contribution to donor coordination as well as general alignment to national policies (EQ 11)</p>	<ul style="list-style-type: none"> • The close strategic links established with a like-minded donor (Swiss Development Cooperation) have enabled the Danish programme to create early results and avoid heavy transaction and start-up costs. • In a crowded donor context like Kosovo, applying delegated

	<p>partnerships can be instrumental in fostering donor coordination. This is <i>inter alia</i> shown by the example of Denmark opting to support the ongoing intervention implemented by another donor (i.e. the value chain projects implemented by the Swiss Development Cooperation).</p> <ul style="list-style-type: none"> • Providing pooled funding for support to civil society (in this case the Kosovar Civil Society Foundation) ensures that, because of the presence of others donors, there will be strong governance and oversight – this is especially important where there is no permanent or well resourced Danish presence. • Some projects by their nature are self-coordinating with other donors and sources of assistance – an example is SHE-ERA sub-project which because of its network approach has been very active in linking its beneficiaries to various donor-led and governmental grant and consulting facilities that yielded accelerated results.
<p>Engaging Danish competences and partners, including from the private sector (EQ 7a)</p>	<ul style="list-style-type: none"> • The prospects for engaging Danish competences and partners in governance and small scale agricultural activities are limited. • There are prospects for engaging Danish competences in the skills area particularly within TVET where Danish approaches on teaching methods and improving the links to the employment market have shown themselves to be transferable and of value to neighbourhood countries.
<p>Promoting the overall objectives of the programme and Danish foreign policy interests (EQ7b)</p>	<ul style="list-style-type: none"> • A close engagement between the programme and the seconded staff to EULEX or other political bodies is likely to bring information to the design and management of the programme that is valuable in promoting Danish interests. (The Danish representation has taken advantage of the knowledge and insight of the seconded staff and through the representation the programme has benefitted). • There is a sequence and continuity in the different projects supported in Kosovo and all the projects support the overall goals of the Danish Neighbourhood strategy. However, although, the choices are well explained at a project-by-project level in the submission for funding, the overall programmatic direction is less clearly documented. A deliberate country based strategy, provided it did not become inflexible, would still be useful and could serve to make the reasons behind key choices more explicit.

Kosovo Appendix A: Persons Met

Name	Institution	Position
Etienne Patrick	Swiss Development Cooperation	Director
Saranda Cana	Swiss Development Cooperation	Senior National Programme Officer
Victor Popovic	Swiss Development Cooperation	Project Officer SAEK II
Venera Hajrullahu	Kosovar Civil Society Foundation	Executive Director
Fatmir Curri	Kosovar Civil Society Foundation	Program Director
Teuta Purrini Xhabali	Kosovar Civil Society Foundation	Deputy TL
Heini Conrad	Kosovo Helvetia Organisation	Director
Fikrije Zymberi	Ministry of Education, Science and Technology	Agency of Vocational Education & Training and Adult Education
Jehona N. Rexha	Ministry of Labour and Social Welfare (Public Works Program)	Vocational Training Department
Driton Dormaku	Ministry of Labour and Social Welfare (Public Works Program)	Budget and Finance Department
Virgjina Dumnica	UNDP - SAEK	Justice Portfolio Manager
Petrit Skenderi	UNDP - SAEK	Anti-Corruption Adviser
Yllka Gerdovski	UNDP	Programme analyst
Charlone Miller	IBCM	Director
Arjeta Mehmeti	IBCM	Coordinator
N/A	World Bank	Programme officer Kosovo agricultural sector strategy
Arlinda Arenliu	PIU, World Bank, Ministry of Agriculture, Forestry and Rural Development	KARDP Project Director
Kapllan Halimi	Ministry of Agriculture, Forestry and Rural Development	General Secretary
Ekrem Gjokaj	Ministry of Agriculture, Forestry and Rural Development	Director of Department for Economic analysis and Agricultural Statistics
Venera Hoxha	Finance in Motion	Investment Officer, (EFSE representative in Kosovo)
Peter Bach	EULEX-KOSOVO	Head, Strengthening Division

Kosovo Appendix B: Documents Consulted

Government policy documents

National Development Strategy 2016-2021 (NDS):

Action Plan of the Economic Vision of Kosovo 2011-2014¹³:

Kosovo Agricultural and Rural Development Plan 2010 – 2013¹⁴

Kosovo Agricultural and Rural Development Plan 2009-2013¹⁵

Strategic Education Plan in the Republic of Kosovo 2011-2016¹⁶

¹³ http://www.kryeministri-ks.net/repository/docs/Action_Plan_of_the_Economic_Vision_of_Kosovo_2011-2014.pdf

¹⁴ http://www.seerural.org/wp-content/uploads/2009/05/ARDP_2010-13_FINAeng1702011.pdf

¹⁵ <http://www.balkanicaucaso.org/content/download/50492/426276/version/2/file/Strategy.pdf>

¹⁶ http://www.kryeministri-ks.net/repository/docs/National_Development_Strategy_2016-2021_ENG.pdf

Anti-Corruption Strategy and Action Plan 2013-2017; Pushback against corruption (policy note for National Development Strategy)¹⁷
Strategy on the Assistance in the field of Rule of Law 2016-2019¹⁸
'Kosovo Priorities Report 2013', SIGMA Country Assessment Reports, 2013/07, OECD Publishing¹⁹

Employment promotion through business and skills development – EPBSD (2008-2015)

Employment Promotion through Business and Skills Development 2008-2012; Programme Document – Final; November 2007
Danida/TAS, Component description: Improving Access to Financial Services; May 2007
Danida/TAS, Component description: Improving Employability of Youth; November 2007
Inception Review; November 2008
Inception Review; March 2009
Danida/TAS; Review Report 'Kosovo: Employment Promotion through Business and Skills Development (EPBSD) (2008-2013)'; September 2012
Progress Reports of EPBSD project 2008-2011
Annual Reports of the European Fund for South-East Europe 2007-2009
Annual Reports of the Ministry of Education Science and Technology PIU for component 2 (TVET) 2009-2014 (2010 – bi-annual)
Tracer Studies for component 2, 2010-2011
Handbook 'To support local self-governance in Upper Secondary Vocational institutions', MoE, Science and Technology of Kosovo and Aarhus Technical College, 2010
Horticulture Promotion in Kosovo - Impact Study 2010-12; Helvetas, nadel, SDC Kosovo Office
EFSE's Study Report on Agricultural Finance in Kosovo of 2014

Danish Support to Kosovo's National Agriculture and Rural Development Plan

Danish MFA; Concept paper: November 2010
Danish MFA; Summary of Appraisal recommendations and follow-up recommendations; June 2011 and Appraisal Report, June 2011
Implementation Support Mission; October 29-November 2, 2012; Aide Memoire
Internal Review Note; 6 November 2013
The World Bank; Report No: 75056-XK; Project paper on a proposed Additional grant and restructuring; in the amount of DKK 51,900,000 million to the Republic of Kosovo for Danish support to the Rural Development Grant Program; August 27, 2013
Project Completion Report for Component C (SHE-ERA); (Activities less than 5 mio. DKK)
Internal Review Note of Danish Support to Kosovo's Agricultural and Rural Development Plan, 2012 – 2015; 30 March 2015
Aide Memoire; Joint Danida –WB Mid-term review mission; March, 2015
Internal Review Note of Danish Support to Kosovo's Agricultural and Rural Development Plan, 2012 – 2015; 30 March 2015
Component C (SHE-ERA): Annual Report 'Support to women entrepreneurs in Agriculture 2012-2015' Annual Report January 2015;
Semestral reports Component A (WB RGDF) 2012-2015, Annual Progress Reports 2012-2014
Impact and in-depth study of Rural Development Grant Programme in Kosovo, ADE, May 2016
Ministry of Agriculture, Forestry and Rural Development, 'Green Report' 2014

¹⁷ <http://plan-rks.org/en/libraria>

¹⁸ [http://www.md-ks.net/repository/docs/Rule_of_Law_Assistance_Strategy_in_Kosovo_2016-2019_\(Justice_and_Internal_Affairs\).pdf](http://www.md-ks.net/repository/docs/Rule_of_Law_Assistance_Strategy_in_Kosovo_2016-2019_(Justice_and_Internal_Affairs).pdf)

¹⁹ <http://dx.doi.org/10.1787/5jz2rqkpjzbq-en>

Sustainable Employment Development Policy Programme I-II (Support for the Multi-Donor Trust Fund for the Kosovo SEDPP)

World Bank: Implementation Completion Report no ICR00002513; October 2012

Danish support to Good Governance in Kosovo

SDC; Democratic Society Promotion (DSP II); Project Document, Phase II, from 01.07.2014 to 30.06.2018; May 2014

UNDP Kosovo; Project Document; Support to Anti-Corruption efforts in Kosovo II 2016-2020; July 2015

Results framework Danish MFA; Internal Grant Committee meeting minutes; November 2015

Review of the project 'Democratic Society Promotion (DSP)'; Patta Scott-Villiers and Besim Nebiu - August 2012; Overseas Development Institute

International Business College in Mitrovica (403. Kosovo.1-10 (10 mln) and 403.Kosovo.1-10-1 (8 mln))

Proposal for a European College Business Studies & Public Administration Mitrovica

Completion Report; December 2011

Progress reports 2010, 2013, 2014

IBCM brochure 2016

Kosovo Appendix C: Survey for final beneficiaries and project intermediaries

A number of final beneficiaries and implementing partners were interviewed using the forms below as a check list. The original surveys are kept on file.

Final Beneficiaries

Project identification (title, status, etc.)	
What is your involvement/role in this project?	
From your viewpoint and knowledge, outline the history and development of the project:	
Are you benefitting from this project? If so how?	
Who are the other people benefiting the project?	
Are you using the outputs generated by this project? (e.g. knowledge transmitted useful?)	
What was the situation before the project?	
Is there anything that can be improved?	
Do you have any other comments?	

Survey for Project Intermediaries

Project identification (title, status, etc.)	
What is your involvement/role in this project?	
From your viewpoint and knowledge, outline the history and development of the project:	
Was the design of this project conducive to HR/D or SEIG?	
Who are the people benefiting the project?	
What have been the main changes / results (or non-results)	
Are the results sustainable?	
What factors or types of intervention were the most influential	
Is there anything that can be improved?	
Do you have any other comments?	

Kosovo Appendix D: Pictures

“Graduating from IBCM is huge kick-start to your career, and is beneficial both here and abroad. For students who graduate from IBCM, the chances of getting a job are very high, in Kosovo and beyond”. Granit Peci, an IBCM student who did his internship in the USA.



Celebration of the graduation at the International Business School Mitrovica

“I have had a unique opportunity to expand my horizons and evolve as an individual into Danish society as well as into the Danish labour market”. Biljana Krsmanovic, an IBCM graduate (both excerpts from IBCM Brochure 2016)



Orchard at TVET school and the guides and teaching handbooks developed by the project.

“Mr. Isuf Jasbari initially greeted and thanked the correct and sincere cooperation between the school principal, MED and MEST/Danida program. He said that the contribution of Danida for vocational school makes him feel proud but they are the first municipalities to follow all the processes step by step ... and confirmed that the budget of EUR 16,100 now is in the budget line for the functioning of the centre for the student services and the

operation of this centre will proceed where Danida left of the Investments”

“This school will be a pilot project and, if successful we will continue with three others” (Progress Report 2014 for the Component 2 of EPBSD project)



Kosovo Appendix E: List of Abbreviations

CSO	Civil Society Organisation
EFSE	European Fund for South East Europe ²⁰
EPBSD	Employment Promotion through Business and Skills Development
EULEX	European Union Rule of Law mission to Kosovo
EVALAG	Evaluationsagentur Baden-Württemberg German Accreditation Agency
FADN	Farm Accountancy Data Network
FiM	Finance in Motion, a representative company of the EFSE in Kosovo
HPK	Horticulture Kosovo Project ²¹
IBCM	International Business School in Mitrovica
ICT	Information and Communication Technologies
IPARD – EU IPA	Instrument for Pre-Accession Assistance in Rural Development – EU Instrument for Pre-Accession
KARDP	Danish Support Kosovo National Agriculture and Rural Development Plan
MARFD	Ministry of Agricultural, Rural and Forestry Development
MEST	Ministry of Education Science and Technologies
MFI	Microfinance Institutions
RDGF	Rural Development Grants Fund
SIGMA – EU-OECD	Support to Improvement of Governance and Management
SDC	Swiss Development Cooperation/Swiss Foreign Affairs Ministry
SEDPP	Sustainable Employment Development Policy Programme

²⁰ This was represented by Finance in Motion in Kosovo.

²¹ This was the first component of the EPBSD project run by SDC and Helvetas.

SHE-ERA
SPACE
SPARK
TVET

Women business association
European Network for business studies and languages programme
Dutch professors network establishing IBCM
Technical and Vocational Education and Training