



2013:2

Sida Decentralised Evaluation

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# Study On Results Of Cooperation Under The Swedish Strategy For Development Cooperation With Kosovo, January 2009-December 2012

Final Report



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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

**Sida Decentralised Evaluation 2013:2**

Commissioned by the Embassy of Sweden in Kosovo

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**Date of final report:** January 2013

**Published** by Citat 2013

**Art. no.** Sida61570en

urn:nbn:se:sida-61570en

This publication can be downloaded from: <http://www.sida.se/publications>

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# Table of Contents

|                                                                                                                                  |           |
|----------------------------------------------------------------------------------------------------------------------------------|-----------|
| <b>Abbreviations and Acronyms .....</b>                                                                                          | <b>4</b>  |
| <b>Preface.....</b>                                                                                                              | <b>5</b>  |
| <b>Executive Summary.....</b>                                                                                                    | <b>6</b>  |
| <b>1 Introduction.....</b>                                                                                                       | <b>10</b> |
| <b>2 Scope Of The Study.....</b>                                                                                                 | <b>11</b> |
| <b>3 Approach And Methodology.....</b>                                                                                           | <b>13</b> |
| 3.1 Document Review .....                                                                                                        | 13        |
| 3.2 Field Work .....                                                                                                             | 13        |
| 3.3 Analysis .....                                                                                                               | 14        |
| 3.4 Limitations .....                                                                                                            | 14        |
| <b>4 Basic Facts – Sector And Project Detail.....</b>                                                                            | <b>15</b> |
| 4.1 Environment And Climate Sector.....                                                                                          | 15        |
| 4.2 Education .....                                                                                                              | 17        |
| 4.3 Democratic Governance And Human Rights.....                                                                                  | 18        |
| <b>5 Assessment Of Outcomes .....</b>                                                                                            | <b>20</b> |
| 5.1 Relevance .....                                                                                                              | 20        |
| 5.2 Effectiveness - Environment and Climate .....                                                                                | 22        |
| 5.2.1 Summary Of Key Results In The Environment And Climate Sector.....                                                          | 23        |
| 5.2.2 Increased Kosovan capacity to deal with long-term ecological and climate-related problems in accordance with EU norms..... | 23        |
| 5.2.3 Strengthened capacity to implement environmental action plans at national and local level.....                             | 25        |
| 5.2.4 Higher productivity in the forestry sector and improved capacity to ensure the sustainable use of forest resources. ....   | 27        |
| 5.2.5 Future Implications – Environment And Climate .....                                                                        | 28        |
| 5.3 Effectiveness - Education .....                                                                                              | 29        |
| 5.3.1 Summary Of Key Results In The Education Sector .....                                                                       | 29        |
| 5.3.2 Increased Kosovan capacity with regards to planning, implementation and follow-up of the sector plan for education. ....   | 29        |
| 5.3.3 More women and men who are professionally active in areas for which they were professionally trained. ....                 | 31        |

|          |                                                                                                                                                             |           |
|----------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|
| 5.3.4    | Future Implications – Education.....                                                                                                                        | 32        |
| 5.4      | Effectiveness - Democratic governance and human rights.....                                                                                                 | 33        |
| 5.4.1    | Summary Of Key Results In The Democratic Governance And Human Rights..                                                                                      | 33        |
| 5.4.2    | To strengthen Kosovo’s civil service by ensuring that relevant institutions function democratically, efficiently and in accordance with EU regulations..... | 33        |
| 5.4.3    | To strengthen the ability of civil society to take a more active part in the development of society.....                                                    | 34        |
| 5.4.4    | Future Implications In Democratic Governance And Human Rights.....                                                                                          | 35        |
| <b>6</b> | <b>Key Findings, Conclusions And Lessons Learned.....</b>                                                                                                   | <b>37</b> |
| 6.1      | Is Swedish support provided in line with the aid effectiveness agenda, specifically regarding ownership and coordination? .....                             | 37        |
| 6.2      | Is the support provided in line with the perspectives of the poor and a rights perspective? .....                                                           | 37        |
| 6.3      | Is Swedish support related to the EU support? If yes, how and to what extent? .....                                                                         | 38        |
| 6.4      | What Lessons Are There That Indicate A Future Focus.....                                                                                                    | 39        |
|          | <b>Annex 1 – List Of Persons Interviewed For The Study .....</b>                                                                                            | <b>41</b> |
|          | <b>Annex 2 – List Of Documents Reviewed For The Study .....</b>                                                                                             | <b>44</b> |
|          | <b>Annex 3 – Terms Of Reference .....</b>                                                                                                                   | <b>49</b> |
|          | <b>Annex 4 – Inception Report .....</b>                                                                                                                     | <b>52</b> |

# Abbreviations and Acronyms

|          |                                                                                                                        |
|----------|------------------------------------------------------------------------------------------------------------------------|
| ADA      | Austrian Development Agency                                                                                            |
| CBERP    | Capacity Building and Education Reform Project                                                                         |
| CRD      | Civil Rights Defenders                                                                                                 |
| EC       | European Commission                                                                                                    |
| EU       | European Union                                                                                                         |
| IBCM     | International Business College Mitrovica                                                                               |
| JFA      | Joint-funding Agreement (within the education sector).                                                                 |
| KAS      | Kosovo Agency for Statistics (formerly the Statistics Office of Kosovo)                                                |
| KES      | Kosovo Environment Strategy                                                                                            |
| KESP     | Kosovo Education Strategic Plan                                                                                        |
| KFA      | Kosovo Forest Agency                                                                                                   |
| KtK      | Kvinna till Kvinna                                                                                                     |
| LEAP     | Local Environment Action Plan                                                                                          |
| MAFRD    | Ministry of Agriculture, Forestry and Rural Development                                                                |
| MDP      | Municipal Development Plans                                                                                            |
| MESP     | Ministry of the Environment and Spatial Planning                                                                       |
| MEST     | Ministry of Education, Science and Technology                                                                          |
| MIPD     | <i>Instrument for Pre-Accession Assistance (IPA) Multi-annual Indicative Planning Document (MIPD) 2011-2013 Kosovo</i> |
| MuSPP    | Municipal Spatial Planning Programme                                                                                   |
| NEAP     | National Environment Action Plan                                                                                       |
| NEIS     | National Environmental Investment Strategy                                                                             |
| NGO      | Non-government organisation                                                                                            |
| OPC      | Olof Palme International Centre                                                                                        |
| SEA      | Strategic Environmental Assessments                                                                                    |
| Sida     | Swedish International Development Cooperation Agency                                                                   |
| Strategy | <i>Sida's Strategy for development cooperation with Kosovo (January 2009-December 2012)</i>                            |
| SWAp     | Sector-wide Approach                                                                                                   |
| USAID    | United States Agency for International Development                                                                     |

# Preface

This independent study was commissioned in August 2012 by the Embassy of Sweden in Pristina through Sida's framework agreement for reviews and evaluations. Indevelop undertook this evaluation between September- December 2012 and provided management and quality assurance of the process and deliverables.

Anna Liljelund Hedqvist was Project Manager at Indevelop with overall responsibility for managing the implementation of the review, and quality assurance of the reports was performed by Dr Ian Christoplos, Project Director, who also provided methods support throughout the assignment. The independent review team included the following members:

- Mr Jim Newkirk, Team Leader and evaluator with more than 30 years of experience from international development work.
- Ms. Mexhide Spahija, junior evaluator who has experience within the fields of political processes, democracy and gender issues.

# Executive Summary

## Study Scope

The intent and scope of the study was in four areas:

- To present the basic facts on the projects designated to be included in the study.
- To assess the relevance and effectiveness of the Swedish programme in relation to the country's needs, specifically in relation to EU integration. Per discussions between the evaluators and Sida, emphasis was placed on effectiveness before relevance, although both have been analysed.
- To make an assessment of outcomes, what has – or has not – been achieved in relation to the set outcome objectives.
- To draw conclusions from the analysis, particularly in relation to the overall outcome of the strategy, lessons learned and possible ways forward.

Thirteen project initiatives were designated to be part of the study:

- Preparation of Kosovo Environmental Strategy and the National Environmental Action Plan.
- Support of Local Environmental Action Plans.
- Support to Kosovo Private and Decentralised Forestry.
- Support to the designing of a SWAp in the Education and Forestry Sectors.
- Capacity Building and Education Reform Project.
- Support to the International Business College of Mitrovica (IBCM).
- Support to the improved Property Tax.
- Support to Olof Palme International Center.
- Support to Civil Rights Defenders.
- Support to KtK.
- Support to the Statistical Office.
- The Municipal Spatial Planning Programme.
- Forum Syd.

## Study Methodology

A full document review was undertaken. A wide range of documentation on each of the 13 selected projects, as well as strategic and evaluation documents covering Sida's Balkan programmes was studied. A range of material from both government and EU sources (strategies, policies, plans) added a wider perspective to the study inputs, and further breadth was added through studies and reports of a variety of institutions.

Field work consisted of interviews with Sida personnel, project implementers, representatives of the Kosovo Government (directly involved in Sida-funded initiatives), municipal personnel participating in or benefitting from Sida-funded projects, other project beneficiaries and a number of discussions with individuals and organisation representatives external to Sida and its activities. This latter group comprised repre-

sentatives of other donor agencies, think tanks and academics, with specific knowledge and experience of Kosovo, the Balkans, European integration and the sectors covered by the study. A total of 52 people were interviewed: 5 Sida staff, 5 Government of Kosovo representatives, 15 project implementation personnel, 11 final beneficiaries (including 6 Municipality representatives), 6 other donor agencies, and 10 other individuals/organisational representatives who are knowledgeable on the subject but are not directly associated with Sida's programme in Kosovo.

Material from the desk review and the field work was then analysed against the evaluation framework, with a focus on analysis within the three sectors and seven strategic objectives of the strategy, as well as in relation to Sweden's overall objective for its support to Kosovo.

## Study Findings

### *Climate and Environment*

The Kosovo Environmental Strategy and the National Environmental Action Plan create a structural framework for environmental management, nationally and locally, and are directly in line with Kosovo's approximation strategy and with EU accession.

There is a demonstrable improvement in capacity to implement environmental action plans, notably at the local level. Local Environment Action Plans and municipal spatial planning initiatives have created a structural/policy/strategic framework, and are developing technical and management capacity that will be of importance over the longer term.

Ongoing Swedish support will be effective where it continues with its focus on municipalities, and on discrete components of the National Environmental Investment Strategy.

Swedish support is making a direct and important contribution to productivity and the sustainable development of Kosovo's forests. The work being undertaken is an effective example of how links between Sida, the private sector, the Government of Kosovo, and municipality and EU priorities in sustainable resource development can deliver outcomes.

### *Education*

The Kosovo Education Strategic Plan, the sector plan for education is in place - it is a well-formulated planning document that is being used in developing a long-term planning outcome, which includes Joint Annual Reviews.

There are targeted capacity gaps that are the focus of specific assistance to strengthen ministry performance in planning and budgeting. The Kosovo Education Strategic Plan has paved the way for the sector-wide approach.

### *Democratic Governance and Human Rights*

Swedish contributions to change in public service continue to be relatively significant components of change in democratic governance, and have a clear place in future planning. These include well-recognised initiatives in property taxation transparency

and collection, and in the ability of the Kosovo Agency for Statistics to gather and report on fundamental statistics.

The projects addressing environmental and spatial planning have contributed to outcomes in democratic governance as they develop the knowledge and skills of municipal administrations.

The type and range of assistance to civil society (organisational strengthening, strategic thinking and planning, leadership development, advocacy and watchdog skills, involvement with municipal and national agencies in development and monitoring of legislation, policy development) are all of particular importance to civil society's growing ability to influence government on matters related to human rights, discrimination, transparency, corruption and democratic governance.

#### *Swedish Support and EU, Kosovo Priorities*

Swedish support is a particularly good example of how donor assistance can be applied within the priority framework of the host country, and with a focus on national ownership and national/donor coordination. Assistance with the Kosovo Environment Strategy, National Environmental Action Plan, Local Environmental Action Plans, Kosovo Education Strategic Plan and National Environmental Investment Strategy are all examples of addressing contributions to national priorities.

A high level of focus on effective coordination, with the Government of Kosovo, the EU and other donors is also notable, which has a positive impact on the relevance, effectiveness and potential for impact of Swedish contributions.

Swedish support is provided in a framework that is specifically relevant to EU support. There is largely a strong correlation between the priorities of the Government of Kosovo and the EU, and the work funded with Swedish contributions.

A linkage can be seen between Swedish priorities and initiatives and a rights perspective. This is most notable in the work done by framework organisations with civil society, where the rights perspective is the specific focus.

The linkage to the poor is not specifically clear. The focus on EU approximation makes it difficult to establish specific priorities related to poverty within the support.

Some of Sida's priorities are within the frameworks of EU and Government of Kosovo policies, but are not within the current fiscal focus of either. As a result, Swedish financial support is not linked to EU or Government of Kosovo financial flows.

#### **Lessons Learned And Future Directions**

Where institutional capacity (to plan, strategise or interact with the public) is being built more deeply in structures, and where implementation systems are being put into place, outputs and outcomes become much more noticeable and significant. Support, within Sweden's strategic framework, that improves knowledge, skills and systems within governance structures (municipal or national agencies) is worth pursuing, as institutional strategic and management capacity is not firmly established.

Continued support for SWAs can contribute to improvements in the rational manner of work in ministries, as they improve government systems, but they must be

monitored closely to ensure that the overall support to sector planning is delivering an effective return, such as improved service delivery.

Further support to the work in the forestry sector is needed, particularly targeting effective communication and coordination between the private sector and national and municipal environmental and planning structures. This area (notably the private sector component) will fit within EU priorities for IPA 2 as currently understood, and has the potential to contribute to coherence and harmonisation.

All work with planning, and particularly that related to the environment (Local Environmental Action Plans, Strategic Environmental Assessments and Municipal Development Plans) has significant value in sustainable development, capacity-building (in planning, strategy and institutional development), and democratic governance, particularly in developing effective relationships between the government, private sector and civil society at the local level.

# 1 Introduction

Kosovo's political, cultural and economic directions are toward Europe. The European Union plays an integral role in Kosovo's development, and the European Commission is the single most prominent organisation. The EU is by far the single largest donor providing assistance to Kosovo. Kosovo's integration programme, also supported by Sweden, is hampered by issues related to recognition, as only 22 of the EU's 27 member states have recognised Kosovo's independence. Kosovo's development is hampered by a range of factors such as an underdeveloped economy and high unemployment, and has significant deficiencies in the educational system that contribute to structural weaknesses. Corruption is a significant issue, as is organised crime, and there are major issues to address in the environmental sector.

Government ownership has been weak, and there is little experience within government in donor coordination, or with processes of 'driving' the donor agenda to align with government priorities. The country is young, and long-term development cooperation is a recent phenomenon. Many donors continue to provide project support based on their own, rather than governmental, priorities. Sector-wide approaches do not operate, and experience in government and with donors is weak in this area.

In this context, the *Background Memorandum*, prepared by the Swedish Embassy in Pristina, provides a range of relevant data and analysis that are particularly useful in the formulation of this report. The Memorandum states, '*The purpose is to review whether the cooperation strategy is still relevant given the economic and political developments taken place in Kosovo and the region since the decision of the strategy in 2009. The review also needs to put the development cooperation in the context of other Swedish engagement in Kosovo to enforce coherence.*'<sup>1</sup>

Beyond the three designated sectors of support, the following areas have been the underlying priorities of Swedish assistance during the current strategy period: 'Kosovo's own priorities', 'local ownership of the development agenda', 'more extensive use of Kosovo's own structures when planning, implementing and following up development measures' and 'integrated programmes based on Kosovo's own development strategies in sectors of relevance to Swedish development cooperation'.

This study looks at the current relevance of these statements, sectors, strategies and specific support, and attempts to address specific questions for Sida regarding relevance, effectiveness and future directions for support in Kosovo.

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1 A *Background Memorandum to the Mid-Term Review of the Strategy for Development Cooperation with Kosovo 2009 – 2012*. Embassy of Sweden, Pristina.

## 2 Scope Of The Study

Per the terms of reference, the intent and scope of the study was in four areas:

- **Basic facts:** A short and concise presentation of the areas of cooperation. What projects and programmes are included? How long have they been running? Who are the stakeholders?
- **Relevance and effectiveness:** An assessment of relevance and effectiveness of the Swedish programme in relation to the country's needs, specifically in relation to EU integration.
- **Assessment of outcomes:** What has – or has not – been achieved in relation to the set outcome objectives? An analysis of feasibility, including the implementing capacity of the cooperation partner, should be included. The findings in the evaluation should be exemplified with evidence-based data emanating from specific contributions.
- **Conclusions:** The conclusions should include an analysis of, if and how the sector outcome achievements have contributed to the overall objective of the strategy, and provide recommendations regarding possible ways forward.

As part of the inception process, further discussions were held with Sida in Pristina on the details of these four points, and priorities within them. These priorities were discussed in the inception report and the subsequent inception meeting (held on 21 September 2012) minutes. Per the minutes, 13 project initiatives were confirmed as the focus of the study. They are:

1. Preparation of Kosovo Environmental Strategy and the National Environmental Action Plan.
2. Support of Local Environmental Action Plans.
3. Support to Kosovo Private and Decentralised Forestry.
4. Support to the designing of a SWAp in the Education and Forestry Sectors.
5. Capacity Building and Education Reform Project.
6. Support to the International Business College of Mitrovica (IBCM).
7. Support to the improved Property Tax.
8. Support to Olof Palme International Center.
9. Support to Civil Rights Defenders.
10. Support to KtK.
11. Support to the Statistical Office.
12. The Municipal Spatial Planning Programme.
13. Forum Syd.

These 13 form the basis of the discussion on Basic Facts below.

Further, as discussed in the minutes, ‘Sida highlighted that based on the above discussion on method, delimitations, width and depth with regard to the evaluation questions in the terms of reference, the following should be guiding principles:

- Emphasis on the Swedish contribution to achieving the sector objectives, not the individual projects;
- Emphasis should be placed on Questions 1 and 2 (1. Did Sweden contribute to the achievements of the seven outcomes in the cooperation strategy? If yes, how and to what extent? 2. Have results within the sectors at the outcome level contributed to the overall achievement of the objective of the Swedish cooperation strategy?);
- Analysis of contribution to achievement, thus effectiveness to come BEFORE relevance;
- Analysis of results, i.e. achievements come BEFORE forms of cooperation and modalities of development assistance; and
- Deliberations of lessons learned come BEFORE recommendations.’

These ‘guiding principles’ are used below in the detailed discussion on relevance and effectiveness.

## 3 Approach And Methodology

The perspective of the evaluators was that the study should be a useful tool for Sida in understanding and analysing the priorities of its existing strategy and its effectiveness and relevance to Kosovo in relation to Swedish development priorities. The work of the evaluators was seen as providing a document that could be utilised by the Foreign Ministry and Sida in formulating future development cooperation approaches in Kosovo. The approach and methodology focused at this level - provision of a Sida-level analysis of the overall programme that can be used in developing future strategic priorities and directions. There should be an indirect value here in the utilisation of the study by the Government and the EU in bilateral discussions on priorities and harmonisation.

The evaluation sought to synthesise outcomes of the Swedish-funded programme, drawing on, but not emphasising the individual projects, and looked at sectoral objectives (the key seven) as well as the overall objective of EU integration.

The Study methodology had three components:

### 3.1 DOCUMENT REVIEW

A full document review was undertaken. A wide range of documentation on each of the 13 selected projects, as well as strategic and evaluation documents covering Sida's Balkan programmes, was studied. A range of material from both government and EU sources (strategies, policies, plans) added a wider perspective to the study inputs. Further breadth was also added through studies and reports of a variety of institutions. A detailed list of documentation is found at Annex 2.

### 3.2 FIELD WORK

Field work consisted of interviews with Sida personnel, project implementers, representatives of the Kosovo Government (directly involved in Sida-funded initiatives), municipal personnel participating in or benefitting from Sida-funded projects, other project beneficiaries and a number of discussions with individuals and organisation representatives external to Sida and its activities. This latter group comprised representatives of other donor agencies, think tanks and academics, with specific knowledge and experience of Kosovo, the Balkans, European integration and the sectors covered by the study. A total of 52 people were interviewed: 5 Sida staff, 5 Government of Kosovo representatives, 15 project implementation personnel, 11 final beneficiaries (including 6 municipality representatives) 6 other donor agencies, and 10 other individuals/organisational representatives knowledgeable on the subject but not directly associated with Sida's programme in Kosovo.

The evaluators developed a number of ‘field instruments’, which were used as appropriate to the nature of the interlocutor’s role in the programme and the specific nature of the initiative (sector and project). One-on-one interviews (face-to-face or over Skype), or interviews with two or three representatives of a specific organisation were held, as well as three separate focus group conversations. These focus groups allowed enquiry to take place within a slightly different framework, putting the discussions in a different perspective. The two groups were:

- Partners of the Olof Palme International Centre – civil society organisations.
- Two separate focus group meetings with municipal and civil society representatives from the Environment and Climate Sector at meetings in the Junik and Istog Municipalities.

A complete list of interviewees is found at Annex 1.

## 3.3 ANALYSIS

Per the terms of reference, and as indicated above, the analysis falls into four categories (basic facts, relevance and effectiveness, assessment of outcomes and conclusions). In practical terms, the analysis of relevance and effectiveness has been undertaken within the framework of the three sectors and seven strategic objectives (within the assessment of outcomes section). Key findings and conclusions (with an emphasis on lessons learned, not recommendations, per the inception meeting) are formulated from the discussion on outcomes.

## 3.4 LIMITATIONS

As was discussed during the inception period, the evaluation was somewhat constrained in the effectiveness of its analysis by the relatively limited depth and breadth of feedback available during the allocated evaluation time period – the evaluators depended heavily on the views of individuals within project contexts and on those of interlocutors not involved directly in the Sida programme. The evaluators triangulated findings where possible, but there were limits regarding opportunities to independently confirm or verify evidence from secondary sources or the information received from interviewees.

## 4 Basic Facts – Sector And Project Detail

Sida's cooperation in Kosovo, per the *Strategy*, was in three sectors – Environment and Climate, Education and Democratic Governance and Human Rights. Each of the 13 projects included in the study fit within one of these sectors. This section of the report looks at the basic facts about each of these 13 projects, in the context of its sector. This summary section of the report is intended to give the reader a basic understanding of the initiatives in each sector, financial contributions and the intended outcomes. In volume terms, Swedish development cooperation with Kosovo for the period 2009–2012 will total SEK 80 million per year.<sup>2</sup>

### 4.1 ENVIRONMENT AND CLIMATE SECTOR

|                                                                                                                          | <b>Project Imple-<br/>menter</b> | <b>Gov (or other)<br/>Partner</b>                                                | <b>Length Of<br/>Support</b>           | <b>Level Of Fund-<br/>ing Provided</b> | <b>Intended Benefi-<br/>ciaries</b> | <b>Programmed Outcomes</b>                                                                                  |
|--------------------------------------------------------------------------------------------------------------------------|----------------------------------|----------------------------------------------------------------------------------|----------------------------------------|----------------------------------------|-------------------------------------|-------------------------------------------------------------------------------------------------------------|
| <b>Preparation of<br/>Kosovo Envi-<br/>ronmental<br/>Strategy and<br/>the National<br/>Environmental<br/>Action Plan</b> | SWECO and<br>Eptisa              | Ministry of Envi-<br>ronment and Spatial<br>Planning, Govern-<br>ment of Kosovo. | August 2010 –<br>March 2011            | SEK 2,400,000                          | Government of<br>Kosovo – MESP.     | An updated and revised KES and an accompanying NEAP pre-<br>sented to the GoK before the end of March 2011. |
|                                                                                                                          | SWECO and<br>Eptisa              | MESP                                                                             | Sept 2011 –<br>March 2012<br>(addendum | Addendum<br>Phase: SEK<br>1,116,450    | Government of<br>Kosovo – MESP.     | Addendum phase: Drafting of the National Environmental In-<br>vestment Strategy.                            |

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<sup>2</sup> <http://www.oecd.org/development/aideffectiveness/34428351.pdf>.

#### 4 BASIC FACTS – SECTOR AND PROJECT DETAIL

|                                                             |                                           |                                                                              |                               |                                                                                    |                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-------------------------------------------------------------|-------------------------------------------|------------------------------------------------------------------------------|-------------------------------|------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                             |                                           |                                                                              | phase).                       |                                                                                    |                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| <b>Support of Local Environmental Action Plans</b>          | REC for Central and Eastern Europe. MESP. | Municipalities in Kosovo as part of a regional project.                      | 36 Months                     | For the regional programme: EUR 2,609,362.50.                                      | Five municipalities in Kosovo-the regional programme. MESP.                                                        | <ul style="list-style-type: none"> <li>Improving environmental planning.</li> <li>Providing environmental investments.</li> <li>Improving environmental management.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|                                                             | REC Kosovo for LEAP SK. MESP.             | LEAP SK – Municipalities in Kosovo.                                          | LEAP SK – a further 24 months | LEAP SK – SEK 10,000,000.                                                          | A further 10 Kosovo municipalities. MESP.                                                                          | Mitigate environmental degradation by effectively linking key development planning processes in beneficiary municipalities. Positioning municipalities as key-players for identification and cooperation with potential national and local sources of funding for priority municipal projects. Open and transparent process for public participation in environmental decision-making. Capacity of the participating municipalities for gender responsive environmental planning and implementation/systems for environmental planning and implementation are gender responsive. Creation of capacities to develop LEAP implementation plans and gain additional skills on identification and utilisation of financing options.                                                                                                                                                   |
| <b>Support to Kosovo Private and Decentralised Forestry</b> | SNV                                       | Ministry of Agriculture, Forestry and Rural Development Kosovo Forest Agency | 2009 – 2012 48 months.        | SEK 29,840,000 (Euro 3 million) (Sida component). SNV component 580,000 Euros.     | Private forest owners through the private forest associations. Municipalities and their communities                | The project has a regional and a Kosovo focus. Kosovo focus is: Private and decentralised forest is supported via an effective institutional and organisational framework. Proper sustainable forest management practices are available and provided support to private and decentralised forestry. Regarding added forestry education - increased capacity of forestry engineers in Kosovo through university education.                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|                                                             | SNV                                       | Environmentally Responsible Action (ERA) group - Kosovo                      | 30 months.                    | SEK 4,608,911.66 Addendum to the project: Component Sustainable Development Kosovo | (Environmental) civil society; local authorities; over 50 schools (pupils and teachers); rural alpine communities. | Education for Sustainable Development for local schools (especially with out-door activities and focused on sustainable forestry, climate change, personal sustainable lifestyle changes), along with raising public awareness and the provision of a physical focal point for sustainable alpine development is successfully implemented by the Sustainable Mountains Education Centre located in Peja. Increased capacity through increased quantity, quality and networking, of NGOs working for the sustainable development of the Accursed Mountains region, plus the results of the Sustainable Alpine Development Initiatives. Sustainable Forest Management at the municipality level with involvement of local communities resulting in increased income and economic growth opportunities while contributing to the conservation of natural resources and biodiversity. |
| <b>Support to the</b>                                       | SIPU Interna-                             | MEST and                                                                     | January 2012 –                | SEK 2,804,000                                                                      | MEST and                                                                                                           | Assist development of a Performance Assessment Framework                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |

|                                                                                    |            |       |                           |                |                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|------------------------------------------------------------------------------------|------------|-------|---------------------------|----------------|---------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| designing of a SWAp in the Education and Forestry Sectors (also Education sector). | tional AB  | MAFRD | June 2013 – 18 months.    |                | MAFRD               | (PAF). Assist with Joint Annual Reviews (JAR). Assist MEST and MAFRD in the dialogue on a joint donor support mechanism under a Pooled Fund. Updating of priorities and costing of the Capacity Development Plan. Assist MEST and MAFRD in bringing Ministries and DPs together. Assist MAFRD in preparation of the PIPs.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| The Municipal Spatial Planning Programme – Phase 3                                 | UN Habitat | MESP  | 36 months - 2011 to 2014. | SEK 32,000,000 | MESP municipalities | <p>The specific objective of the Programme is to <i>strengthen central and local level institutions as well as stakeholder groups for support to the participatory and inclusive planning process at all levels</i>. This process would lead to improved and inclusive municipal and urban development planning, which takes into account the needs of both men and women and results in strategic plans, and establishes processes that will give direction to rational public and private investments and sustainable municipal and urban development. This will also lead to improved governance.</p> <p>Another specific objective of the programme is to <i>improve living environment through rational use investments</i> including strategic capital projects and special emphasis on improved living conditions in informal settlements. This will also lead to the improved security of tenure.</p> |

## 4.2 EDUCATION

|                                                                                                         | Implementing Agency | Gov (or other) Partner | Length Of Support | Level Of Funding Provided | Intended Beneficiaries | Programmed Outcomes                                             |
|---------------------------------------------------------------------------------------------------------|---------------------|------------------------|-------------------|---------------------------|------------------------|-----------------------------------------------------------------|
| Support to the designing of a SWAp in the Education and Forestry Sectors (also Env and Climate sector). | See above.          |                        |                   |                           |                        |                                                                 |
| Capacity Build-                                                                                         | SIPU                | MEST                   | 5/2009 – 6/2010   | SEK 3,750,000             | MEST                   | To improve strategic planning of MEST and incorporate all rele- |

|                                                                          |       |                                        |                                                    |                       |                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|--------------------------------------------------------------------------|-------|----------------------------------------|----------------------------------------------------|-----------------------|---------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>ing and Education Reform project</b>                                  |       |                                        | – extended to end 2011.                            | including amendments. |                                                               | <p>vant areas of education into a comprehensive policy and implementation plan.</p> <p>To improve the integration between and performance of sector operational planning, sector budgeting and sector financing of prioritised needs and mitigate the risks in these systems.</p> <p>To develop capacity in the MEST.</p>                                                                                                                                                                                            |
| <b>Support to the International Business College of Mitrovica (IBCM)</b> | SPARK | MEST and the Municipality of Mitrovica | 2008 – 2011 and a second programme from 2012-2014. | SEK 60,000,000        | Potential civil servants, potential private sector employees. | <p>To create a sustainable truly inclusive higher vocational institution, producing young professional civil servants and business leaders in Mitrovica region, used to work in multi-ethnic teams.</p> <p>To improve employability with heavy focus on practice and skills as well as facilitating graduates to start their own enterprises.</p> <p>To assist Kosovo on its path to EU integration by providing modern curricula in doing business within the EU and training civil servants in EU integration.</p> |

### 4.3 DEMOCRATIC GOVERNANCE AND HUMAN RIGHTS

|                                                   | <b>Implementing Agency</b>   | <b>Gov (or other) Partner</b>                             | <b>Length Of Support</b>      | <b>Level Of Funding Provided</b> | <b>Intended Beneficiaries</b>                         | <b>Programmed Outcomes</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|---------------------------------------------------|------------------------------|-----------------------------------------------------------|-------------------------------|----------------------------------|-------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Support to the improved Property Tax</b>       | Swedish Taxation Agency      | Ministry of Economy and Finance – Property Tax Department | 2007-2010<br>Extended to 2012 | SEK 28,000,000                   | Municipalities and property owners throughout Kosovo. | <p>Substantially increased municipality income from Property Tax</p> <p>Increased efficiency, justness and transparency in municipality property tax operations:</p> <ul style="list-style-type: none"> <li>• Administrative property tax system improvements designed and introduced,</li> <li>• Municipality property tax operation skills and capacity increased,</li> <li>• The MFE's property tax department's capacity improved,</li> <li>• KCA's contribution to the property tax system strengthened.</li> </ul> |
| <b>Support to Olof Palme International Center</b> | Local OPC office; Local NGOs |                                                           | 2007 - 2012                   | SEK 18,000,000                   | Local NGOs                                            | Citizen participation in the shaping of the local political agenda and increased citizen participation in EU accession processes.                                                                                                                                                                                                                                                                                                                                                                                        |
| <b>Support to Civil Rights Defenders</b>          | Local CRD office; Local NGOs |                                                           | 2007 - 2012                   | SEK 17,000,000                   | Local NGOs                                            | CRD maintains a focus in three human rights areas: rule of law, freedom of expression and non-discrimination.                                                                                                                                                                                                                                                                                                                                                                                                            |
| <b>Support to KtK</b>                             | Local KtK office;            |                                                           | 2007 - 2012                   | SEK 27,000,000                   | Local NGOs/                                           | KtK is strongly focused on developing women's organisations at                                                                                                                                                                                                                                                                                                                                                                                                                                                           |

|                                          |                                |                                                                                |                                                                                                                                                    |                                                                       |                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|------------------------------------------|--------------------------------|--------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------|-------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                          | Local NGOs/<br>women's groups. |                                                                                |                                                                                                                                                    |                                                                       | women's groups.                                                   | the local level.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <b>Support to the Statistical Office</b> | Statistics Sweden              | Kosovo Agency for Statistics (KAS) – formerly the Statistics Office of Kosovo. | Third Phase of Swedish Support to KAS. July 2008 through June 2012 – 48 months, extended to 30 December 2013, with implementation to 30 June 2013. | SEK 20,135,000.                                                       | The current project is the third phase of Swedish support to KAS. | <p>The project objective is to contribute to the development of a sustainable statistical system in Kosovo that facilitates decision-making based on relevant and reliable statistical information that meet domestic demands, supports the monitoring of the Poverty Reduction and Stabilisation and Association Process.</p> <p>The main objectives of the project are to support development of KAS in the following fields:</p> <ul style="list-style-type: none"> <li>• Economic statistics including agro-economy,</li> <li>• Energy and environmental statistics,</li> <li>• Social statistics,</li> <li>• General capacity building.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <b>Forum Syd Kosovo Programme</b>        | Forum Syd                      | MEST and MYST                                                                  | 2009-2012 Included an Inception Phase with a separate agreement to the implementation phase.                                                       | <p>Inception: SEK 5,605,200</p> <p>Implementation: SEK 14,000,000</p> | Young Men and Women. NGOs.                                        | <p>The young women and men we target are organised to participate in decision-making processes, are claiming their rights and are supported by their duty bearers.</p> <ul style="list-style-type: none"> <li>• Targeted partner organisations are strengthened, member-based organisations, advocating for the rights of young people in order to meet and respond to youth issues and influence increased youth participation in decision-making processes</li> <li>• Developed community youth work practice following the quality assurance of youth work standards.</li> <li>• Improved inter-ethnic and cross-community contacts and networking between youth organisations.</li> <li>• Targeted youth organisations and targeted youth officials are empowered to identify needs, develop, participate and monitor implementation of youth policies at local and national level.</li> </ul> <p>Our targeted youth-leaders have the capacity to accept diversity and non-discrimination in order to improve understanding and contacts among youth from different communities leading to a more tolerant environment.</p> <ul style="list-style-type: none"> <li>• Course on Leadership and Community Youth work successfully implemented for the targeted partner organisations and targeted youth officials.</li> <li>• Functioning pool of trainers (graduated from the course) will be set up targeting youth CSOs.</li> </ul> |

# 5 Assessment Of Outcomes

## 5.1 RELEVANCE

The DAC/OECD evaluation criteria describe relevance as ‘the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor’. Sweden’s development cooperation strategy<sup>3</sup> (Strategy) with Kosovo, together with the excerpted government and EU priorities/strategies, provide the framework for assessing the *relevance* of Swedish-funded assistance.

First, the relevance of the Swedish Strategy. The overall objective of Swedish development cooperation with Kosovo is to facilitate EU integration and to contribute to the country’s stability and economic growth, with economic development being a key factor. This is specifically relevant to the Kosovo Government and EU priorities for Kosovo, and is visible across policy and programme. The Programme of the Government of Kosovo is indicative of this clear strategic relevance - ‘In order to implement the mandatory reforms that are aimed at ensuring the fastest possible integration of the Republic of Kosovo into the European Union and in NATO, the programme of the Government of the Republic of Kosovo will be based on four main pillars: Sustainable economic development; Good governance and strengthening the Rule of Law; Human capital development; Social welfare.’<sup>4</sup>

The *Communication From The Commission To The European Parliament And The Council, on A Feasibility Study For A Stabilisation And Association Agreement Between The European Union And Kosovo* dated 10/10/12 is also indicative of the strategic relevance of Sweden’s Strategy and the EU on Kosovo’s priorities and integration perspectives: ‘Kosovo has gradually strengthened its structures dealing with European integration processes. Kosovo has established a National Council for EU Integration chaired by the President. The objective of this National Council is to mobilise Kosovo institutions to deliver on its EU reform agenda. The Ministry of European Integration leads a Task Force for European Integration. The Ministry has demonstrated a good ability to mobilise other ministries and institutions by coordinating a comprehensive contribution of Kosovo to the preparation of this feasibility study.’<sup>5</sup>

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<sup>3</sup> *Strategy for development cooperation with Kosovo January 2009 – December 2012*. Ministry for Foreign Affairs, Sweden.

<sup>4</sup> *The Programme Of The Government Of Kosovo 2011-2014*. Government of the Republic of Kosovo, Prime Minister’s Department.

<sup>5</sup> October 2012. *Communication From The Commission To The European Parliament And The Council, on A Feasibility Study For A Stabilisation And Association Agreement Between The European Union And Kosovo*. European Commission.

Further, the *Commission Staff Working Document* which supports the *Communication from the Commission* provides detail on the EC's view of Kosovo's next steps: 'The December 2011 Council recalls the EU's willingness to assist the economic and political development of Kosovo through a clear European perspective, in line with the European perspective of the region. The Council underlines the need to take concrete steps to that effect. In February 2012, the Council takes note of the intention of the Commission to launch the feasibility study for a Stabilisation and Association Agreement between the European Union and Kosovo.'<sup>6</sup> The Strategy then is directly relevant to this stated aim and priority of the EU and Kosovo, focused as it is on EU Accession.

Finally, the MIPD, the *Instrument for Pre-Accession Assistance (IPA) Multi-annual Indicative Planning Document 2011-2013 Kosovo* provides the programmatic context of the EU's priorities in Kosovo, and demonstrates how Swedish strategies, priorities and programmes are directly relevant. In its communication 'Kosovo – Fulfilling its European Perspective' of October 2009, the Commission identified the key priorities for Kosovo to focus on in its EU reform agenda. The communication confirmed that IPA resources would be targeted to support the rule of law, public administration reform and efforts to improve Kosovo's business environment. It confirmed that support for infrastructure would also be considered. It specified that the Commission would support the initiatives included in the communication's recommendations through financial and technical assistance. These initiatives envisaged that the Commission would help Kosovo to move forward in the areas of visas, trade, economic and fiscal surveillance, EU programmes, the Stabilisation and Association Process (SAP) dialogue and cross-border co-operation. These areas coincide with Kosovo's own European Agenda.

The European Commission is currently preparing the follow-up strategy to the MIPD. While there are indications that the three focus areas will be the rule of law, agriculture and energy, these have not been confirmed yet by the Commission.

Swedish development cooperation with Kosovo addresses three sectors: Environment and Climate; Education; Democratic Governance and Human Rights. The choice of sectors was based on Kosovo's own priority objectives and needs, and on dialogue with other donors, with the specific intent of responding to the most relevant, expressed need, and in this way were chosen for their specific relevance to Kosovo.

The Strategy indicates that as 'far as possible, Sweden will encourage local ownership of the development agenda through more extensive use of Kosovo's own structures when planning, implementing and following up development measures'<sup>7</sup>, and in this way ensures relevance of the Strategy and implementation. Further, the Strategy states that 'Swedish support is to be concentrated in integrated programmes based on

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<sup>6</sup> October 2012. *Commission Staff Working Document*. European Commission.

<sup>7</sup> *Strategy for development cooperation with Kosovo January 2009 – December 2012*. Ministry for Foreign Affairs, Sweden.

*Kosovo's own development strategies* (evaluator emphasis) in sectors of relevance to Swedish development cooperation. The emphasis is on relevance to Kosovo *and* relevance to Sweden and the Swedish support must also promote Kosovo's capacity to implement its own strategies,'<sup>8</sup> a strategic priority that is indicative of the relevance of the Swedish approach.

The relevance of Swedish development cooperation is enhanced by Sida's close consultation with other donors, and the coordination with the European Commission's Instrument for Pre-Accession Assistance (IPA) which is a requirement of the Strategy.

Swedish development assistance relevance is demonstrated through Sida's commitment to the principles of the Paris Declaration On Aid Effectiveness.<sup>9</sup>

- Commitment to effective a design and implementation strategy that emphasises local (Government of Kosovo, municipal, beneficiary) ownership of programme directions. This emphasis on ownership is addressed effectively within the framework of Swedish priorities for its development assistance.
- A strong focus on aligning its development assistance to the stated or indicated priorities of the Government of Kosovo (and other local partners). Indeed, one key area of support is to government ministries and agencies in the development of strategies and plans.
- The direction of significant levels of support directly or indirectly through national institutions such as ministries and agencies, with a focus on developing the functional capacity of these institutions. As will be seen below, much of this support has been particularly effective.
- A strong commitment (particularly, but not solely, through its sector-wide approach) focus on harmonisation.
- A focused approach that plays to its own strengths contributes to greater complementarity with the wider donor community. This provides an excellent example to the donor community of effective harmonisation.

## 5.2 EFFECTIVENESS - ENVIRONMENT AND CLIMATE

The OECD/DAC evaluation criteria describe effectiveness as 'a measure of the extent to which an aid activity attains its objectives'. Further analysis is undertaken below within this effectiveness context, focused in turn on each of the three designated sectors of Swedish support, beginning with Environment and Climate sector. The support provided by Sida in the Environment and Climate sector was directed to achiev-

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<sup>8</sup> *Strategy for development cooperation with Kosovo January 2009 – December 2012*. Ministry for Foreign Affairs, Sweden.

<sup>9</sup> <http://www.oecd.org/development/aideffectiveness/34428351.pdf>.

ing outputs and outcomes in three (of the seven nominated) outcome areas. Each of the three is discussed separately.

### 5.2.1 Summary Of Key Results In The Environment And Climate Sector

- Updated Kosovo Environment Strategy.
- Updated National Environmental Action Plan.
- Creation of a structural framework for environmental management, nationally and locally, and directly in line with Kosovo's approximation strategy.
- Improved capacity for implementation of environmental action plans, particularly at the local level.
- Creation of direct links between local environmental action plans and local forestry strategies.
- Improved capacity for policy formulation, particularly at the local level.
- Improved technical and management capacity at the local level.
- Improved productivity within the forestry sector.
- Improved sustainable development approaches in the forestry sector. With private management of forests a much more locally-based process, within the framework of a national, long-term strategy, there are indications of a lessening in illegal forestry operations.
- Improved coordination/communication between local stakeholders in the forestry sector (producers/municipalities).
- Improved planning capacity and planning processes for small forestry holders.

### 5.2.2 Increased Kosovan capacity to deal with long-term ecological and climate-related problems in accordance with EU norms.

The evaluators found only limited evidence of outputs and outcomes from the work supported during the evaluation period related to this outcome area. There have, however, been outcomes in relation to environmental action planning - in building capacity locally and nationally. Specifically in relation to the sustainable use of forests, there have been outcomes, which are discussed below. Generally though, with reference to the *effectiveness* of the programme in developing an 'increased capacity to deal with long-term ecological and climate-related problems in accordance with EU norms', outputs and outcomes have been somewhat limited.

One exception was the MuSPP, which is developing municipal capacity in spatial planning. There has been an improvement in capacity for spatial planning at the municipal level.<sup>10</sup> The capacity review report undertaken by the MuSPP references:

- Improvements in internal capacity to prepare documentation.
- Upgrading of planning skills and approaches.

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<sup>10</sup> Ibid.

- Improvements in cross-unit consultation/cooperation.
- Increases in citizen consultations.
- Improvements in work approaches.<sup>11</sup>

Particular reference is made to improvements in public participation in municipal processes. Citizen involvement is a critical component of the participatory planning processes of the Municipal Development Plans (MDP). A ‘participatory approach was widely incorporated, nearly institutionalized in partner municipalities and can be seen as a result of institutional capacity building.’<sup>12</sup> This is true also of the Strategic Environmental Assessment (SEA) process, within the MDPs – a focus on skills development and participatory approaches.

The key strategy document, the Kosovo Environment Strategy (KES), and the forestry strategy and the National Environmental Action Plan (NEAP), as well as the local initiatives in forestry and environment planning have improved the capacity of Kosovo institutions to address ecological issues in the longer term.

New legislation obliges municipalities to develop, approve and implement strategies and action plans for urban planning, environmental management and environmental protection - initiatives supported by Sida.

Results in this outcome area contribute to Kosovo’s EU integration, stability and economic growth through the drafting of ‘norms and standards’ that form part of the new legislative framework for Kosovo.

There has also been an increase in capacity at the local level in environmental planning<sup>13</sup>, as a result of the LEAP programmes (both the regional initiative and the subsequent Kosovo project). Each directly addressed the issue of human and institutional capacity to deal with environmental issues, with a specific emphasis on environmental planning and environmental management. Their greater relevance is in relation to the outcome area that is focused on capacity to implement environmental action plans.

### *Constraints To Effectiveness*

All these initiatives are hampered by current priorities of both the Government and the EU. While both the EU and the Government acknowledge the existing issues related to environmental management, their approaches are not sufficiently financed nor supported, and all relevant ministries and government agencies are under-resourced. While the Sida-supported programme has contributed to greater institutional capacity, particularly in municipalities, and has generated improvements in

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<sup>11</sup> April 2011. Warowicki and Mohlund. *Review of Sustainability of the Capacity Building Component in the Municipal Spatial Planning Support Programme in Kosovo*. UN Habitat.

<sup>12</sup> Ibid.

<sup>13</sup> Per discussions with the Municipal planning personnel in Junik and Istog Municipalities.

Kosovan capacity to address environmental problems, overall capacity within Government remains limited.

The Kosovo-focused LEAP project design made specific reference to coordination processes with the MuSPP, given the related nature of the work of these projects. The coordination has been attempted, with greater or lesser success depending on the particular municipality and the specific nature of local coordinators for the projects. Sida has not been insistent on this coordination.

Significant gaps remain in the knowledge, skills and capacities of relevant staff across Kosovo Municipalities, and Sida support has not addressed human resource and organisational capacity at the central level.

### **5.2.3 Strengthened capacity to implement environmental action plans at national and local level.**

The KES/NEAP (Kosovo Environmental Strategy/National Environment Action Plan) project delivered an updated KES and NEAP, and a project addendum provided for the creation of a National Environmental Investment Strategy (NEIS), furthering government strategic and action planning on environmental matters. The original KES and NEAP were also funded by Sida. The NEIS ‘pipeline’ database, coupled with the Ministry’s new capacities and plans, enables the Government and Municipalities in preparing and drafting proposals for future developments.

The initiatives were timely for Kosovo’s strategic requirements and were delivered in close cooperation with ministry counterparts.<sup>14</sup> There is strong coherence between the NEAP and the LEAPs, as well as with the municipal spatial planning work being funded by Sweden. The KES and NEAP were drafted directly in line with Kosovo’s approximation strategy, and support has been expressed across key international agencies (including the EU and Sida) for the directions of the KES and NEAP.

There is an improvement in capacity to implement environmental action plans at the local level.

While it is true that municipalities must develop LEAPs, and must report to the MESP on their implementation, the interest of municipalities (and civil society locally) extends beyond this requirement – there is a real interest in environmental planning and management.<sup>15</sup> While the field work of the evaluation did not gather as much information on the MuSPP, indicators regarding this aspect of local planning correlate with the LEAP processes – in terms of spatial planning and the strategic environmental assessments being supported by Sweden.

The Kosovo-focused LEAP project is improving skills and knowledge in the environment and planning sections of municipalities, focusing on environmental degrada-

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<sup>14</sup> Although coordination between the LEAP work and the MESP was not so well organised, according to the LEAP SK monitoring report: *Support To Local Environmental Action Plans In Kosovo – First Monitoring Report*. Nov 2011. Johan Holmberg.

<sup>15</sup> From comments made at the Environment and Climate sector meetings in Junik and Istog.

tion at the municipal level. The project is also delivering closer coordination with national actors and a more open and transparent process designed to increase the participation of the local community:

- Just fewer than half of Kosovo's Municipalities (15 of 37) now have developed LEAPs, and have the skills to further the development process and to update/revise the LEAP as required.
- The LEAP development processes include civil society, the private sector and government, with a strong emphasis on wide participation.
- All LEAPs have been developed in line with the KES and NEAP, and have also contributed to a more extensive and effective local planning regime. For example, Junik Municipality has worked effectively in coordinating its LEAP with the Municipal Development Plan, which was developed with Sida support through the MuSPP.
- Respect for national environmental legislation, or local environmental regulations, is an area of ongoing concern across the country. The LEAP process assists to ensure that laws and regulations are respected through the building of clear and practical approaches for environmental activities *within* the legislative/regulatory framework.

#### *Constraints To Effectiveness*

The KES and NEAP are not yet formalised by the Government of Kosovo, and the strategic priorities that have been indicated by the EU, in relation to the MIPD from 2014 – 2016, do not include the environment. The Ministry continues to operate within the new strategic/NEAP framework without confirmation from government of the new directions.<sup>16</sup> While funding is anticipated from the budget, as well as from donors, from a government perspective it has not been agreed, and donor processes must be approached on a one-by-one basis. One specific implication of the lack of approval of the NEAP and NEIS is that donors cannot always fund initiatives within these documents if they are not approved.

Money from the NEAP is not flowing to the LEAPs.<sup>17</sup> This lack of support through the NEAP continues to be of concern, as there are both practical and motivational reasons why government support to municipalities in implementing their LEAPs is important.

The priority the government gives to environment in policy statements does not match with the limited financial support available from the government for the implementation of initiatives within the framework of these plans and priorities. It was recognised prior to support being given to the Kosovo LEAP programme that the failure of the government to support municipalities with funding was disillusioning.

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<sup>16</sup> The NEAP quantifies some 427 million Euros of need, delineated into small, medium and large projects, all of which have been prioritised.

<sup>17</sup> Meeting of the Environment and Climate sector in Junik and Istog.

In considering the relevance and effectiveness of Swedish support to Kosovo, the judgement that must be made is in balancing Kosovo's policy priorities with its funding priorities; maintaining the balance between 'ownership' and 'commitment'.

#### **5.2.4 Higher productivity in the forestry sector and improved capacity to ensure the sustainable use of forest resources.**

Swedish support in the forestry sector has been most effective at the local level (municipalities) and within the private sector (private forest associations/small producers), where a focus on forest use planning, sustainable development and modern perspectives on forest products and forest services is changing the picture of forests as a resource.

Swedish support contributes to improvements in municipal capacity in planning processes and contributes to private sector development within sustainable systems. The work is more immediately relevant at the municipal level, and with private forest owners - changes to the law on forest management in 2011 saw many forestry responsibilities transferred to municipalities, and several municipalities drafted long-term forest management plans that allow long-term licences to be issued.

Swedish support to the forestry industry has assisted private forestry operators to be better organised and institutionalised and to better represent the needs of private forest owners. Service provision to, and representation of, private operators is improving. Capacity is being built within forestry associations to advocate, particularly with municipalities, for the development of multi-stakeholder involvement in decentralised forestry reforms. The programme, which focuses on sustainable development, is successful, partly because of the conceptual linkages between Sida, the private sector, the Government of Kosovo, municipality and EU priorities in the environment.

A national representative body has been formed. This National Private Forest Owners group is a formal member of the Government's Forest Management Board. Sixteen separate locally-based organisations have also been established.

Thirty small forest management plans, at the parcel level (i.e. small holdings owned either by family enterprises or small commercial operations) were developed. The process of development of these plans is based on the skills development that will allow others to take the process to a further 300 plus small parcel holders. Small producers and municipalities recognise and support the change in process (private management of forests is a much more locally-based process, within the framework of a national, long-term strategy).<sup>18</sup>

At the municipal level, there is a clear correlation between LEAPs and local forestry strategies, and municipal sectors for the environment are aware of, and make use of, the interconnectedness of Sida-supported work on forests, LEAP and spatial planning. Municipalities discuss their forestry planning and use policies in the context

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<sup>18</sup> Forestry sector/municipality discussion in Istog Municipality.

of their LEAP. One municipality described the involvement of over 20 local groups, including private forest organisations, in the development of their LEAP.

#### *Constraints To Effectiveness*

Further work is required to develop the relationship between small local producers, municipalities and the KFA, particularly in ensuring that forestry legislation incorporates small production management. Heavy administrative procedures in private forest management have a negative impact on the relations between owners and their forests, and leads to a lack of management, and spontaneous cutting, reduced biomass production potential, and less income and employment opportunities.<sup>19</sup>

While Swedish support has contributed to developing a sector-wide approach in the forestry sector, and there is commitment within the responsible ministry to this approach, their planning processes remain quite weak. A long-term plan exists, as does concerted work on data gathering in a coordinated effort among donors. This process of data gathering and longer-term planning is being used to push a process that contributes also to shorter-term (annual) planning, coupled with monitoring and review processes, but there is nothing that directs policy in the longer term. The sector-wide approach is evolving. However, given the size of the sector, and the small number of donors involved, it may be difficult to get a SWAp underway.

Forestry is not a critical component of Kosovo's approximation strategy, nor is the forestry sector a key priority area for the EU. Forestry is further no EU harmonisation requirement, although this is likely to change in the foreseeable future. Notwithstanding the involvement of national production representatives in the development of the legislation, issues with transparency and inclusiveness in its development continue to concern forestry stakeholders and municipalities.

Neither the EU nor the Government of Kosovo prioritises sustainable development or environmental protection beyond policy statements. Funding levels are severely constrained at the government level, including to the MESP, to environmental agencies and to municipalities. The EU has not included the environment in its current priorities, and priorities under consideration for the next stage of IPA do not include the environment.

#### **5.2.5 Future Implications – Environment And Climate**

Outstanding priorities remain in expanding the geographical impact of the sustainable development of Kosovo forests, and in bringing about change at higher levels.

Ongoing challenges remain in developing the strategic and action planning skills of the Government of Kosovo and the Municipalities, including particular emphasis on the relationship between the priorities of the Government of Kosovo and the Municipalities, and the importance of small and other private producers.

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<sup>19</sup> Forestry sector/municipality discussion in Istog Municipality.

Much work remains before Kosovo will be sufficiently operational in its environmental protection, planning and development processes to warrant accession discussions, and key issues remain at the national level.

There are challenges in ensuring that Sida's emphasis can be effective without a greater commitment from government or from the EU. Local priorities require support and development, as does enabling a continuing focus on the environment at the local level, with a related focus on the poor.

While better implementation would come from stronger capacity within the MESP to implement the legislation and action plans which have been developed, it is the view of the evaluators that significant effect can be found in maintaining a focus on municipalities, and on local systems of environmental planning. Such an approach is less constrained, and municipalities are particularly open to developing both the plans and the planning skills, in local environmental protection and sustainable development.

LEAP and spatial planning are important local capacities, as is maintaining a close correlation between local and national plans and priorities. The development of local (spatial) planning and related improvements in technical capacity in environmental planning at the local level, both in the development of skills and knowledge and in the capacity of municipal actors to link their own environmental planning processes with national priorities, remains a priority. Another priority area is to develop the ability of municipalities to understand national strategies and processes and to effectively engage in these processes.

### 5.3 EFFECTIVENESS - EDUCATION

The following discussion on the Education sector continues the analysis of effectiveness, focused on two of the nominated seven outcomes areas within this sector.

#### 5.3.1 Summary Of Key Results In The Education Sector

- Development of the Kosovo Education Strategic Plan (KESP) – the ‘sector plan for education’.
- Establishment of Joint Annual Review process.
- Initiation of a sector-wide approach.

#### 5.3.2 Increased Kosovan capacity with regards to planning, implementation and follow-up of the sector plan for education.

In assessing this outcome area, the evaluators looked specifically at the education sector SWAp and the *Capacity Building and Education Reform Project* (CBERP),

through which Sida supported the development of the Kosovo Education Strategic Plan 2011-2016 (KESP).<sup>20</sup>

Swedish contributions have contributed to *some* results in this outcome area.

The KESP – the ‘sector plan for education’ - is in place. The KESP is a planning document that is being used in developing a long-term planning process, which includes a process of Joint Annual Reviews, and the work also includes an implementation plan. This work assisted in identifying capacity gaps within the MEST, and in targeting assistance related to these gaps, in order to build capacity and strengthen the Ministry’s performance (both in planning and in budgeting). Ultimately this Swedish support developed, within the KESP, MEST’s capacity-building framework, which focuses on seven specific areas.

Swedish support enabled the development of several central policy documents related to the SWAp, which have found some support but which have not yet been implemented.

Support has been expressed for the implementation of a SWAp in the sector,<sup>21</sup> although commitment is not in place in government or with donors (Sida and the Austrian Development Agency (ADA) are currently the only donors, out of 17 working in the education sector, with a stated ambition to implement a SWAp). An agreement on a pooled joint-funding agreement was recently developed for the SWAp,<sup>22</sup> as was an MoU on the SWAp describing the ‘principles and methods for how donor support can be aligned to Government priorities and plans, and to the Government systems for public financial management.’<sup>23</sup> The MoU’s objective is the ‘harmonisation and co-ordination of all activities in the education sector in Kosovo in compliance with the national policies, plans and regulations and under the leadership of the Government of Kosovo’. Neither of these documents is as yet a formal instrument – they have not been signed.<sup>24</sup>

### *Constraints To Effectiveness*

The Ministry demonstrates a low capacity in the coordination and leading of donors, including within a KESP framework. This lack of capacity impedes effectiveness generally, and specifically in SWAp approaches, and with regard to the pooled fund. According to the Ministry, ‘there is a problem with donors. Sida is ok, but no other even advise where they will fund within the KESP, (or they do not fund within the KESP). They are not working in line with the KESP but instead are supporting the

<sup>20</sup> Kosovo Education Strategic Plan 2011-2016. Government of Kosovo.

<sup>21</sup> Agreed Minutes Between Ministry Of Education, Science And Technology And Sida - 1<sup>st</sup> Review Meeting According To The Specific Agreement - Thursday, March 11<sup>th</sup>, 2010.

<sup>22</sup> February 2012. *Agreement Between The Ministries Of Education, Science And Technology, Finance, And European Integration And Development Partners Regarding Joint Funding In Support Of Education Sector Development In Kosovo.*

<sup>23</sup> June 2012. *MOU for donor coordination in the education sector in Kosovo.* SIPU.

<sup>24</sup> Per conversation with implementing agency for the Education SWAp Project.

Ministry with a project-based approach based on their own priorities.<sup>25</sup> Of course, the existence of the CBERP acknowledges the issues with capacity in the sector, and in this sense this is a starting point, rather than an ending point.

Swedish engagement in the education sector is in line with Government of Kosovo<sup>26</sup> and EU priorities,<sup>27</sup> and in recent years MEST has received sufficient funding from Kosovo's annual budget. There is, however, no focus on the education sector within the EU's IPA priorities currently, nor in its likely priorities for the period of IPA 2, from 2014.

### 5.3.3 More women and men who are professionally active in areas for which they were professionally trained.

Swedish support aims to develop an effective system that contributes to economic growth and the empowerment of citizens. The programme aims to contribute to increasing institutional capacity by creating effective systems, and by strengthening ministerial capacity, but also by assuring social inclusion through the promotion of gender equality and by increasing the access that minority groups have to education.

The effectiveness of overall Swedish contributions in this outcome area is difficult to assess. Significant aspects of Sweden's engagement in this area of the education sector are relatively new, and because of the long-term nature of project investments within the sector, outputs/outcomes will not be particularly visible for some time.

The IBCM project team demonstrates clear ownership of their intent and activities, and is working on activities that coordinate the work of donors in order to reach desired outcomes. The first 12 students graduated from the IBCM in the spring of 2012, and are today enrolled in the school's newly-developed Bachelor programme.<sup>28</sup> While the programme focus and intent are in line with Government of Kosovo priorities as stated in the KESP, contributions cannot be assessed in terms of their effectiveness. As stated in the MDF evaluation of Phase 1: *'The project purpose is not met yet. Graduates aim to work in wage employment and preferably outside the Mitrovica area. EU integration seems still far from Mitrovica reality.'*<sup>29</sup>

Little resource material or inputs were available to the evaluators on the current situation with regard to the Forum Syd university programme, which directly impacts this outcome area (comments on youth involvement and civil society are found below, in the section on civil society). Ongoing concerns for the sustainability of this component of the Forum Syd programme were raised in 2010, in the COWI review of the programme's inception phase: there 'is no local ownership to the university level

<sup>25</sup> MEST comment during field work.

<sup>26</sup> *The Programme Of The Government Of The Republic Of Kosovo 2011-2014*. Republic of Kosovo, Office of the Prime Minister.

<sup>27</sup> *Instrument for Pre-Accession Assistance (IPA) Multi-annual Indicative Planning Document 2011-2013*. Kosovo. European Commission.

<sup>28</sup> October 2012, Interview IBCM Personnel.

<sup>29</sup> May 2012. *Evaluation of Phase 1 Of The SPARK Project*. MDF Training and Consultancy.

programme at university level and the programme is not anchored with a public or private university in Kosovo<sup>30</sup>. Swedish contribution to community youth work education was not successful in ensuring local ownership and it is understood that Sida decided in March of 2012 to no longer fund this component of the Forum Syd strategy in Kosovo.<sup>31</sup>

#### *Constraints To Effectiveness*

The IBCM has the potential to contribute to the preparation of public servants, and of managers in a number of fields, but this must be put in the perspective of the relatively small numbers involved, and the as yet fragile nature of funding, both of capital investments and of recurring costs. Furthermore, ongoing/core funding from the Government of Kosovo must, ultimately, provide the vast share of funding to the IBCM – the College cannot be funded in the long term as a ‘project’, a fact that was understood at the time of the Assessment Memo,<sup>32</sup> and is currently just as relevant, as noted in the Annual Review Minutes.<sup>33</sup>

Education sector priorities are immense, incorporating the Ministry (as represented by the CBERP and related initiatives, teacher training (knowledge, skills, attitudes)) and curriculum development, and encompasses all age groups.

As there is currently no EU focus on the education sector within the EU’s IPA priorities, nor in likely priorities for the period of IPA 2, from 2014, there is no strong alignment between Sida, Government of Kosovo and EU funding/priorities/approach.

#### **5.3.4 Future Implications – Education**

Given the significance of issues and priorities in education, and the large number of donors working in the sector, a sector-wide approach makes sense. However, the as yet weak management structure in the MEST, and the absence of a demonstrated commitment from the donor community must cast doubts on its prospects for the longer term. The approach is justified, with as much focus on MEST management capacity as on donor coordination. The SWAp development process must find wider direct and indirect support (including financial) within MEST, the Government of Kosovo and the donor community for it to be effective.

IBCM support also requires careful monitoring in terms of the development of wider support systems (particularly government budgetary support). While Swedish support can contribute to its success, it would be inappropriate for the IBCM to remain dependent on funding from Sweden (and other donors).

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<sup>30</sup> September 2010. Birgit Lindsnæs. *In-depth Review of the Forum Syd Youth Programme in Kosovo*. COWI.

<sup>31</sup> Email discussion with Forum Syd Kosovo staff.

<sup>32</sup> December 2008. European College Business Studies & Public Administration Mitrovica, Kosovo, Assessment Memo (Sida document).

<sup>33</sup> June 2012. Annual Review Meeting SPARK And Sida.

## 5.4 EFFECTIVENESS - DEMOCRATIC GOVERNANCE AND HUMAN RIGHTS

The following discussion on the Democratic Governance and Human Rights sector continues the analysis of effectiveness, and is focused on the two nominated outcome areas within this sector.

### 5.4.1 Summary Of Key Results In The Democratic Governance And Human Rights

- Development of a transparent, effective, locally-based property tax system.
- Improvements in the collection of property tax by municipalities.
- Improvements in human capacity within national and local taxation authorities to continue improvements to property taxation systems.
- Improvements in technical and management capacity within the Kosovo Agency for Statistics.
- KAS statistical products brought into line with international standards.
- Improved capacity in environmental planning at the local level.
- Improved capacity in spatial planning at the local level.
- Improved organisational capacity within civil society organisations.
- Improved watchdog capacity within civil society organisations.
- Improved policy monitoring capacity within civil society organisations.

### 5.4.2 To strengthen Kosovo's civil service by ensuring that relevant institutions function democratically, efficiently and in accordance with EU regulations.

Swedish support has been both relevant to the needs of Kosovo, specifically in terms of EU accession, and effective in relation to activities and outputs. Sida's focus on, and Swedish contributions to, change in the public service have been, and continue to be, relatively significant components of the change process, and have a clear place in future planning.

Swedish contributions assisted the development of a property tax system for buildings that has been implemented across Kosovo. The system is more efficient, more just and more transparent, and is delivering greater income to municipalities, income that is designated by law for use by each municipality, according to their own plans and procedures.

Citizens access to the property tax system has been improved, and there has been a 50% increase in property tax income since 2009.<sup>34</sup>

A number of government and EU priorities have been addressed: effectiveness and fairness in taxation procedures, improvements in knowledge and skills in the civil

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<sup>34</sup> Field work interview with the Property Tax Office.

service (nationally and in municipalities), increased taxation income at the municipal level, in a more transparent system which encourages citizen confidence.

A number of the changes that have been implemented make use of systems that are both more transparent, so citizens are better able to understand what is being taxed and why, and more effective, particularly in how they clearly and objectively link taxation measures with physical objects.

KAS implements the Labour Force Survey regularly, without assistance, and in line with EuroStat requirements.

Technical capacity within KAS has seen a ‘remarkable’ improvement, with specific reference made to the use of statistical packages (e.g. SPSS), technological equipment and English language skills.

The KES, NEAP and LEAPs were drafted with EU regulations in mind, and within a participatory framework designed to increase democratic approaches.

Municipal planning processes are more transparent, with specific involvement of civil society in drafting/discussing activities. Specific activities and processes of community involvement and input are included in the processes.

Municipal skills and knowledge have improved, technically, as have management skills, including processes of citizen involvement, communication and negotiation.<sup>35</sup>

#### *Constraints To Effectiveness*

The KAS continues to lack the technical and management capacity required to be effective, both currently and moving forward. Furthermore, government support is insufficient to ensure appropriate development of the Agency.

#### **5.4.3 To strengthen the ability of civil society to take a more active part in the development of society.**

Swedish support to civil society comes in the form of framework agreements within the regional civil society programme – support provided to, and through, Civil Rights Defenders, Olof Palme International Centre and Kvinna till Kvinna. Each of these organisations is involved in work with civil society, and civil society organisations (CSOs), although the work varies significantly, dependent on the intent and focus of these framework organisations.

OPC works within two priority areas – citizen participation in the shaping of the local political agenda and increased citizen participation in EU accession processes. Within these areas, OPC aims to strengthen the influence of citizens and CSOs on the local political agenda and to ensure civil society, local political representatives and civil servants benefit from, and participation in, the process of EU integration. OPC partners have worked in and with municipalities, and are seeing an increase in involvement of citizens and CSOs at the municipal level, including the specific in-

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<sup>35</sup> View of Municipal Planning Sector representatives in both Istog and Junik Municipalities during field work.

volvement of budget creation, transparency, anti-corruption and women's rights, and have a specific focus on actions with the Roma, Ashkali and Egyptian minorities that focus on minority rights in the municipalities.

CRD maintains a focus in three human rights areas, with the specific intent of strengthening human rights defenders by building capacity. The three programme areas are rule of law, freedom of expression and non-discrimination. CRD's partners focus on difficult areas, dealing with war crimes and violations of civil rights. Anti-corruption in public procurement and the legislative framework are two of the most significant areas. The human rights legislative framework has not changed since 2004, and the view of CRD is that there is a lack of real commitment to human rights – which is an area of ongoing focus for their partners.

KtK is strongly focused on developing women's organisations at the local level. In Kosovo, the focus on developing capacity in local organisations has seen a shift from work to access funding to a strong advocacy aspect, as organisations have grown in maturity and capacity. While direct attribution of changes in legislation and the new policies and strategies cannot be given to the work of KtK or its partners, what is demonstrable is that partner organisations are more involved in advocacy on matters related to legislation, and have been involved in the legislative change processes, and that there are new laws on gender equality, domestic violence and anti-trafficking, as well as an anti-trafficking strategy and action plan. Involvement in these areas would not have been a previous focus, and KtK has contributed to this increased maturity and output/outcome focus with partners. KtK will not be supported in Kosovo by Sida from the end of 2014.

Forum Syd activities (beyond the education in youth work focus discussed above) contribute to the development of local NGOs working with the youth. Forum Syd partners implement Forum Syd-funded initiatives, and provide mentoring and support to local implementers during a two-year implementation period. The Forum Syd programme has contributed to the new Kosovo youth strategy, and contributes to specific initiatives on social inclusion, entrepreneurship and employment (all with a specific and strict youth focus).

#### 5.4.4 Future Implications In Democratic Governance And Human Rights

Human capacity within the Kosovo Property Tax Office, KAS and Municipalities requires further development - a precondition for sustainability of systems. This is true of each organisation's specific technical requirements, as well as management and planning capacity.<sup>36</sup> For example in order to meet EU accession requirements, KAS needs to standardise surveys, and does not currently have the experience or skills for this work.<sup>37</sup>

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<sup>36</sup> February 2012. *Evaluation Of Co-Operation With The Statistical Office Of Kosovo*. InDevelop.

<sup>37</sup> January 2012. Kopsch and Lundgren. *Adapted Global Assessment (AGA) of the National Statistical System (NSS) of Kosovo*.

The priority given by Sida to the development of civil society, and specifically to civil society organisations, through support provided by framework organisations, continues to be in line with EU priorities, which note the fundamental weakness in Kosovan civil society. The EU has a number of support processes for NGOs in Kosovo, which align well with Sida initiatives. Civil society remains relatively weak, and requires both the funding provided by donors such as Sida and the type of mentoring provided by framework organisations.

There is scope for assessing the appropriateness of the current set of framework organisations, and ascertaining where the future focus might be most effective, specifically in terms of the need described above on implementation capacity.

## 6 Key Findings, Conclusions And Lessons Learned

### 6.1 IS SWEDISH SUPPORT PROVIDED IN LINE WITH THE AID EFFECTIVENESS AGENDA, SPECIFICALLY REGARDING OWNERSHIP AND COORDINATION?

Swedish support is a particularly good example of how donor assistance can be applied within the priority framework of the host country, and with a focus on national ownership and national/donor coordination. Sida's focus on, and push for, a SWAp in the education and forestry sectors is a specific example of this, but the focus goes beyond just the SWAp. Assistance with the KES, NEAP, LEAP, KESP, NEIS, etc. are all examples of addressing contributions to national priorities. A high level of focus on effective coordination, with the Government of Kosovo, the EU and other donors is notable.

### 6.2 IS THE SUPPORT PROVIDED IN LINE WITH THE PERSPECTIVES OF THE POOR AND A RIGHTS PERSPECTIVE?

A linkage can be drawn between Sida priorities and initiatives and a rights perspective. While this is not just true of the work done by framework organisations with civil society, it is most notable there, as it is the explicit focus. In other areas, this linkage can be seen in a number of ways. Firstly, a gender equality perspective is noticeable in how stakeholders discuss their programmes. A gender perspective does not permeate Swedish supported initiatives – and a 'gender agenda is not reflected sufficiently, as part of the political agenda'<sup>38</sup>, but it can be seen as a priority that is finding a place in the thinking of agencies and individuals. Secondly, the focus on the civil service, and specifically on its capacity to deliver efficient and transparent services is delivering a qualitatively different, more democratic and socially inclusive governance. This is particularly apparent at the Municipal level. Thirdly, the capacity-building work being done in MEST has the potential, ultimately, to assist in establish-

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<sup>38</sup> See specifically the *Gender Audit of EU Programmes in Kosovo*. Kosovar Gender Studies Centre (KGSC) as well as related studies.

ing an education system that is more responsive to need. In all of these areas the process is only just beginning, and is quite fragile, but the linkage between Sida priorities and Swedish-funded initiatives is visible. It would be premature to claim that verifiable evidence exists of outcomes in this area, but the connection between where support is provided, and underlying priorities within specific contributions, is clearly in line with a rights perspective.

The linkage to the poor is not so specifically clear, and indeed the focus on EU approximation makes it difficult to establish specific priorities related to poverty within the support. There was a view expressed<sup>39</sup> that there is a link back to addressing the needs of the poor that is found within the approximation priority – that EU approximation/membership is expected to, by definition, improve the situation of the poor, both directly and indirectly. Within this there is a view that a better legislative framework, strategies and plans across all critical areas of Kosovo society will assist in improving the conditions of all citizens. These views could not be tested within the framework of this evaluation.

The work in the forestry sector is one area where there is a specific link to the poor, and to livelihoods, and this work will improve incomes through the structural change in the forestry sector that is being brought about.

### 6.3 IS SWEDISH SUPPORT RELATED TO THE EU SUPPORT? IF YES, HOW AND TO WHAT EXTENT?

Swedish support, whether directly through Sida or through the framework organisations, is provided in a framework specifically relevant to EU support. As detailed above, there is a strong correlation between Government of Kosovo and EU priorities and the work funded with Swedish contributions, and a focus on maintaining assistance within Government of Kosovo and EU priorities. The work on establishing and developing SWApS in the forestry and education sectors, notwithstanding the inherent difficulties, are examples of this commitment. Moreover, the whole range of support at the level of legislation, strategy, planning and policy is provided directly in line with Kosovo priorities relative to EU accession. This is notable with the initiatives to do with planning (education, Municipal spatial planning, NEAP and LEAPs) as they are developing knowledge and skills deeper into the public service, both nationally and at the municipal level.

Having said this, there are aspects of the Sida priority focus that, while within the frameworks of EU and Government of Kosovo policies, are not within the current fiscal policies of either. Swedish support to environment initiatives, for example, has

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<sup>39</sup> Interview with a representative of a project implementer in the education sector.

no related priority for the EU, which provide only limited funding in this area and apparently will not do so within the coming strategic framework. Similarly, although the environment is a stated priority for the Government of Kosovo, financial commitments are quite limited.

The same argument is true for civil society development, and particularly with regard to human rights. These are clearly Swedish priority areas that are of interest to, and are supported (in principle) by the Government of Kosovo and the EU, but with very limited financial commitments. The EU provides funding to civil society initiatives, within Kosovo and on a cross-border basis.

## 6.4 WHAT LESSONS ARE THERE THAT INDICATE A FUTURE FOCUS

There are two areas where Sida support can continue to be effective in the environment sector: remain focused on municipalities to further the development process, and support discrete components of the National Environmental Investment Strategy, where these generate synergies with other Sida-supported and/or local initiatives.

Kosovo's harmonisation process is working well in the development of legislation, strategies, action plans and policies, but there is a significant weakness across government structures in the implementation of these legislative and policy frameworks. Support should emphasise this implementation side, particularly where there is demonstrated success to date (KAS, the Property Tax Office, municipal planning).

Support within Sweden's strategic framework that improves knowledge, skills and systems within governance structures (municipal or national agencies) is worth pursuing/continuing. As issues exist with the lack of 'stature', i.e. strength of vision, management and character, of key players/drivers within government agencies and ministries, as well as at the municipal level, support to growth in management capacity is warranted. The management of these organisations lack the strategic and leadership knowledge and skills necessary to effectively direct their organisations through the necessary structural change associated with EU accession.

- Further support to KAS is encouraged with focus on the development of technical and management capacity in relation to the core statistics needed to harmonise Kosovo statistics with EU requirements.
- Work on property tax has strong justifications for support, given its impact on municipal governance, municipal budgets and an effective and transparent taxation system.
- Initiatives focused on planning, particularly those related to the environment (LEAPs, SEAs and MDPs) can be supported in the longer term – it has direct value in sustainable development, capacity-building and democratic governance.

Further support to the work in forests is appropriate, particularly where it is focused on effective communication and coordination between the private sector and both national and municipal environmental and planning structures. This area (notably the private sector component) will fit within EU priorities for IPA 2.

Continued support for SWAps is indicated, as it is relatively early in their development and they enable ministries to work in a rational manner *while* improving systems of planning and monitoring. However, close monitoring of outputs and outcomes is required to ensure that investment is delivering effective returns.

# Annex 1 – List Of Persons Interviewed For The Study

## **Environment And Climate Sector Meeting – Junik Municipality**

- Faik Tofaj, Director, Urbanism, Cadastre and Environment, Municipality of Junik
- Florie Shehu Director, Cadastre, Municipality of Junik
- Catarina Camarinhas, PhD, UN Habitat, United Nations Human Settlements Programme; Human Settlements Officer, Municipal Spatial Planning Support Programme

## **Environment And Climate Sector Meeting – Istog Municipality**

- Daut Bllakaj, Director, Environment NGO *Podguri*
- Janush Gabashi, Director of Agriculture Forestry and Hydro Economy, Municipality of Istog.
- Naim Avdijaj, NGO Private Forests, Municipality of Istog
- Isat Hoxha, Director, Environment and Planning and Cadastre, Municipality of Istog.

## **Other, Environment And Climate Sector**

- Krystyna Galezia, Chief Technical Adviser, UN Habitat Kosovo Programme, Municipal Spatial Planning Support Programme
- Peter Engstrom, Planning Unit Coordination Adviser, UN Habitat Kosovo Programme, Municipal Spatial Planning Support Programme
- Agron Bektashi, Director, REC Kosovo, LEAP programme
- Avdullah Nishori, Junior Expert On Local Initiatives And Civil Society Support, REC Kosovo, LEAP programme
- Lura Rexhepi, Junior Expert On Local Initiatives And Civil Society Support, REC Kosovo, LEAP programme
- Haki Kola, CNVP, Private and Decentralised Forestry Project
- Peter Kampen, CNVP, Private and Decentralised Forestry Project
- Muhamet Malsiu, Director, Environmental Department, Ministry of Environment and Spatial Planning, Government of Kosovo, KES and NEAP Project

## **Education Sector**

- Valentina Qarri, SPARK – International Business College Mitrovica
- Ferit Idrizi, Director, Department for EU integration and Policy Coordination (DEUIPC), CBERP
- Esat Mazreku, Senior Official for Donors Coordination, DEUIPC, CBERP
- Ms. Kumrije Kelmendi Aliu, Career Center, IBCM in Mitrovica
- Aldrina Bektesvic , member of student council, IBCM in Mitrovica
- Antigona Uka, chair of the student council, IBCM in Mitrovica
- Klas Markensten, SIPU, SWAp Education, SWAp Forestry

**Democratic Governance And Human Rights Sector**

- Agron Cerchini, Deloitte Consulting LLP, USAID local contractor, Property Tax Project
- Shkelzen Molina, Director, Property Tax Department, Republic of Kosovo, Property Tax Project
- Bajrush Qevani, Director, Kosovo Office of Statistics, Kosovo Statistics Agency, Support to the KSA Project
- Sara Maliqi, Civil Rights Defenders
- Albulena Zaini, Forum Syd
- Lina Andeer, Kvinna till Kvinna
- Levend Bicaku, Local Coordinator, OPIC

**Olof Palme International Centre Partner's Focus Group**

- Veton Mujaj, Executive Director, Syri i Vizionit
- Kushtrim Kaloshi, Executive Director, Advocacy Training And Resource Centre
- Ismet Kryeziu, Executive Director, Kosovo Democratic Institute

**Interviews For Verification and Cross-checking**

- Melvin Asin, Deputy Head of Operations, European Union Office in Kosovo
- Christian Geosits, Head of Office, Austrian Embassy Technical Coordination Office
- Venera Hajrullahu, Executive Director, KCSF (Kosovo Civil Society Foundation), ([www.kcsfoundation.org](http://www.kcsfoundation.org)).
- Taulant Hoxha, Program Coordinator, KCSF (Kosovo Civil Society Foundation)
- Sibel Halimi, Project Manager, Kosovo Gender Studies Centre ([www.kgscenter.net](http://www.kgscenter.net)). SIDA funds through KtK.
- Agron Demi, Executive Director, GAP Institute for Advanced Studies ([www.institutigap.org](http://www.institutigap.org)).
- Burim Ejupi, InDEP (Institute for Development Policy), ([www.indep.info](http://www.indep.info)).
- Richard Taylor, Head of Office, DFID
- Lloyd Jackson, Office Director, Program and Project Office, USAID
- Bill Wechsler, Instructor International Relations, Law and Public Policy, International Affairs Specialist, American University Pristina, ([www.balkaninstitute.com](http://www.balkaninstitute.com)).
- Shpend Kursani, Senior Researcher/Programme Coordinator, KIPRED (Kosovo Institute For Policy Research And Development), ([www.kipred.org](http://www.kipred.org)). Receive Sida funding.
- Dr Veronika Hofinger, Advisor, Economy Promotion, German International Cooperation
- Saranda Cana, Senior National Programme Officer, Swiss Cooperation Office
- Dr Adi Kovacevic, Executive Director, World University Service (WUS) Austria (<http://www.wus-austria.org/content/28/index.php>)
- Britta Schweighofer, DVV International ([http://www.iiz-dvv.de/index.php?article\\_id=753&clang=1](http://www.iiz-dvv.de/index.php?article_id=753&clang=1))
- Anton Gojani, Director, Don Bosko Centre, Pristina, Kosovo.

**Sida Staff**

- Maria Melbing, Counsellor, Head of Development Cooperation, Swedish Embassy in Pristina

- Susanne Mattsson, Programme Officer Development Cooperation (Education), First Secretary
- Fatos Mulla, Programme Officer Development Cooperation (Environment and Climate)
- Visare Gorani-Gashi, Programme Officer Development Cooperation (Democratic Governance and Human Rights)
- Mirrije Stublla Programme Administrator/Programme Officer Development Cooperation

## Annex 2 – List Of Documents Reviewed For The Study

### ***Relevant Government Of Kosovo, Sida, EU and other Documents***

*A Background Memorandum to the Mid Term Review of the Strategy for Development Cooperation with Kosovo 2009 – 2012.* Embassy of Sweden, Pristina.

*The Programme Of The Government Of The Republic Of Kosovo 2011-2014.* Republic of Kosovo, Office of the Prime Minister.

*Strategy for development cooperation with Kosovo January 2009 – December 2012.* Ministry for Foreign Affairs, Sweden.

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*Communication From The Commission To The European Parliament And The Council, on A Feasibility Study For A Stabilisation And Association Agreement Between The European Union And Kosovo.* European Commission.

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Kushtrim Shaipi. *Women Security Index 2010: Kosovo Report.* Kosovar Gender Studies Centre (KGSC).

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***Preparation of Kosovo Environmental Strategy and the National Environmental Action Plan.***

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October 2011. *Progress Report 1 for the project Local Environmental Action Planning for Sustainability in Kosovo.* REC Kosovo.

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***Support to Kosovo Private and Decentralised Forestry.***

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2008. *Project Proposal. Strengthening Sustainable Private and Decentralised Forestry - Promotion of Economic Development through Capacity Building in Farmer Based Forest Management in Kosovo and its Region.* SNV Stockholm.

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***Support to the designing of a SWAp in the Education and Forestry Sectors.***

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*Call off proposal: Further support to the design of a SWAp in the Education and Forestry sectors in Kosovo.* SIPU International AB.

December 2011. *Final report for two projects related to the SWAp process for the Education sector in Kosovo* (Sida references ALMAKO ZZ530301, Komponent 5303002604, contract C72910). SIPU International AB.

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# Annex 3 – Terms Of Reference

## TERMS OF REFERENCE FOR A STUDY ON RESULTS OF COOPERATION UNDER THE SWEDISH STRATEGY FOR DEVELOPMENT COOPERATION WITH KOSOVO, JANUARY 2009-DECEMBER 2012

### **1. Background**

The strategy for development cooperation is the Swedish Government's main instrument for steering and managing development cooperation with a country.

The current development cooperation strategy with Kosovo is valid for the period 2009 – 2012. In November 2009, Kosovo and Sweden signed a bilateral agreement containing the scope and objectives of the cooperation between the two countries. The overall objective is to facilitate EU approximation and to contribute to Kosovo's stability and economic growth. The strategy is based on the Swedish Government's three thematic priorities: Democracy and Human Rights, Environment and Climate and promoting gender equality and the role of women in development. The strategy defines seven outcomes on sector level:

1. Increased Kosovan capacity to deal with long-term ecological and climate-related problems in accordance with EU norms.
2. Strengthened capacity to implement environmental action plans at national and local level.
3. Higher productivity in the forestry sector and improved capacity to ensure the sustainable use of forest resources.
4. Increase Kosovan capacity with regards to planning, implementation and follow-up of the sector plan for education.
5. More women and men who are professionally active in areas for which they were professionally trained.
6. To strengthen Kosovo's civil service by ensuring that relevant institutions function democratically, efficiently and in accordance with EU regulations.
7. To strengthen the ability of civil society to take a more active part in the development of society.

The Swedish government has commissioned Sida to start the preparations of the new cooperation strategy for the period beyond December 2012. One of the guiding principles in the process is that future cooperation should be guided by experience gained and achievements made during the previous strategy period.

### **2. Purpose and Scope of the ASSIGNMENT**

The main purpose of the evaluation is to evaluate the extent of achievements and provide recommendations with respect to the Swedish development cooperation with Kosovo in elaborating the new Swedish strategy.

Taking the perspective of the poor, the rights perspective and the EU approximation agenda as a starting point, the evaluation shall assess how Swedish support has contributed to the above mentioned seven sector outcomes of the strategy.

The evaluation will answer the following questions:

- Did Sweden contribute to the achievements of the seven outcomes in the co-operation strategy? If yes, how and to what extent?
- Has results within the sectors on outcome level contributed to the overall achievements of the objective of the Swedish cooperation strategy?
- Is Swedish support provided in line with the aid effectiveness agenda, specifically regarding ownership and coordination?
- Is the support provided in line with the perspectives of the poor and a rights perspective<sup>40</sup>?
- Is the program relevant in relation to Kosovo's EU integration process?
- Is Swedish support related to the EU support? If yes, how and to what extent?

The assessment should contain the following aspects:

- **Basic facts:** A short and concise presentation of the areas of cooperation. What projects and programmes are included? How long have they been running? Who are the stakeholders?
- **Relevance and effectiveness:** An assessment of relevance and effectiveness of the Swedish program in relation to the country's needs, specifically in relation to EU integration.
- **Assessment of outcomes:** What has – or has not – been achieved in relation to the set outcome objectives? An analysis of feasibility, including the implementing capacity of the cooperation partner, should be included. The findings in the evaluation should be exemplified with evidence based data emanating from specific contributions.
- **Conclusions:** The conclusions should include an analysis of, if and how the sector outcome achievements have contributed to the overall objective of the strategy, and provide recommendations regarding possible ways forward.

### 3. METHODOLOGY, TIME SCHEDULE AND REPORTING

The Consultant is expected to be familiar with Swedish key steering documents for development cooperation and methodological approaches.

The assignment will be carried out during September-October 2012 and will take up to 40 person-days. The team is expected to include two persons. The Consultant shall be responsible for all logistics during the assignment.

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<sup>40</sup> Perspectives on poverty, 2002, Complement to Perspectives on Poverty, 2005.

Inception

The Consultant shall propose the methodology, time plan and division of labour in an Inception report (maximum 5 pages) submitted to the Embassy no later than 14 September, 2012.

Start-up meeting

The Consultant, Sida and the Embassy will have a start-up meeting on 17 September, 2012 via video conference (alternatively telephone conference). During the start-up meeting the methodology, time plane and budget in the inception report will be discussed and agreed.

Implementation

The assessment shall be performed through studies and analysis of existing reports, evaluations, and other relevant documents as well as through interviews with relevant stakeholders which will include implementing partners (such as government institutions and NGOs), beneficiaries and other donors. The work thus includes a field visit.

Report writing

The Consultant shall prepare a draft report and submit it to the Embassy in electronic form by 29 October, 2012. The Embassy/Sida comments will be sent to the Consultants by 12 November. A final version of the report shall be submitted to the Embassy, electronically and in two hardcopies by 26 November, 2012.

The report must be presented in a way that enables publication without further editing, which includes having been proofread. If publication is considered, either by the Embassy or the Consultant, it should be discussed and agreed between the two parties.

The conclusions in the evaluation should be exemplified with evidence based data emanating from specific contributions, chosen in cooperation with the Swedish Embassy in Pristina.

The report shall be written in English and shall not exceed 30 pages, excl. annexes. Approval of the Final Report will be based on its adherence to the OECD/DAC Evaluation Quality Standards.

Contact person at the Embassy in Pristina will be Ms. Maria Melbing, phone +377 (0)44 503 908, e-mail: [maria.melbing@foreign.ministry.se](mailto:maria.melbing@foreign.ministry.se).

**4. Consultant's qualifications**

The assignment is expected to be carried out by two persons. At least one of the two needs to fulfil the required qualifications for Category I (according to Appendix D in the Framework Agreement).

**5. Days and Costs for the Assignment**

The consultants shall in the inception report propose a timeframe that indicates number of days per consultant engaged for the assignment.

The total maximum cost for the assignment is 425 000 SEK. The inception report shall include a full budget for the assignment, including reimbursement costs.

# Annex 4 – Inception Report

## **Evaluation of Results Of Cooperation Under The Swedish Strategy For Development Cooperation With Kosovo, January 2009-December 2012**

13 September 2012

Assignment performed by:

Jim Newkirk  
Mexhide Spahija

### **1. Executive Summary**

This report summarises the evaluators' understanding of the scope of the evaluation, and the terms of reference, and addresses both an understanding of the evaluation questions and how these questions will be assessed, and reported on. Finally, the report details the evaluators' approach and methodology for the evaluation, including initial thinking on the time frame for each component of the assignment.

### **2. Assessment of scope of the evaluation**

The evaluation has a clear focus on Sida's programme in Kosovo, rather than on individual projects. Analysis will be based around specific initiatives, but always within and through this programme focus. The evaluation questions, discussed below, emphasise this point – it is the programme that is being assessed, through the perspective of specific initiatives, and types of cooperation.

#### **2.1 Scope of the Evaluation**

The evaluation covers the period of the Strategy (2009-2012) across the territory of Kosovo. The Strategy focuses on three sectors (Environment and Climate, Education and Democratic Governance and Human Rights). Some scope exists to address the private sector through environmental initiatives, and there is also scope to address civil society through democratic governance.

The three-year budget for development cooperation was set at 240 million SEK (80 million per year). Initial documentation that has been sighted indicates that there was a further anticipated allocation of 96,813,770 SEK for the 2009 year (funding provided as extensions from the previous Strategy during development of the Strategy). The Strategy called for assessment of the feasibility of a programme-based approach with other donors, with the over-riding aim of implementation in close collaboration with the European Commission (EC). The evaluation will assess the level of actual allocation against budget, as well as how actual allocations were broken down within sectors and across different types of cooperation. Furthermore, and within the context of these funding levels, the evaluation will address interactions

between, and harmonisation with, the EC and other donors - it was anticipated that the majority of Swedish support would be channelled through Kosovo's public administration at both central and local levels, as well as through multilateral and non-government organisations (NGOs). Particularly with relation to cooperation with Kosovo's central administration, the Strategy developed a view as to the need for a close dialogue with the Kosovo government, and a close linkage between this dialogue and funding. Did this happen? How effective was the approach and the implementation, with specific reference to broader priorities?

Within this context, this evaluation will 'evaluate the extent of achievements and provide recommendations with respect to Swedish development cooperation with Kosovo in elaborating the new Swedish Strategy'. As well as assessing existing project/programme documentation, the analysis will be assisted by inputs/feedback from Sida and Embassy personnel, stakeholder representatives (central and local Kosovo administration, NGOs), EC and other donor representatives and beneficiaries as appropriate.

The evaluation is likely to be constrained in the effectiveness of its analysis by the relatively limited amount of secondary data available for review and the limited depth and breadth of feedback available during the allocated evaluation time period. There is no guarantee at this point that available materials, and inputs from primary sources during field work, will provide sufficient inputs for adequate evidence-based analysis. The evaluators will heavily depend on the views of individuals within project contexts and on those of stakeholders without direct involvement in the Sida programme.

## 2.2 Terms Of Reference

Sida's *Strategy for development cooperation with Kosovo (January 2009-December 2012)* defines seven outcomes on sector level:

1. Increased Kosovan capacity to deal with long-term ecological and climate-related problems in accordance with EU norms.
2. Strengthened capacity to implement environmental action plans at national and local levels.
3. Higher productivity in the forestry sector and improved capacity to ensure the sustainable use of forest resources.
4. Increase Kosovan capacity with regard to planning, implementation and follow-up of the sector plan for education.
5. More women and men who are professionally active in areas for which they are professionally trained.
6. To strengthen Kosovo's civil service by ensuring that relevant institutions function democratically, efficiently and in accordance with EU regulations.
7. To strengthen the ability of civil society to take a more active part in the development of society.

The terms of reference draw a clear link between 'looking back' at these seven intended outcomes (with a particular focus on EU approximation), and how Sida-funded development cooperation contributed to achieving these outcomes, and to a process of 'looking forward', in a way that future cooperation can be guided by

achievements against these intended outcomes and the experience gained in the process.

### **2.3 Recommendations regarding evaluation scope**

The evaluation will include an assessment of implementation against the intent of the Strategy – this includes some analysis of the actual levels of funding provided, and the different forms of cooperation that were used, and to what extent. The purpose of this particular component of the evaluation will be to assess, inasmuch as possible, the effectiveness of different forms of cooperation as an indication for future development assistance.

While it is clear that the task is to address specific evaluation questions, it is also clear that the assignment should go beyond these questions in looking at future implications, and should make use of responses to these questions when looking forward. Specific recommendations will address this aspect of the evaluators' analysis.

## **3. Relevance and evaluability of evaluation questions**

### **3.1 Evaluation Questions**

Per the terms of reference, the evaluation will focus on the OECD/DAC criteria of relevance and effectiveness. Furthermore, the evaluators will look to sustainability aspects in their analysis of past and current priorities and initiatives, and implications for future cooperation within this framework. There is no intent to look closely at either impact or efficiency. Per the terms of reference and the evaluators' understood intent of the assignment, impact and efficiency are not a focus of analysis.

#### ***3.1.1 Did Sweden contribute to the achievements of the seven outcomes in the cooperation strategy? If yes, how and to what extent?***

Particular emphasis will be placed on the type and quality of implementation in relation to the Strategy – this is where focus will be placed more on specific initiatives and specific types of cooperation. The bulk of the work of the evaluation will be in this area, as the assessment will look at the *basic facts* of the different initiatives and types of cooperation in relation to the seven intended outcomes, drawing on both primary and secondary sources. It is here that the focus of the terms of reference on *relevance* and *effectiveness* will be addressed. It is anticipated that the evaluation report will, in this section, be structured against the seven outcomes, with analysis of initiatives and types of cooperation being assessed within this outcome framework. This section will therefore include one level of the discussion, per the ToR, on an *assessment of outcomes*.

#### ***3.1.2 Have results within the sectors at the outcome level contributed to the overall achievement of the objective of the Swedish cooperation strategy?***

The evaluators will draw out a further *assessment of outcomes* of their analysis of the outcome level, against the overall Strategy objective, based on an assessment of project documentation (reports and evaluations). Discussions with primary sources during field enquiry will include a focus on this question, in terms of gaining a number of perspectives on the enquiry, analysis and reporting will, from this point, be focused

at the programme (the Strategy) level. The focus here is then at a higher overall level, looking across the seven outcomes and addressing results from the overall perspective of the *extent of achievements*, and their potential to inform the new Swedish strategy. It is understood that while the largest amount of work will be undertaken in addressing the question on contribution to the achievement of outcomes, Sida is most interested in the evaluation's discussion of this question on overall achievement of the objective of the Strategy.

The following 'higher level' questions, will assist in the *assessment of outcomes*, but will also be of significance in addressing recommendations for the new Strategy. They are treated as a group, given the linkages in direction, and the related issues that impact on each.

**3.1.3 *Is Swedish support provided in line with the aid effectiveness agenda, specifically regarding ownership and coordination?***

**3.1.4 *Is the support provided in line with the perspectives of the poor and a rights perspective?***

**3.1.5 *Is Swedish support related to the EU support? If yes, how and to what extent?***

While these questions specifically focuses on Swedish support and the aid effectiveness agenda – and particularly ownership and coordination - the evaluation will need to address the EU integration focus of the Strategy within and against these criteria.

EU integration underpins all aspects of Swedish support in Kosovo:

- Does this focus reflect Government of Kosovo priorities? How well are Sweden's objectives (and its contributions) aligned with Government of Kosovo objectives?
- Is there a close alignment between both of these and the EU's approach?
- Is there a commitment within all three parties to this approach?

Furthermore:

- How does the approximation agenda interact with the aid effectiveness agenda, within Sweden's Strategy – are they supportive, or does focusing on both detract from programme effectiveness?
- Per the terms of reference, the analysis *will incorporate a discussion on outcomes from the perspective of the poor, from a rights perspective and within the context of the EU approximation agenda*. Did, and can, Sweden's development agenda in Kosovo, and the Strategy, concentrate on the poor, a rights perspective *and* an EU approximation agenda?
- Have Swedish contributions maintained a focus in all these areas? Is it effective? Do all of these components reflect Government of Kosovo priorities, strategies, plans and actions? Through what processes and approaches does Sweden ensure close correlation between its programme and that of the Government of Kosovo and the EU?
- What changes in focus (if any) are indicated, based on the above discussion?

The evaluation analysis includes a significant focus on secondary documentation, in drawing a clear picture of the relationship between Swedish and EU support to Kos-

ovo, as well as Government of Kosovo priorities. It will be significant to draw a comparison between external perspectives and enquiry that facilitates a national agency perspective on ownership and coordination.

These questions are appropriate in their focus on ownership and coordination (harmonisation), although it will be necessary to look at them from the wider perspective described above. These questions are particularly relevant in ‘looking forward’, to the new Strategy.

While this is a critical component of the evaluation, the extent of feedback may not allow a high-level of confidence in the findings. There will be constraints in terms of the number of interviewees, their understanding of the whole range of priorities across agencies and their ability to speak about Government of Kosovo priorities, strategies and plans. While documentation and interviews with stakeholders (Government of Kosovo, the EU, other donors, NGOs) will provide a useful perspective on this discussion, it may not be possible to draw rigorous conclusions.

### **3.2 Relevance and evaluability of the evaluation questions**

The evaluation questions are appropriate for the evaluation. They draw out specific detail on each of the project initiatives that comprise the programme, and assess them in the framework of the current Strategy, i.e. their contribution to the intended outcomes of the Strategy. They then look at a higher level – beyond the specific initiatives – and assess the Strategy itself, in terms of Sida’s intent in development aid generally, as well as specifically in Kosovo. The questions will allow some analysis of Sida’s work, together with an analysis that assists in formulating future directions, particularly in relation to the new Strategy.

Having said this, in addition to a document review, the analysis will draw heavily on qualitative approaches – interviews with project and programme personnel and external stakeholders. There is a limit to the level of confidence that can be attributed to these inputs, and the associated analysis of the evaluators. Findings will be indicative of the views expressed in the field, but will not represent the hard data that is available from a more rigorous process entered into over a longer period.

## **4. Proposed approach and methodology**

The perspective of the evaluators is that the evaluation should be a useful tool for Sida in understanding and analysing the priorities of its existing strategy and its effectiveness and relevance to Kosovo, against Swedish development priorities. The work of the evaluators is seen as providing a document which can, and will be, utilised by the Foreign Ministry and Sida. The approach and methodology for the assignment focus at this level - provision of a Sida-level analysis of the overall programme that will be used in developing future strategic priorities and directions. There will be an indirect value here in the utilisation of the evaluation by the Government of Kosovo and the EU in bilateral discussions on priorities and harmonisation.

### **4.1 Methodology**

The following methodological approach is proposed.

#### **4.1.1 Document Review**

A full document review has not been undertaken during the inception period – this will happen as part of the implementation process. While a range of documentation has been looked at, it is not yet clear how extensive available project documentation is that specifically monitors reports and external evaluations. The document review will look at all available programme and project documentation – including administrative data as appropriate, as well as relevant government and EU strategies, policies and plans. The analysis of secondary sources will assist the evaluators in refining their approach to their field enquiry.

#### **4.1.2 Field Work**

Field work will largely consist of interviews with relevant sources, including Sida personnel, project implementers and representatives of the Kosovo Government and the EU. The evaluators will develop a number of ‘field instruments’, to be used with different types of interviewees. Each field instrument will focus on areas where a particular interviewee will have greater knowledge and an ability to provide analysis and feedback. Where appropriate, focus group discussions may be held – this will be determined in the detailed planning stage for the field work. The Kosovo Programme is well-focused in its sectors, and in the types of cooperation. The field analysis will provide different perspectives on both sector priorities and types of cooperation, and interviewees/stakeholders are in a position to add value to analysis of both of these criteria, particularly in relation to future directions.

#### **4.1.3 Analysis**

The analysis will fall into four separate components, and will be undertaken against the evaluation questions discussed at 3. *Relevance and evaluability of evaluation questions*, above:

- Basic facts. The component on basic facts will provide a concise presentation of the areas of cooperation, including basic details on programmes and projects, their length and size, and who the stakeholders have been (both in terms of target groups, implementers and partners).
- Relevance and effectiveness. The component on effectiveness and relevance will assess the results of the Swedish strategy for development cooperation and the related programme against relevant Swedish policies and the country’s needs, with a particular focus on European integration. Analysis here will be against the seven strategic objectives, rather than against projects.
- Assessment of outcomes. This component will analyse what exactly has, or has not, been achieved in terms of the seven outcome objectives established within the *Strategy for development cooperation with Kosovo January 2009 – December 2012* and detailed at 2.1 *Terms of Reference*, above.
- Conclusions. Finally, the analysis will draw conclusions on how the sector outcomes have contributed to the overall objective of the Strategy, pointing out the factors of success and failure, including giving attention to strengths, weaknesses and the intended and unintended results. The evaluation will draw out a set of lessons learned, particularly with reference to aid effectiveness efforts in an EU integration context. Furthermore, the conclusions will provide

an important framework against which the evaluators will provide recommendations, specifically but not limited to the upcoming Strategy.

## **4.2 Reporting**

Three reports are anticipated: the inception report (this document), which looks at the scope of and methodological approach to the evaluation; the draft final report, which will be largely structured against the four components of analysis described at 4.1.3 Analysis, and the final report, which will be structured as with the draft final report, and which will take on board the feedback (in writing and from discussions) of the Embassy. Timing for the delivery of each report is found below.

## **4.3 Time Plan**

The timeframe of the evaluation extends from 3 September through 26 November. The timing of the assignment comprises the following tasks, and milestones:

### ***4.3.1 Inception period***

The inception period runs from 3 September through 18 September and is focused on ensuring that the Embassy and the evaluation team have a clear and mutual understanding of the task, approaches and expected outcomes. Milestones for the inception period include:

- Submission of the inception report on 14 September.
- Start-up meeting. The start-up meeting will take place on 18 September. The meeting will include representatives of the Embassy and the evaluation team, and will address the content of the inception report, with a particular focus on approach, methodology and time plan.
- No Objection on the inception report. The No Objection will be provided as soon as possible after the inception meeting so that the evaluation team can start with the implementation period.

### ***4.3.2 Implementation period***

The implementation period runs from 18 September through 14 October and is focused on the field work necessary to undertake the required analysis, and initiation of the analysis. The field work includes analysis of all relevant documentation and interviews with relevant stakeholders (Sida, government representatives, NGOs, other donor agencies, the EU and beneficiaries). The period of 1-5 October is set aside for the evaluation team's field visit to Kosovo. Subject to the amount of work required in the field, and the availability of interviewees, this period may be extended into the following week.

### ***4.3.3 Reporting***

There are four milestones in reporting:

- The inception report will be submitted on 14 September.
- The draft final report will be submitted on 29 October.
- The Embassy/Sida will provide comments on the draft final report on 12 November.
- The Final Report will be submitted on 26 November.

#### 4.4 Division of Labour

The evaluation team leader (Jim Newkirk) will have overall responsibility for the assignment, including the preparation of all reports, and organisation of and involvement in all field work. He is responsible for all communication with the Embassy, and is responsible, in close coordination with InDevelop Stockholm, for ensuring that each deliverable is provided by the agreed time. The team leader will make two visits to Kosovo, one for evaluation field work and one to present the outcomes of the assignment to the Embassy.

The junior evaluator will be particularly responsible for contributing to the work of the evaluation team during the field work, including developing a clear understanding of the programme through document analysis, feedback on field instruments and participation in all aspects of the field work. As appropriate, the junior evaluator will comment on analysis and reports.

### Inception Meeting Minutes

#### Inception Meeting Minutes, Kosovo Strategy Evaluation

21 September 2012

##### 1. Participants

Sida HQ: Tomas Kjellson, Focal Point Kosovo, Sida, Anki Singer, Program Administrator, Sida

Sida/Embassy in Kosovo: Susanne Mattsson, Program Manager, Maria Melbing, Head of Development Cooperation, Fatos Mulla, Programme Officer, Mirnije Stublla, Programme Administrator/Programme Officer and Madeleine Mattsson, Intern  
Indevelop: Jim Newkirk, TL, Evaluation Team, Mexhide Spahija, Team Member, Anna Lijelund Hedqvist, Project Manager

##### 2. Discussions, Agreements and Action Points

#### Comments from the Inception Report on constraints and delimitations for the evaluation

The Embassy and the evaluation team both recognised that some of the constraints related to the expectations in terms of the depth of the evaluation raised in the inception report were valid. Sida feels the inception report, however, at times states too many constraints, for example that "...rigorous conclusions might not be able to be drawn". The evaluation team did highlight that the evaluation questions in the ToR would be possible to answer within the scope of the evaluation, but raised the constraints in terms of the limited time and scope of the evaluation and the need to avoid creating unrealistic expectations. Both secondary and primary sources of data would be used and collected through different methods. Triangulation and cross checking could be used to verify findings and results.

Sida and Indevelop agreed on the need to expand the documentation review beyond the project level and to also search for general studies performed by Sida and other relevant stakeholders (Govt., WB, EU progress reports etc), as well as the importance of interviewing a broad range of stakeholders (such as beneficiaries, donors,

government official, research institutions, civil society etc). Furthermore, the evaluation should pay attention to *contribution* rather than *attribution*, meaning focusing on if, and how, Swedish support has contributed to the sector outcomes, rather than attributing the degree of this contribution.

### **Project List**

Sida and Indevlop agreed that the following 13 interventions are the focus of the evaluation on a project level:

1. Preparation of Kosovo Environmental Strategy and the National Environmental Action Plan
2. Support of Local Environmental Action Plans
3. Support to Kosovo Private and Decentralised Forestry
4. Support to the designing of a SWAp in the Education and Forestry Sectors
5. Capacity Building and Education Reform project
6. Support to the International Business College of Mitrovica (IBCM)
7. Support to the improved Property Tax
8. Support to Olof Palme International Center
9. Support to Civil Rights Defenders
10. Support to KtK
11. Support to the Statistical Office
12. The Municipal Spatial Planning Programme
13. Forum Syd

Sida will compile project documents on each of these projects and provide Indevlop with contact details for the main counterpart/entry point for the evaluation. Sida will also compile a number of general and internally developed Sida reports such as the mid-term review of the cooperation strategy.

### **Key Words – Focus**

Sida highlighted that, based on the above discussion on method, delimitations, width and depth with regard to the evaluation questions in the ToR, the following should be guiding principles:

- Emphasis on Swedish contribution to achieving the sector objectives, rather than on the individual projects;
- Emphasis should be placed on questions 1 and 2 (1. Did Sweden contribute to the achievements of the seven outcomes in the cooperation strategy? If yes, how and to what extent? 2. Have results within the sectors at the outcome level contributed to the overall achievement of the objective of the Swedish cooperation strategy?);
- Analysis of the contribution to achievement, thus effectiveness to come BEFORE relevance;
- Analysis of results, i.e. achievements come BEFORE forms of cooperation and modalities of development assistance; and
- Deliberations of lessons learned come BEFORE recommendations.

As an example, Sida expressed that Chapter 3 of the inception report was too wide, and encouraged the team to focus on, and to stick to, the evaluation questions.

### **Basic Facts**

Assessing the level of actual allocation against budget, as well as how actual allocations were broken down within sectors and across different types of cooperation is not a focus of the study. This information will contribute to the Basic Facts component of the report. Sida has much of this material available readily, and it will be provided in conjunction with project/programme documentation (Mid-term Evaluation Report).

### **Time Frame**

It was agreed that Indevelops field visit is to be organised for the week of 1 October. The second visit to Kosovo, *to present and discuss the draft final report in Pristina will take place during the week of 5 November*, with a specific date to be determined. The time frame for the submission of reports in the ToR and the inception report was confirmed.



# Study On Results Of Cooperation Under The Swedish Strategy For Development Cooperation With Kosovo, January 2009-December 2012

The report presents an assessment of Swedish development cooperation with Kosovo. Sweden assisted in creating a structural framework for environmental management, and contributed to a demonstrable improvement in the capacity to implement environmental action plans. The support is making a direct and important contribution to the sustainable development of Kosovo's forests. Swedish contributions within the public service are relatively significant contributors to change in democratic governance. The support is important to civil society's influence on human rights and democratic governance. Swedish support exemplifies work in the framework of the host country and with national ownership.

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