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Sida Decentralised Evaluation

Tana Copenhagen in association with FCG Sweden

Evaluation of the Project to Support Policy Development, Kosovo

Final Report

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**Final Report
November 2020**

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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.

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Abbreviations and Acronyms

CSOs	Civil Society Organisations
DFID	Department for International Development
EU	European Union
GCS	Government Coordination Secretariat within the OPM
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
IFWP	Indicative Forward Work Plan
KIPA	Kosovo Institute of Public Administration
KNAO	Kosovo National Audit Office
LO	Legal Office within the OPM
LuxDev	Luxembourg Development Cooperation Agency
MEI	Ministry of European Integration
MoF	Ministry of Finance
OECD/DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
OGG	Office for Good Governance within the OPM
OPM	Office of the Prime Minister of Kosovo
Pai	Project Administration International
PAR	Public Administration Reform
PCO	Public Communication Office within the OPM
SAA	Stabilisation and Association Agreement
SCM	Standard Cost Model
SG	Secretary General of the OPM
Sida	Swedish International Development Cooperation Agency
SPO	Strategic Planning Office within the OPM
TA	Technical Assistance
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
USAID	United States Agency for International Development

Preface

This evaluation was contracted by the Embassy of Sweden in Kosovo through the Sida Framework Agreement for Evaluation Services, and conducted by Tana Copenhagen. The Evaluation Team consisted of Erik Bryld (team leader), Silvana Rusi and Anders Kragh Bingen. The Final Report was quality assured by Susan Tamondong of FCG Sweden, whose work was independent of the evaluation team. Nadia Masri Pedersen, Tana Copenhagen and Samantha Smith, FCG Sweden provided evaluation management support.

Acknowledgements

The team would like to thank the GCS of the OPM for very active engagement and support throughout the evaluation and for making their interns available to assist the team with setting up meetings. Also, the team would like to thank the very constructive support of the DAI TA team throughout the assignment.

Executive Summary

Objective and background

Sida has since 2016 supported policy development in Kosovo by providing technical assistance and financial support to the Office of the Prime Minister (OPM) and the line ministries. The project focused on improving policy development through technical advisory and capacity development activities. The project worked against five outcomes:

- 1) Improved process for policy development and coordination, including better supporting documents and provision of competence development;
- 2) Improved performance of policy coordination and policy scrutiny function at the OPM;
- 3) Improved policy development capacity at the line ministries;
- 4) Adequate staff numbers within the OPM in charge of policy development, coordination and scrutiny;
- 5) The Government of Kosovo improves its work planning.

The total budget was SEK 30 million of which 20 million covered technical assistance and 10 million was allocated for financial support.

The purpose of the evaluation was to inform Sida about the achievements and assess whether the objectives were met; define the key components that contributed to the achievements; and provide the OPM with practical suggestions on how to ensure that the achievements will be sustainable.

Methodology

The team applied a theory-based evaluation combined with a contribution analysis approach. Evaluating the project to support capacity development required an understanding of the different steps in the project logic, from the identification of needs, to the design, and the delivery of the individual capacity development activities to the actual outputs. The theory-based approach was used to explain the links between activities, outputs and outcomes and the underlying assumptions, and assess whether they have been effective in delivering the desired results.

The evaluation was conducted with a number of limitations, which should be taken into consideration. First and foremost, the COVID-19 situation meant that all workshops and interviews were conducted online. The team has thus not been able to visit the OPM premises or meet partners on the ground. The team learned that the use of online communication was a common practice for all those interviewed and that the interviewees were comfortable in sharing findings and lessons learned with the team.

All interviews were also conducted so that no one else was able to listen in on the conversations. The team does not consider this virtual approach to the evaluation to have had any negative impact on the quality of the findings.

Findings

The team found that the project design was based on a high level of flexibility in the implementation and designed in a way that allowed for ownership by the OPM and for a detailed focus on administrative burden reduction as an additional element to the initial project design. The evaluation found that the design and approach has provided the grounds for ensuring that many of the planned results have been delivered and in most cases are likely to continue beyond the project.

The evaluation observed that the project design was indeed relevant to the beneficiaries' needs, in particular the GCS at the OPM. The project related to an already existing agenda in enhancing an evidence-based approach to policy making in Kosovo and such was very much in line with the national priorities and a prerequisite in the alignment to the European integration process.

The evaluation found that the project was coherent with other projects in Kosovo. The project built on existing initiatives and was well coordinated with other donors. While the project was not explicitly linked to EU integration, the policy process was in line with the requirements for making Kosovo an eligible EU candidate country.

During the course of the implementation, the team found the project has delivered on most of its outputs and achieved many of the planned outcomes. A core element in the project has been the delivery of new concept document guidelines and the facilitation of the implementation of the guidelines. The guidelines are the backbone of the policy development process in Kosovo. The team found the guidelines to be significantly improved and that the bulk of the steps in their implementation was now undertaken by the OPM and the line ministries.

The ability of the OPM and the line ministries to follow the guideline implementation has also resulted in improved performance of policy coordination and policy scrutiny. The evaluation found that GCS has improved cooperation with the line ministries, and that the line ministries have taken a lead in the working groups and drafting of the concept documents.

In terms of sustainability, the team found the GCS to be largely capable of undertaking most of the activities of the project. In terms of training, the process has now been institutionalised through the Kosovo Institute of Public Administration meaning that there is a basis for continued capacity development of line ministries provided that the Government of Kosovo can find funding to provide for the relevant training activities. The major caveat for the sustainability is the capacity of the new staff members of the OPM and their ability to take on the policy development and coordination tasks effectively.

The evaluation has not been able to document the long-term impact of the project for the people of Kosovo. Impact requires that the concept documents are turned into policies that are then implemented. As of today, 25 concept documents developed using the new guidelines have been approved according to GCS. The few that have been approved have not been in effect long enough for the team to assess impact.

The slow progress in approval and implementation of concept documents is in many ways a reflection of the political environment in Kosovo which has led to three governments in four years and a delay in the political part of the policy approval and implementation processes. Still, the Secretary General and the GCS have been successful in maintaining the political priority of concept documents with successive governments. The team was able to confirm the underlying assumptions for the project theory of change illustrating a high probability of impact in the long run.

Recommendations

The findings lead to the following recommendations from the evaluation team:

For GCS:

- The concept document guidelines should be revisited with the line ministries to seek opportunities for simplification. Possible adjustments should not influence the quality of the guideline or compromise the EU acquis.
- The new OPM staff members need to be trained to ensure that they can provide the needed assistance to the OPM and the line ministries
- The GCS should, in consultation with the Agency of Gender Equality (AGE), ensure that the Gender Impact Assessment tool is applied for all concept documents and also assess options for mainstreaming gender in training material

For Sida:

- Sida should continue its plans with providing a one-year no-cost extension to ensure sustainability of the training OPM programme

Lessons learned for donors wishing to engage in policy development processes:

- Ensure ownership in the implementation process by assigning implementation responsibility to the beneficiary agency (in this case OPM)
- Start the exit planning process early on to ensure that a gradual phase-out which enables sustainability
- Use a flexible design, which enables the team to adapt to these changing challenges and opportunities

1 Introduction

This report presents the findings of the evaluation of Sida's support to policy development in Kosovo July 2016 to October 2020. The Sida support was aimed at improving the policy development in Kosovo. Specifically, the project was aimed at

- 1) Improving process for policy development and coordination, including better supporting documents and provision of competence development;
- 2) Improving performance of policy coordination and policy scrutiny function at the OPM;
- 3) Improving policy development capacity at the line ministries;
- 4) Contributing to adequate staff numbers within the OPM in charge of policy development, coordination and scrutiny;
- 5) Improving the Government of Kosovo work planning.

The evaluation is aimed at identifying lessons learned and providing recommendations for similar projects of future support to policy development in Kosovo.

The evaluation was undertaken August till November 2020. Due to the COVID-19 situation the evaluation was undertaken remotely. All meetings were held using Skype and Zoom online tools.

The team would like to thank GCS and the TA team for important logistical support and inputs provided throughout the evaluation process.

In the following, we first present the background and context of the Sida support and the basics of the project. This is followed by an overview of the methodology applied in the evaluation. In chapter 4, we present the findings according to the OECD-DAC criteria, while we in chapter five present the conclusions. Finally, in chapter 6 we present the recommendations to OPM, Sida and other donors who wish to engage in policy development process programmes. The annexes include list of references and interviewees as well as results of the assessments of project outputs and the online survey implemented by the team.

2 Background and Context

In the following we present the context in which the programme was implemented, followed by an overview of the programme and the programme budget.

2.1 CONTEXT

Sida has supported Kosovo since 1998 based on a bilateral cooperation strategy originally focusing on reconstruction and humanitarian assistance. After 2014, Sida's support to Kosovo was part of a regional cooperation strategy aiming to support the EU integration process, which is considered as a key driver and an important tool to democratise and modernise the countries in the region. More specifically the Sida support targeted Kosovo's reforms for strengthened democracy, rule of law, transparency and sustainable economic development. Sida's support on strengthening democracy in Kosovo aims at enhancing the efficiency and transparency of a democratic and well-functioning public administration linked to Kosovo's EU Integration Agenda, of which, effective public administration is a core requirement.

Kosovo created its own public administration less than two decades ago and reforms took place alongside its institutional building. However, the reform implementation has been affected by the lack of political stability and political will, which has also been compounded by the shortage of the required resources. The legal framework has advanced substantially in recent years, mostly pushed by the Stabilisation and Association Agreement and the European Reform Agenda requirements. The reform package of 2019 took the reform phase a significant step forward as it comprised three important new laws; the Law on Public Officials, the Law on Salaries in the Public Sector and the Law on Organisation and Functioning of State Administration and Independent Agencies.

Policy coordination mechanisms and ownership on the side of the government have improved through various measures such as the establishment of the main bodies in charge with policy development & coordination and strategic planning at the Prime Minister Office (OPM) respectively the Government Coordination Secretariat (GCS) and the Strategic Planning Office (SPO), which were already established when the Sida project started.

The provisions related to the policy development and coordination, strategic planning and work planning were included in the new Government Rules of Procedures in 2011. As well as the assessment of sector strategies by the SPO. The establishment of the departments for policy coordination in line ministries happened the same year. Policy development, including procedures and standards for the development of policies, was supported by DFID (now FCDO) from 2008-2012.

Improving policy development has been a key objective of the Public Administration Reform (PAR) in Kosovo and was addressed by several national and donor strategic objectives aiming to increase the capacities of relevant OPM bodies, including the Strategic Planning Office (SPO), the Government Coordination Secretariat (GCS) and the Legal Office (LO) together with the Ministry of Finance (MoF) and the Ministry of European Integration (MEI). The target was to strengthen the strategic planning and management framework through defining the hierarchy of planning documents, consolidation of sector strategies and ensuring linkages with SAA requirements and the budgetary framework.

The OPM and the MEI, supported continuously by donors, have built the capacity to coordinate the development of key strategic documents and provided a basic reporting and monitoring mechanism. However, the strategic planning system was not sufficiently consolidated. The policy development cycle and policy documents were fragmented, which have resulted in a lengthy policy development process and policy documents of an insufficient quality.

The Sida Project to “Support Policy Development in Kosovo” (2016-2020) was initiated to address these gaps.

2.2 FOCUS AND SCOPE

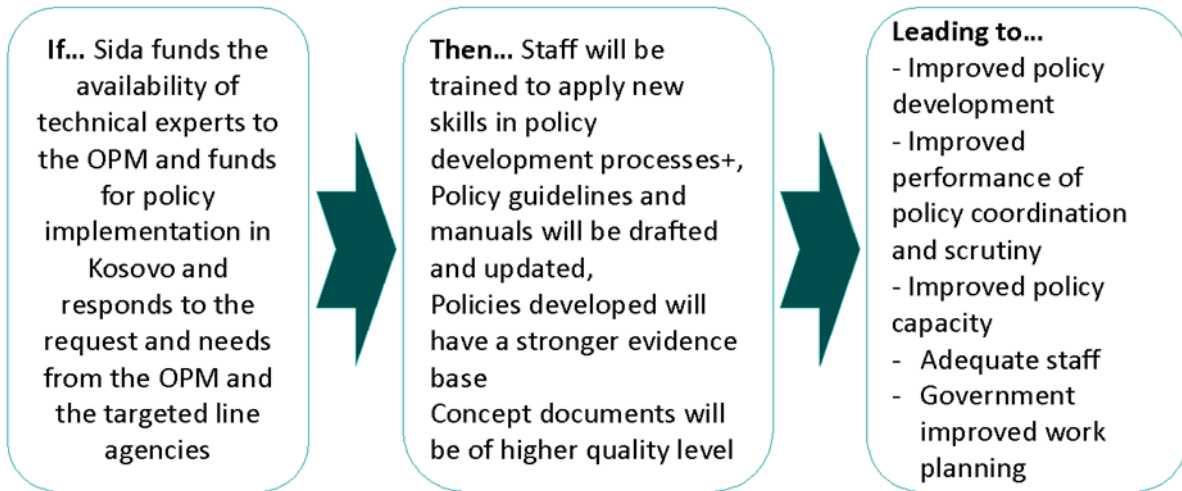
The overall objective of the project was to “Improve policy development in Kosovo”, which was to be achieved through five outcome objectives as stipulated in the introduction.

The project has to a large extent become equivalent to the instalment of concept documents and impact assessment as the basis for policy making in Kosovo. The most significant project deliverables have been the update and formulation of the Better Regulation Strategy and the formulation of the guideline for developing concept documents. As a result of the latter many diverse concept documents have been produced and received support by the project. Additionally, the project has delivered extensive training in how to work with concept documents based on the introduced new requirements and analytical tools as well as Training-of-Trainers (ToT) to enable OPM GCS staff to continue these efforts after the end of the project.

Apart from the extensive focus on concept documents the project has also contributed to the development of a standard cost model, improving the work planning in the Government and enhanced its communication services.

As part of this evaluation the team has conducted three different workshops, including a theory of change workshop where the causalities of the intervention were discussed and reflected by the main counterparts (the TA team and the OPM GCS). The workshop first discussed the needs in the field of policy development before the project and went on to discuss the below intervention logic highlighting key activities, outputs and outcomes. The workshop participants validated the below intervention logic:

Draft theory of change for the project



The theory of change relies on the assumption that the OPM and the line ministries are willing and able to allocate time and resources to receive the support and provide feedback to the Sida team. It furthermore relies on motivated and available staff who can apply the newly gained knowledge.

2.3 PROGRAMME MANAGEMENT

The TA project was implemented by the consultancy company, Project Administration International (PAi) (consortium partners: Europartners and Humelica) and managed in cooperation with the OPM GCS. The management structure also included a Steering Group composed by all the relevant Directors at OPM (GCS, SPO, LO, MEI) as well as the MoF. The steering group met when necessary and at least on a quarterly basis. Additionally, the steering structure included a Council of General Secretaries consisting of the Secretaries-General from all line ministries to reflect on the relevant project activities and outputs affecting the line ministries.

The TA team consisted of eight long-term experts with the following profiles:

- International Team Leader
- Deputy Team Leader and Policy Development Specialist
- Costing and Economic Impact Analysis Specialist
- Senior Policy Planning Expert
- Senior Legal Expert
- Senior Policy Communication Expert
- Expert on Social Equity and Legal Issue
- Project Assistant

2.4 BUDGET

The specific agreement made 15 December 2015 amounted to SEK 8,600,000 in direct financial support to the Government and SEK 21,400,000 allocated to the TA project. The agreement was amended 2 February 2017 where the project timeline was extended from 31 December 2019 to 2020 and where the direct financial support was increased to SEK 10,000,000 and the TA project decreased correspondingly to SEK 20,000,000. The agreement was amended a second time on 8 March 2018 concerning the principles for auditing the project. Sida is currently negotiating a one-year no-cost extension of the direct financial support.

3 Methodology

The team used a theory-based evaluation combined with a contribution analysis approach as well as a utilisation-focus. Evaluating the project to support capacity development required an understanding of the different steps in the project logic, from the identification of needs, to the design, and the delivery of the individual capacity development activities to the actual outputs. The theory-based approach was used to explain the links between activities, outputs and outcomes and the underlying assumptions, and assess whether they have been effective in delivering the desired results.

Theory of change was used as a reflection tool focusing on the pathway to results. The approach applied focused on actual outcomes and the activities and outputs that led to these outcomes. The team used the evaluation tools to test these hypotheses and validate /disprove these in relation to the context. As part of this, the team sought to identify the assumptions relating to the context and is a way of mapping out the logical sequence of the programme from input to outcome.

Combining theory of change with contribution analysis the team assessed contribution by following pathways of change in the project. This is best exemplified by tracking how concept documents were developed and how/if they were eventually implemented. It was also used as a way of bringing in the role of other interventions and external factors beyond the project.

Participation has played a key role in the methodology application. In practice the key recipient - the OPM – helped in identifying the baseline for the project support, the theory of change of the project and also pointed the team towards possible results using workshops, focus group discussions and semi-structured interviews. The participatory approach was applied to ensure full focus on increasing the usability of the evaluation by investigating the needs and demands of the involved counterparts at an early stage and developing recommendations which were of use to the OPM as well as other stakeholders.

Mixed methods were used in support of the data collection and user involvement process. Key to this were the use of workshops with the OPM and the TA team. Through the workshop approach baselines were developed by asking participants to identify needs as they were in 2017 and pointing to how they believe the project could possibly change those needs by identifying a commonly agreed theory of change.

For the purpose of finding additional evidence and triangulating the findings the evaluation relied on different types of data collection methods. In addition to the review of documents received from the TA team and the OPM, the evaluation team conducted an online survey (available in English, Albanian and Serbian) reaching out to the many

ministries involved in the project in one way or another as well as to outside stakeholders. A total of 93 responses were received (see Annex 8). Interviews (single and group) were conducted with 36 interviewees covering OPM, selected line ministries, CSOs, and donors (see Annex 3).

The theory of change for the project were first identified by the evaluation team through document research and refined with inputs from the TA team. The theory of change was then further refined and confirmed through a theory of change workshop with the OPM and the TA immediately after the inception phase.

The team identified five concept documents to guide a selected number of the interviews to establish contribution. The five documents were used to assess all aspects of the concept document process from the initiation to the approval. Two of the concept documents were from before Sida's intervention and served as baseline, while the remaining three were used to assess progress against the baseline. The policy process progress was further documented through a self-assessment workshop where line ministry and OPM identified progress made at each individual step in the policy development process. All major findings were triangulated through a validation workshop with the OPM and the TA project team. This process was also key in confirming lessons learned and providing inputs to the recommendations.

Finally, it should be noted that the team paid specific attention to gender as an element of the contribution analysis.

3.1 LIMITATIONS

The evaluation was conducted with a number of limitations, which should be taken into consideration. First and foremost, the COVID-19 situation meant that all workshops and interviews were conducted online. The team has thus not been able to visit the OPM premises or meet partners on the ground. The online approach means that the meetings are slightly more formal and that informal talk before and after the meetings are not feasible. It is, however, also the assessment of the team that the use of online communication was now a common practice for all those interviewed and that the interviewees were comfortable in sharing findings and lessons learned with the team. All interviews were also conducted so that no one else was able to listen in on the conversations.

The Embassy and OPM provided all the background documents and information requested by the team, and the team is of the opinion that the documents provided give a comprehensive overview of the support and the project process. However, in light of the significant number of outputs produced, the team was not in a position to undertake a detailed assessment of all parts of the project. Thus, a selection of concept documents were selected for additional scrutiny as were the processes related to these. These were identified based on the sample selection criteria outlined in the inception report.

Finally, there was not a solid baseline for the project. There were concept documents from before the project and after the project, which the team could analyse, but limited

information about process and capacity levels. The team therefore used the workshops and interviews to establish a baseline (in addition to the inception report). It is evident that it is often challenging to extract the correct and adequate information from the decision makers in 2016 as to the foundation and relevant considerations regarding the design and justification of the intervention. However, the feedback from the workshops and interviews were triangulated with the inception report to ensure a high level of precision and consistency in the baseline identification.

3.2 ETHICS AND PARTICIPATION

The evaluation was conducted in line with the OECD/DAC Guidelines on Quality Standards for Development Evaluation. Accordingly, the evaluation team adhered to the principles of impartiality, independence and credibility. Stakeholders' confidentiality were protected when requested or as needed. This was brought to the attention of key informants in the beginning of all interviews and in the message sent out along with the on-line survey. Furthermore, the evaluation team ensured that there was no undue influence on the selection of key informants.

4 Findings

In the following, we present the evaluation team's findings in line with the OECD-DAC criteria and the evaluation questions presented in the ToR.

4.1 RELEVANCE

R1 To what extent did the intervention's objectives and design respond to beneficiaries' needs?

R2 How did the intervention relate to existing policies and priorities, notably the European Integration process?

R3 To what extent did the intervention guarantee its relevance for the beneficiaries during the intervention timeframe?

R4 To what extent were the outputs and activities relevant for beneficiaries?

The relevance of the project refers to how well the project responds to the beneficiaries' needs in relation to existing policies and priorities. It is also concerned with whether the intervention includes the relevant activities or whether other measures should have been taken to ensure better results.

The project design process was characterised by a bottom-up identification of the objectives and programming priorities. The definition of the overall objective and the five outcome objectives was led by the Government Coordination Secretariat (GCS) at the Office of Prime Minister (OPM) in advance of the launch of the support.

The overall objective and outcome objectives are generally well defined and formulated, clear and reasonable. However, the formulation of the fourth outcome objective "Contribute to adequate staff numbers within the OPM in charge of policy development, coordination and scrutiny" stands out as it looks more like a conditionality than an outcome, which is part of the direct financial support but not an outcome delivered by the project.

The defined outcome objectives address needs arisen from careful analyses and gaps identified in the policy development cycle and relevant bodies' capacity needs to manage and implement an effective policy development process conducted by GCS. The main gaps identified were: a) fragmented policy development procedures and structures in charge of the management of policy development process in Kosovo; b) lack of OPM capacities to properly manage the integration of the different policy development projects; and c) limited capacity of officials responsible for policy coordination, policy planning, policy scrutiny and policy communication at other key government bodies such as the Ministry of Finance (MoF) and the Ministry of European Integration (MEI).

The quality of the analysis is generally good – explaining in a narrative form the main challenges facing each of the units in the policy cycle. However, there was no evidence provided of methods and tools used by GCS to conduct this analysis, nor reference given of findings conducted by other donors involved in policy development process, such as EU, GIZ, USAID, OECD.

The intervention logic of the project is also well defined - the strategic choice of focusing on three main policy making bodies and EU integration actors from OPM (GCS, LO, SPO, PCO), the Ministry of Finance and the MEI is very adequate. The Project addressed building capacities of line ministries through working groups (WG) in charge of policy development, while building capacities of other line ministries' staff designed to be delivered through a pool of selected ToTs trained by the project. This narrower approach is considered to be relevant, as it would not have been realistic for the Sida project, with limited funds and a limited timeframe, to build capacities of the entire Kosovo public administration and other parties involved in policy development cycle.

The results framework is well structured. The final framework improved in terms of refined results and indicators during the inception phase and reflected the GCS joint consultations with the project team and other beneficiary offices. The outcome objectives have been translated into several activities, well sequenced and with respective objectively verifiable indicators. The indicators have been based on SMART principles with baseline measurements including two milestone years – the end of 2017 and the end of 2019 for which targets have been set and could easily be monitored through adequate sources of verification linking the project result indicators with the key policy document requirements. Though it is noted that not all indicators are reported.

The activities in the results framework put a heavier emphasis on targeting the OPM bodies and to a lesser extent targeting the MoF and MEI (outcome objectives 2 and 5) and line ministries (outcome objective 3). The financial budget and timelines are considered to be adequate to support the achievement of planned results.

The project activities were broad including analysing and revising the current manuals, guidelines and procedures for policy development process in Kosovo. Including guidelines and manuals for developing Concept Documents (CD), Standard Cost Model Manual, drafting the Regulation on the Government Communication Service), updating Government policy documents (updated format for the Government Work Plan), developing the training modules on the policy development cycle and policy documents, providing direct support to OPM, LO, SPO, PCO and relevant line ministries' staff.

The project activities have been well sequenced which led to a smooth and timely implementation of activities. All project activities were implemented in close cooperation with the OPM. The technical assistance planned to deliver activities through a classic approach of carrying out consultations and assessments with

beneficiaries and addressing the identified gaps to policy documents, involving all beneficiaries in checking the accuracy and quality of final outputs, and delivering activities together with the beneficiaries. Capacity building was delivered through trainings to defined target groups, combined with hands-on knowledge and skills transfer with on-the-job training in drafting guidelines, manuals etc.

The project design provided adequate risk analysis and measures to mitigate them, but little attention was given to conditionalities in terms of the Government's will to recruit the adequate staff in numbers and qualifications to all bodies involved in the Project, i.e. in terms of adequate funding to the Kosovo Institute of Public Administration (KIPA) to assure ToT delivery on policy making to all the relevant counterparts. Lack of conditionalities risked the project effectiveness at the beginning of the project, i.e. the revision of the BRS was supposed to be led by the LO at the OPM, but due the lack of capacities, including the resignation of the LO acting director and the urgency required to finish the work and approve the Strategy, the GCS took the leading responsibility to do it.

The objectives of the Sida funded project match the priority areas identified in the main strategic documents such as National Development Integration Strategy which addressed the lack of evidence-based policy making and provided specific recommendations on the implementation of the Better Regulation Strategy.

The objectives of the Sida project also match Kosovo's European integration priorities and objectives set in the Stabilisation and Association Agreement (SAA), the European Partnership, and Progress Reports 2014 - 2020 related to the Public Administration Reform where the need for improvement in policy development has been specifically articulated. The CD Guideline link directly to the European integration process and addresses the issues raised by the EU 2016 Progress Report for Kosovo.

The project objectives remained relevant throughout the implementation time span. Evaluators did not find substantive adjustments of objectives and expected deliverables during the project implementation.

4.2 COHERENCE

- C1** To what extent was the intervention compatible with other interventions?
- C2** Was there duplication of support?
- C3** How did the intervention link to the overall policy objectives of Kosovo, in particular related to European Integration, economic development, gender equality and social inclusion

The coherence of the project refers to how well the project fits with other interventions, e.g. relevant policies concerned with policy development or other donor projects supporting OPM or line ministries in the same field and to what extent the project creates synergies to other interventions.

The evaluation finds that the project was undisputed and rather unique in supporting policy development through the development of concept documents as one of its key features. The groundwork for working with impact assessments and concept documents as prerequisites for policy development was initiated back in 2009-2010 where discussions were held with DFID. This led to the introduction of concept documents in 2012. The approach was followed in 2012-2014 by USAID and supported SIGMA, which was then picked up and systematically adopted by the Sida project in 2016. To that effect the project was a logic intervention which was supported by other donors and which was a priority for the Government of Kosovo as reflected in the Better Regulation Strategy for Kosovo.

The EU is engaged in three projects focusing on the public administration of Kosovo with a particular emphasis on better regulation and the reduction of administrative burdens. The evaluation found that EU has been coordinating closely with the Sida project and the EU is likely to continue and take over on the better regulation agenda with a slightly different angle enhancing the policy dialogue element further.

GIZ is also supporting the public administration in Kosovo, addressing governance issues e.g. through promotion of municipal services, reform of public finance systems, legal reforms and supporting the EU integration process.

Luxdev also supported OPM in coordination with Sida, as well as the Ministry of Integration, with regards to policy analysis in relation to the EU acquis.

The evaluation did not find any duplication of support and found that the project had generally cooperated well with other donors though there was a need to diversify from e.g. the World Bank which also provided legal training in the same domain. The interviews show that the project has made considerable effort to coordinate with the other key donors in Kosovo and all the donors interviewed were well informed about the project's activities.

While the project was not explicitly linked (i.e. in the results framework) to Kosovo's European integration process, the intervention did support important steps in terms of

making Kosovo an eligible candidate for membership of the EU e.g. through an enhanced focus on a more transparent and evidence-based policy development process.

The evaluation survey shows that almost 77% of the respondents considered that the project was related to the European integration process to either a very large or a large extent. Consequently, the project has managed to position itself as a relevant response to enhancing the quality of policy development in alignment with the EU integration process despite this not being one of the project outcome objectives.

The project is not considered to include an explicit focus on economic development though indirectly contributing to this e.g. through the concept development on reduction of administrative burdens.

This is also the case for aspects of social inclusion which can be seen as a more specific political priority which was only an indirect effect e.g. through the development of relevant concept documents but which was not a clear priority for the project as such. This agenda is more in line with e.g. the GIZ portfolio in Kosovo.

The issue of gender equality was considered by the project but did not have a prominent role in the project design or in the activities as this was covered by a parallel Sida project specifically focused on gender equality and also since GCS did not have a clear mandate or ambition to promote this issue.

While the female representation at OPM and GCS in particular is strong the evaluation did not find a systematic approach by the project or GCS to highlight gender inclusiveness or mainstream the issue in the project activities. However, gender impact assessment training was carried out by and coordinated with the Sida gender equality project.

4.3 EFFECTIVENESS

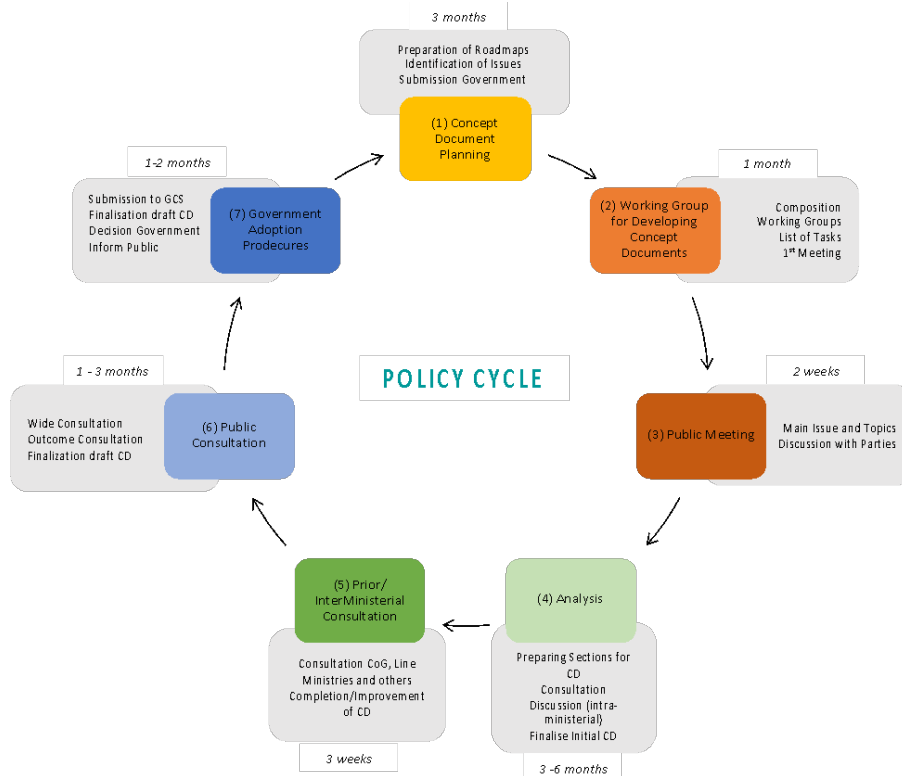
Es1 To what extent did the intervention achieve its objectives and results?

Es2 What are the direct effects of the intervention?

Es3 To what extent did the outputs and activities contribute to reaching the objectives?

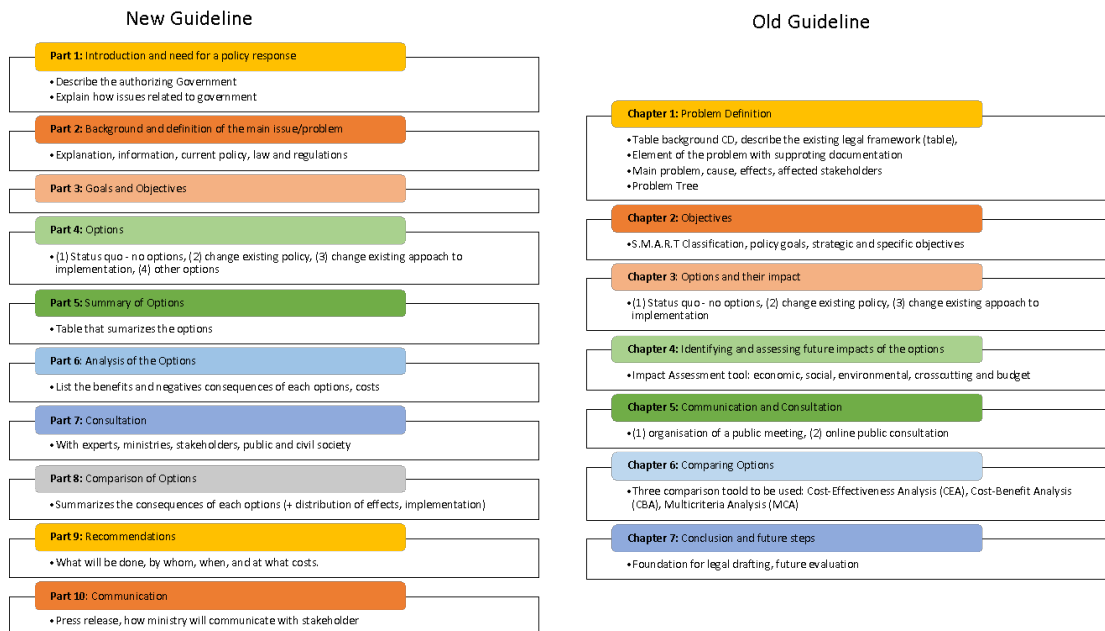
The assessment of effectiveness focuses on the ability of the project to contribute to meeting the project objectives. The focus is on whether key outputs have been delivered and whether these have or are likely to contribute to immediate outcomes. Key to this is an understanding of policy development through the concept document development process. The team has developed an overview of the process based on the concept document guideline. See figure 1 below.

Figure 1 Concept document development process



One of the first major outputs of the support to OPM was the development and approval of new guidelines for concept document development. As the concept document provides the background and rationale for policy development in Kosovo, improved concept document guidelines provide improved guidance for the policy development process. The team found that the 2017 concept document guideline developed with Sida assistance is more comprehensive than the 2012 guideline and has improved the level of information and detail. The team in particular would highlight improvements in terms of: (a) a more reader friendly layout, (b) more tools and analyses for ensuring the right evidence for decision-making, but (c) more mandatory requirements (see detailed assessment of the two guidelines in Annex 5). An overview of the changes to the guidelines can be found in figure 2 below.

Figure 2 Comparing the 2012 concept document guideline (baseline) with the 2017 concept document guideline



A sample assessment of two concept documents from 2017 (using the old guideline) and three documents in total from 2019 and 2020 (developed based on the new guideline) provide an overview of the enhanced quality of the concept documents following the launch of the new guideline (see the team's assessment overview in Annex 5). Improvements are made in several areas, but the following improvements applied in the 2019/2020 concept documents not included in the 2017 concept documents are assessed by the evaluation team to be of particular importance in terms of ensuring enhanced quality of concept documents:

- *Background information and overview of existing legislation.* The documents now include information of the current situation and existing legislation that the policy feeds into
- *Problem identification, causes and effects.* The concept document now explicitly explains the causes and effects of the suggested policy change in the main document and the rationale for why a new policy is needed. This is guided by the introduction of the problem tree tool in the guideline
- *Assessment of impacts of policy with emphasis economic, social and budgetary aspects.* All policies influence the context and often specific groups. They also have budgetary implications. These analyses were not included in the previous documents assessed
- *Data collection statistics informing policy.* The new concept documents apply an increased use of data to inform the analyses and policy recommendations. There is thus a higher level of data and information available to inform the different policy options

Interviews with line ministries, donors and OPM staff all agree that the concept documents have improved in quality. Interviewees point to the enhanced use of evidence to inform the concept document design allowing for evidence-based decision making. All agree that the level of detail has increased substantially in the documentation. Several pointed to the assessment of the social and economic impact of policies to be a key new attribution improving the quality of the concept documents.

The level of detail is, however, also by several interviewees, found to be an obstacle to the design and use of the concept documents. Several interviewees, who all welcomed the improved guideline, also found that the requirements were too comprehensive and that they did not always match the policy developed. The interviewees found that the level of detail required in sections of the concept documents to be too bureaucratic without influencing the quality of the policy. GCS pointed to the need being aligned with the requirements of the EU.

The team's assessment of the concept documents found that while the guidelines in most cases are followed meticulously, there are some areas where improvements are still needed in some of the concept documents (in the following list at least two out of three concept documents assessed by the team did not live up to the guideline on the points below). This includes:

- The use of SMART objectives and indicators
- Application of main categories of costs or applying the standard cost model (SCM)
- Application of the gender impact assessment
- Application for policy analysis for transposing the EU acquis

In terms of coordination of policy development, interviewees agree that, the process has improved. This is confirmed by 55% of the respondents in the evaluation survey while around one third see little difference compared to before the project was initiated (see major survey results in Annex 8). Several interviewees point to the role of the working groups and their composition as well as the role of GCS in leading the policy development process as important actors in ensuring proper coordination. Line ministry interviewees furthermore stressed the importance of GCS in guiding the working groups in the analysis phase of the concept document development.

In terms of improved policy scrutiny, the team found that policy scrutiny overall has improved and that the use consultations has increased. Around 54% of respondents in the evaluation survey found that the policy scrutiny function has improved. Several interviewees pointed to the GCS checking that guidelines were followed and that the legal office of the OPM were now more capable of assessing legal quality of concept documents. The inclusion of academia as well as civil society in the concept document working groups also enhances outside involvement in the policy processes and enhances transparency. Furthermore, the involvement of other line ministries in the groups were highlighted as key for policy coordination.

Transparency is also enhanced through the increased use of public meetings as well as the consultations, though there is still room for ensuring a broader involvement of civil society. Public meetings are held in advance of the concept document development to ensure that the concept documents address key issues of concern from the citizens. Following the first draft of the concept documents public consultations on the draft are held as well. This is also published on websites and communicated through media. Interviewees pointed to significant media presences at these events.¹ The team found that 50% of survey respondents stated that CSOs are now more included in the policy development processes. However, the sample document assessment shows that while some ministries are good at including CSO comments, others CSOs do not refer to these at all.² As the umbrella organisation for civil society organisations in Kosovo, KCSF is one of main advocates for CSO involvement in policy development. KCSF pushed for more consultations and inclusiveness and stated that the public consultations had been the most important achievement of the project in terms of CSO involvement in the policy process. However, the CSO landscape in Kosovo is quite scattered and there appears to be a need to include a broader representation of relevant CSOs and mainstream their contribution in policy making and not only rely on KCSF and a few selected CSOs. However, interviews with CSOs and ministries also showed that not all CSOs found that there was a need or benefit from attending concept document consultations.

The evaluation team found that the Sida project has surpassed its planned training programme aimed at enhancing the capacity of the line ministries. According to the narrative project reports 93% of staff have been trained (the target was 85%). The evaluation survey shows that around 40% of the respondents state that the policy development capacity in ministries has improved, another 18% identify a small change, while 40% see no change. There are no baselines or post-training assessments undertaken to document actual knowledge gain of trainees, so the quality of the training is difficult for the team to assess. However, it is evident that the concept documents have improved in quality and that those involved in the working groups agree that they have enhanced capacity to assist in this process. The enhanced capacity of line ministries is confirmed by other donors and institutions working with selected ministries. There is however also concern with the strong focus on the working groups and the institutionalisation of training (see Section 4.6 on sustainability).

¹ Aligned with the objectives of the Concept Document of the Government Public Communication Service, 2017.

² The findings are in line with the EU Commission 2020 report on Kosovo, which states that Public consultations are organised regularly, but the minimum standards for such consultations are not being followed consistently. In 2019, more than 82% of all primary policy documents and draft laws were published for consultation on the web portal. As the response rate from civil society and the public remains relatively low, the government is making efforts to promote the use of the web-portal.

In terms of improved work planning, the team found scattered evidence pointing in different directions. Asked explicitly with the line ministries, some found improvements while others found no change. The expected targets were 100% for all planning documents, but a final percentage has not been reported by the project (see assessment of reporting on work planning in Annex 7). The qualitative assessment reported indicates that the target is not fully met and that more work is needed. This is also assessed to be linked to the fact that the Indicative Forward Work Plan (IFWP) concept document started in June 2018 but was put on hold as a result of the political environment, the lack of capacities at GCS and later COVID-19. However, the evaluation survey shows that around 52% of the respondents state that the work planning has improved after the launch of the project and several interviewees point to improved preparation process for work planning and point to the fact that work planning is now linked to annual budget and budget projections for the coming years.

A final expected result which has been achieved was the objective of increasing the number of staff members of the OPM to enable the OPM to carry out tasks beyond the project period. According to the annual report and interviews with the OPM an additional 11 staff members from the young cell programme have been recruited for the OPM.

In line with the inception report, the team also assessed the level of attention to gender and minorities and found mixed results. The team notes that gender has a more pronounced role in the new guidelines for concept documents and includes a gender impact assessment tool. The gender assessment tool training is provided by the Sida gender support project and not directly by GCS. In the assessment of the three new concept documents only one had specific gender related analysis. In this document there is a specific recognition of the need for further assessing the negative impacts of the suggested policy on gender equality. The remaining two concept documents had no reference to gender. The team also assessed the training materials of the project shared with the team and notes that none of these referred to gender (see Annex 6).³ When it comes to combatting discrimination however all three concept documents were found to assess concerns specific to sub-populations in terms of ensuring the removal of language barriers and equal access to services.

³ The 2020 EU commission report on Kosovo found that the Sida project AGE train civil servants on gender impact analysis, which is increasingly being used during the drafting of legislation and policies. But that coordination with gender equality officers in the ministries needs to be strengthened. More coordination and stronger leadership from the government as well as efforts across the institutions are needed to make progress on implementing the Law on Gender Equality. Institutions need to improve their collection, maintenance and transparent reporting of gender-disaggregated data.

4.4 EFFICIENCY

Ey1 To what extent did the intervention deliver results in an economic and timely way?

Ey2 Were the planned activities implemented as expected?

Ey3 To what extent was the process during which the outputs and activities were developed and implemented efficient?

The efficiency of the project refers to how well the project resources have been used, e.g. whether the intervention has been designed in a cost-efficient way and whether the project managed to implement the activities as planned.

The size and scope of the project is comparable to similar public administration projects in the region but with a significant emphasis on the technical assistance part, which originally catered for more than 70% of the total contract value of 30 000 000 SEK. This was later adjusted to 20 000 000 SEK (66.6%), but the size of the technical assistance project was still significant and showed that the project did carry substantial weight in promoting policy development.

The evaluation finds that the project overall has managed to deliver results in an economic and timely way. This is partially documented in the project progress reports and confirmed by both interviews and the conducted survey which showed that more than 50% of the respondents stated that the project has delivered value for money either to a large or to a very large extent while less than 16% felt that the project only delivered value for money to a small or a very small extent.

The project spent considerable time on the inception phase as a way of securing buy-in from the key stakeholders and beneficiaries and to conceptualise the approach of the project in more detail. It is considered that this decision was justified and that the design and approach of the project was sound and inclusive. Findings indicate that the project spent more time on stakeholder involvement in the earlier stages of the project (e.g. through CSO consultations) and tended to a more OPM centred approach in the actual implementation, though line ministries were also included and consulted.

The management and steering of the project was largely perceived as forthcoming and constructive. There was a constant and close dialogue between the TA team and in particular GCS and it was highlighted as a benefit to the cooperation that the TA shared office space with the GCS. It was also commended that the steering of the project was based on existing OPM structures rather than suggesting new and potentially overlapping mechanisms.

The evaluation shows that the project delivered positive results and overachieved on some targets, e.g. on number of staff trained (509 out of 545). However, there were also examples of activities being delayed such as the concept document on administrative burdens, which was planned for 2019 but only approved in March 2020. The Regulation on Rules & Procedures was supposed to be updated by the end of 2019

but was still under development in the first half of 2020 and has now been taken over by SIGMA. Also, the work on the Indicative Forward Work Plan (IFWP) concept document started in June 2018 but was put on hold as a result of the political environment and later COVID-19. Trainings had to be paused in 2020 and though recorded trainings were considered they were not realised. However, public meetings were conducted online. GCS and Sida has also worked closely on baseline measurements using the standard cost model where 384 laws have been analysed. The SCM concept document was only approved in April 2020, so that actual application in concept document development has only been fully applied since then.

The survey gives a more mixed picture of the expected implementation where close to 50% remain neutral to whether the project work plans were implemented as expected. Still, more than 36% of the respondents believed that the project either to a large or to very large extent implemented the work plans as expected while only approximately 15% felt that the project did not meet expectations in this area.

The evaluation does not find the delays mentioned in the above to be unusual in a large-scale implementation project and also acknowledges that the political environment in Kosovo has been very challenging during the project implementation with frequent changes in government and political priorities.

Though some activities were in fact delayed the project overall did deliver against the expected results. The process for delivering results was generally assessed to be efficient with a high level of involvement from the beneficiaries, particularly GCS being the main beneficiary. Still, the evaluation found internal disputes at the OPM in terms of the internal cooperation and communication and in that sense the project has predominantly focused on building the capacity of GCS and to a lesser extent the OPM as a whole.

4.5 IMPACT

I1 To what extent has the intervention generated significant positive or negative, intended or unintended, higher-level effects?

I2 What are the expected long-term effects of the intervention?

The process from policy development to actual policy implementation is long in any context, including Kosovo, and higher-level results cannot be identified at this stage. Of the many concept documents developed only 25 have been approved so far based on the new guidance according to the latest information from GCS. And the process from approval to actual roll-out takes time. The expected end result of improved policies is for the women and men in Kosovo to be affected positively by the policies of the Government of Kosovo. This effect can only be documented several years down

the line.⁴ It should be noted that some of the concept documents approved are expected to have a particular high impact on policy development and government planning. This includes the Standard Cost Model concept document and the Administrative Burden Reduction concept document.

The time it takes for a concept document to be developed to a policy being implemented across Kosovo is also impacted by the political environment. Kosovo has seen four different governments since the start of the project. Each time this has resulted in change of leadership and also change in selected staff such as the director of the PCO in the OPM. These processes further delay the policy approval process. Furthermore, several interviewees pointed to the limited political will to move the policy implementation forward. When interviewees were prompted to answer how the project could manage these political challenges, several interviewees pointed to the importance of policy dialogue aligned with the budget and technical support of the project.

While we are not in a position to make an overall impact finding at this stage, we can assess the probability of impact based on the extent to which the assumptions of the project were held. The validated theory of change has assumptions at the level leading to outputs; outcomes; and impact. Below we present the findings from each level:

Output level assumptions

- Sida is able to identify the needs in a way that ensures ownership with the OPM and line ministries
- The OPM and line ministries are willing and able to allocate time and resources to request support and provide feedback to the Sida team

Assessment: As identified in the relevance section, the findings have shown strong ownership with OPM and the bulk of line ministries interviewed or subject to the survey. This was further documented in the self-assessment workshop.

Outcome level assumptions

- OPM and the line ministries will make staff available for planned activities
- OPM and line ministries approve the updated policies and manuals
- OPM and line ministries staff are able to understand and apply training provided in practice
- OPM and line ministries are open to increase consultation and involvement of outside stakeholders in consultation processes

Assessment: All four assumptions at the outcome level can be confirmed by the evaluation. OPM and line ministries did make staff and resources available to the project; the policies and manuals were updated and approved and are in use; and GCS staff are themselves undertaking the training and can continue with this if funds allow;

⁴ The project quotes the World Bank Global Indicators of Regulatory Governance. The baseline 2017 score was 4.5 (out of 6) and the score in 2018 was 4.75 showing and improvement from 2017-2018. The score has not been updated since then (it is still registered as 4.75). See: <https://rulemaking.worldbank.org/en/data/explorecountries/kosovo>

and finally, line ministries have shown open to enhance working group compositions and consultations, even if the level of CSO involvement is more limited than first anticipated.

**Impact level
Assumptions**

- **The Government of Kosovo continues to support and apply the guidelines, manuals and trainings developed and implemented with assistance from the project**

The final impact level assumption is more difficult to confirm at this stage. We have evidence to show that guidelines and trainings are being implemented. The continuation of the application will depend on continued ownership to the process of current and existing governments. However, as stated in the sustainability chapter below, there is a high probability of sustainability. Combined with the theory of change assessment thus indicates a high probability of impact.

There are several outcomes already achieved at lower levels which can be identified at this stage. This is in addition to improved policy development processes as highlighted under the effectiveness section above. The revised concept document process have enhanced relevance and transparency of policy development in Kosovo. This is supported by the project assisted concept document on communication. The implementation of the communication policy means that the Government of Kosovo is seeking enhanced feedback and consultations with civil society and academia. This was confirmed in the interviewee survey where 40% of respondents stated that public transparency and accountability has improved, and the same 40% state that this is a direct cause of the support provided by the project. Interviewees pointed to the fact that the improved processes have meant that the policies developed are now more relevant to the people of Kosovo (see also box 1 below).

Box 1 Line ministry statements on public meetings and consultations (examples)

- Public meetings play a key role in defining the problem
- Public meetings enable the ministries to ensure that the needs of the citizens are included in the concept document analysis and options
- Public meetings and consultations mean that citizens agree with the policies developed

Finally, the project has undoubtedly enhanced the capacity of the GCS. All interviewees confirmed that GCS is now in control of the policy development process and has the capacity to continue this role beyond the project. As a positive side-effect, interviewees pointed to the fact that the process has also resulted in an improved relationship between the GCS and the line ministries who now understand and appreciate the concept document process.

4.6 SUSTAINABILITY

S1 To what extent are the net benefits of the intervention likely to continue?

S2 What measures need to be taken still to ensure sustainability?

S3 What new demands did arise that could affect sustainability?

In the following we present the findings related to sustainability. The focus is on the sustainability of the key processes of the project pertaining to: the concept document development processes, communication processes, capacity development processes, and GCS coordination processes. In addition, we touch upon emerging issues pertaining to sustainability.

In terms of the concept document processes, the team has found that there is evidence to suggest that the new policy development process is likely to continue beyond the project period. Interviewees stated that GCS was able to facilitate the process, and that each of the ministries had working group members to lead the process from the line ministry side. It is also evident from the interviews that the ministries perform differently and that some ministries were assessed by interviewees to be able to handle the concept development processes without much assistance while others were not in a position to do so. This pattern is also evident when you assess the quality of the concept documents across ministries.

There were however also concerns raised in the interviews that the level of detail and sophistication of the concept documents may be an impediment for sustainability. Several line ministry interviewees pointed to the need for a simpler document to ensure that the concept documents would be drafted in full compliance with the concept document guideline in the future. An example of a challenge in this regard was the application of the standard cost model which, according to interviewees, required sharing of data from ministries, which was often not feasible. This is confirmed by the fact that only one of three new concept documents assessed had applied this model.

In terms of communication and consultation, all line ministries interviewed agreed that there is merit in these processes. All interviewed stakeholders also are committed to continue this process in the future.

In terms of training, the team found that the project and GCS had a clear strategy for ensuring institutionalisation of the training. Interviews show how the project team initially undertook most of the training with GCS having a more assistant role, but that over time Training of Trainers (ToT) was completed and that GCS in the last trainings completed these with the project team playing a backstopping role. 14 ToTs were trained and can continue the training beyond the project period. The progress in terms of handing over training to GCS was achieved in spite of the fact that COVID-19 has meant that GCS could not take over training as comprehensively as planned at first. There were however concerns raised by some line ministries as to whether the number of ToTs would suffice relative to the demands. The no-cost extension of the financial

contribution to the project will allow for GCS to complete the planned trainings stalled by COVID-19.

From an institutional perspective the training is ensured by anchoring it with the Kosovo Institute of Public Administration (KIPA). The training curriculum has been adopted by KIPA and KIPA now has training facilities to make available for the training of future working group members and OPM staff. However, interviewees also pointed to the need for funds for the trainings. In the short-term, these financial needs will be covered by the Sida no-cost extension of the financial support over the next year, but there is not yet a plan for dealing with these costs beyond 2021. It is assumed that the EU could take over as of 2022 but there are no guarantees. Also, it should be noted that OPM will face a challenge in terms of keeping up the pace and ensuring the same level of activity without the support of the project, not only in relation to the training activities, but also in terms of developing concept documents and maintaining the momentum in policy coordination with the line ministries.

GCS is assessed to have staff with the knowledge and abilities to continue the work, the only challenge is the number of staff and the quality of new staff. Donors and non-OPM staff interviewed stressed the high level of ownership with GCS to the concept document development process. They explained how the project team has been more hands-off in the latter part of the implementation period to ensure sustainability. Interviewees explained how experts from the project team took a larger role in writing opinions on the concept documents in collaboration with GCS staff but handed over this process more explicitly to GCS staff over time. The team has not been in a position to assess the capacities of the new staff (the young cell recruits) but note that they all have appropriate education and are assessed to be of high capacity by interviewees.

Overall, the project results have a high probability of sustainability. Policy reform is a continuing process and additional resources will always be in demand, however, it is the team assessment that with the few exceptions highlighted above the reform process gains will remain after the closure of the project. The major challenge for GCS remains to be when there is a shift in government. According to interviewees in these periods advisory services are in high demand and the absence of project assistance is expected to strain the office.

5 Conclusion

The project evaluated has to a large extent become equivalent to the instalment of concept documents and impact assessment as the basis for policy making in Kosovo. The most significant project deliverables have been the formulation and implementation of the guideline for developing concept documents and the capacity development around the guideline processes.

The evaluation found that the project was highly relevant when launched, addressing a need of the Government of Kosovo which would align the EU SAA. The team found the project to be coherent and building on past engagements from other donors.

The project design was based on a high level of flexibility in the implementation and ownership and authority of the OPM to decide on project priorities. The evaluation found that the design and approach has provided the grounds for ensuring that many of the planned results have been delivered and are most cases likely to continue beyond the project.

The project had five objectives. The evaluation found that of these five the bulk have been achieved with a few still to be fully completed. First and foremost, the project has contributed to the improvement of the process for policy development and coordination, including better supporting documents and provision of competence development. The improved concept document guideline was assessed to be a significant improvement with enhanced tools and quality base for policy decisions. The team found that the guidelines were implemented by the OPM and the line ministries and the outputs largely compliant with the requirements. A few concerns were raised by the line ministries of the guidelines in some instances having too many requirements, and there may be a need for OPM to revisit these with the line ministries.

The ability of the OPM and the line ministries to follow the guideline implementation has also resulted in improved performance of policy coordination and policy scrutiny. OPM provides written inputs to the policy documents, which also go through a process of consultations with the public and civil society. The role of civil society is found by the evaluation to be one of the areas of public scrutiny where there is still room for improvement in the sense that few CSOs were directly involved in the process.

The evaluation found that the GCS has improved its cooperation with the line ministries, and that the line ministries have taken a lead in the working groups and drafting of the concept documents. The working group members have all been trained to perform their tasks by the OPM and the project team as is also evident in the quality of the project documents. The capacity of the line ministries is however first and foremost with the working group and not spread across the ministry and the support is therefore at risk of being affected by the rotations in the ministries, which may risk

undermining line ministry capacity in the long run. However, with the institutionalisation of the training curriculum and facilities of KIPA there is a basis for continued capacity development of line ministries provided that the Government of Kosovo can find funding to support the training.

The project has also contributed with enhanced staff capacity of the OPM through an agreement with the Government of Kosovo. This is expected to contribute to catering for the increased role of the OPM in the policy development process since the launch of the new guidelines.

The one area where the project progress is less significant compared to the list of progress outlined above, is in terms of improving the work planning of the Government of Kosovo. As the concept document guideline is being implemented this of course ensures improved work planning as well. However, the specific progress on work planning is not yet fully achieved.

The project has not shown a substantial commitment to gender mainstreaming and ensuring gender equality as this was considered to be the responsibility of the AGE and not an explicit part of the project design. While gender impact assessment tools have been improved and are part of the concept document design guideline, there is limited evidence of proper actual integration in the concept documents. Gender is also not included in the training materials made available to the team.

The high level of ownership of the GCS to the process and the willingness of the line ministries to allocate resources to complete the concept document processes is evidence of a high probability of sustainability of the projects. This can be credited to the project design emphasis on planned and gradual handover of responsibility to the GCS and the line ministries, as well as the institutionalisation of the training processes.

What the evaluation has not been able to document, is the actual impact of the project for the people of Kosovo. It is evident from the concept documents assessed that assessments have included social and economic impacts for the women and men of Kosovo, however this requires that the concept documents are turned into policies that are then implemented. As of today, 25 concept documents have been approved according to GCS (out of 93 developed: this number includes concept documents transferred from 2018 and 2019) and the few that have been approved have not been in effect long enough for the team to assess impact.

The slow progress in approval and implementation of concept documents is in many ways a reflection of the political environment in Kosovo which has led to three governments in four years and a delay in the political part of the policy approval and implementation processes. This is an obstacle which is beyond the project to solve but also illustrates the importance of donor policy dialogue in moving the political processes forward.

The team finds that the project is in many ways complete. There are adjustments that can be made in terms of fine tuning the guidelines and enhancing the number of ToTs.

However, overall most of the objectives of the project have been met. What is needed is to follow the process through from the concept documents have been developed to the policies are actually implemented.

6 Recommendations and Lessons Learned

Based on the findings and the conclusions, the team has developed recommendations specifically for the OPM, Sida and lessons learned for donors who wish to engage in policy development processes in the future.

For OPM-GCS:

- The Addition of the new Young Cell staff members is needed for the OPM to assist with policy development and coordination. The Young Cell staff members are however newly hired. The new staff members therefore need to be trained to ensure that they can provide the needed assistance to the OPM and the line ministries. This requires a proper training programme and action plan for how to best integrate the new staff in the policy processes.
- The concerns raised by the line ministries around the concept document guideline complexity and their ability to undertake the required analyses in the future needs to be considered by GCS. It is suggested, that the concept document guidelines are revisited with the line ministries to assess whether some of the tools and analyses required can be simplified to enhance the likelihood of these being applied in the future. Possible adjustments should not influence the quality of the guideline or compromise the EU acquis.
- Though efforts have been made, the GCS should take on an increased role, in collaboration with AGE, in ensuring that the Gender Impact Assessment tool is applied for all concept documents and also assess options for mainstreaming gender in training material.

For Sida:

- Commit to the one-year no-cost extension of the financial support to OPM. This budget will allow for KIPA and OPM to continue the institutionalisation of training of line ministry as well as new OPM staff. The additional budget is assessed to be important to ensure sustainability. Agreements should be reached with the Government of Kosovo to take over financial responsibilities of training beyond the project period to ensure sustainability of interventions.
- To assist with upending the political impasse in Kosovo Sida should consider linking the financial support with policy dialogue. Future budget support could to a higher extent be accompanied by a policy dialogue process with the Government of Kosovo as a way of ensuring that the efforts made by project interventions are backed at the political level to ensure actual implementation and ownership.

Lessons learned for donors supporting the policy development processes in the future:

- Flexibility in project design allows for a project to adapt to emerging opportunities and challenges. During the course of the project, opportunities emerged such as the project input to the Better Regulation Strategy not envisaged originally, or unexpected challenges such as Covid-19, which temporarily halted the training process. The project was implemented with a flexible design, which enabled the team to adapt to these changing challenges and opportunities. A similar strategy should be applied in a follow-up phase.
- Ensure ownership in implementation process by assigning implementation responsibility to the beneficiary partner - in this case OPM. The project has shown that handing over implementation responsibility to the OPM increases ownership and the probability for sustainability. The gradual hand-over of concept document assessments and training from the project TA team to the OPM allowed for a sustainable transfer. Such processes need to be included in the design of the assistance from the beginning. The OPM has proven capable of planning and implementing on its own. A future project should therefore only facilitate means to further the policy development process but not implement any elements of the project directly.

Annex 1 – Terms of Reference



Zyra e Kryeministrit-Ured Premiera-Office Of The Prime Minister

Sekretariati Koordinues i Qeverisë/ Koordinacioni Sekretariat Vlade/ Government Coordination Secretariat

Terms of Reference for the Final Evaluation of the Framework Contract for Capacity Development in the Field of Policy Development and Coordination

‘Project to support policy development’



Project to Support Policy Development

1

Funded by Swedish International Development Cooperation Agency (Sida)



Zyra e Kryeministrit-Ured Premiera-Office Of The Prime Minister

Sekretariati Koordinues i Qeverisë/ Koordinacioni Sekretariat Vlade/Government Coordination Secretariat

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Project to Support Policy Development

2

Funded by Swedish International Development Cooperation Agency (Sida)



Zyra e Kryeministrit-Ured Premiera-Office Of The Prime Minister

Sekretariati Koordinues i Qeverisë/ Koordinacioni Sekretariat Vlade/Government Coordination Secretariat

1. Evaluation purpose

The Swedish International Development Cooperation Agency (Sida) and the Office of the Prime Minister of Kosovo (OPM) agreed on a Technical Assistance (TA) project that started on July 2016.

With the TA being close to completion, the final evaluation is planned to be conducted to 1) inform Sida about the achievements under the TA and the manner in which the originally agreed objectives are met; 2) define the key components that contributed to the success of the project or lack of such success to inform the design of future TAs; 3) provide the OPM with practical suggestions on how to ensure that achievements reached as a result of the TA are embedded in a sustainable manner; and 4) inform the OPM about the possible future priorities regarding the development of the Better Regulation Agenda in Kosovo, including proposals on how to fully implement objectives in the future in case these are not reached or only partially.

The evaluation will bring together and analyse the lessons learned, the challenges faced, and best practices obtained during the implementation of the TA. The emphasis of the evaluation is on understanding what has worked well, what has not worked well and the underlying reasons that affected performance and reaching objectives. The Evaluation also needs to assess the sustainability of the changes that have been introduced.

The evaluation is expected to be designed, conducted and reported in order to meet the needs of the two main users. Therefore, tenderers shall elaborate on how this will be ensured during the evaluation process.

2. Evaluation object and scope

The object of this evaluation is the 'Specific Agreement for the Support for improving policy development in Kosovo 2016-2020' signed by Sida and the OPM in December 2015. This agreement was the basis for the TA on improving policy development supported by Sida.

The main beneficiaries of the TA are four distinct separate offices within the OPM: the Government Coordination Secretariat, the Legal Office, the Strategic Planning Office and the Public Communication Office. However, since policy development affects the functioning of all institutions involved in the process, the capacity development aspect included all line ministries as well.

Based on the Specific Agreement, Sida provided direct budget support for the implementation of activities under the project. In addition, Sida conducted a public procurement in order to contract a service provider to support the implementation of the TA with qualified experts. The composition of the project team for the TA is one Team Leader, one Project Assistant, three experts supporting the GCS (one of them acting as DTL), one expert supporting the LO, one expert supporting the SPO and one expert supporting the PCO.



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The project started with the development and approval of the Inception Report. Subsequently, the project delivered a progress report every six months. This was combined into an annual report that was drafted by the OPM and the Consortium. These reports were further supported with monthly activity reports that were drafted by each individual Consortium expert.

The key deliverables under the TA are:

- Better Regulation Strategy 2.0 for Kosovo 2017 -2021 and various updates
- Guidelines and Manual for Developing Concept Documents
- Extensive training, including Training-of-Trainers, and capacity development programme aimed at civil servants involved in policy development at the OPM and line ministries
- Standard Cost Model Manual
- Concept Document on Improving Strategic Planning and Monitoring in Kosovo
- Updated format for the Government Work Plan
- Concept Document on the Government Communication Service
- Regulation on the Government Communication Service
- Concept Document on Administrative Burden Reduction

The scope of the evaluation needs to cover the preparation process of the project and the development of the Specific Agreement between Sida and the OPM. The main focus of the evaluation needs to be on the implementation of the TA from July 2016 to October 2020, the development of the key deliverables and the application of these in practice. The evaluation needs to determine to what extent the objectives were met and determine the reasons why targets were reached or why not.

The TA was started with the aim of achieving one Overall Objective and five Outcome Objectives. These, in turn, were linked to twelve indicators. These are presented in the overview below.

Figure 1: Overview of Objectives and indicators

Objective	Indicator
Overall objective: Improved policy development in Kosovo	1. Kosovo's overall performance in the area of policy development 2. Improved consultation processes 3. Government decisions are prepared in a transparent manner and based on the administration's professional judgement; the legal conformity of the decisions is ensured.
Outcome objective 1: Improved process for policy development and coordination, including better supporting documents and provision of competence development.	4. Improved quality of documentation supporting policy development 5. Improved forward planning for Concept Documents 6. Improved provision of internal competence development

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Outcome objective 2: Improved performance of policy coordination and policy scrutiny function at the OPM	7. Improved input by the OPM during the Concept Document consultation process, disaggregated by unit
Outcome objective 3: Improved policy development capacity at the line ministries	8. Improved staff competence regarding policy development 9. Quality of policy development at line ministry
Outcome objective 4: Adequate staff numbers within the OPM in charge of policy development, coordination and scrutiny	10. Staff numbers of the offices within the OPM (in charge of policy development, coordination and scrutiny), compared with the tasks and duties of the different offices
Outcome Objective 5: The Government of Kosovo improves its work planning	11. The quality of the annual work planning and monitoring of commitments is improved 12. An Indicative Forward Work Planning (IFWP) is set up and used to guide management decisions and communication activities

The Results Framework, presented in Annex 1, shows the detailed means of verification per indicator, the indicator baseline, the expected results for end 2017 and the expected results for 2020.

3. Evaluation objective and questions

The Evaluation must follow the OECD/DAC criteria for evaluating development assistance: relevance, coherence, efficiency, effectiveness, impact and sustainability. These criteria are linked to key evaluation questions that are presented in the table below.

Figure 2: Evaluation Criteria and key evaluation questions

Evaluation Criterion	Key evaluation questions
Relevance	To what extent did the intervention's objectives and design respond to beneficiaries' needs? How did the intervention relate to existing policies and priorities, notably the European Integration process? To what extent did the intervention guarantee its relevance for the beneficiaries during the intervention timeframe?
Coherence	To what extent were the outputs and activities relevant for beneficiaries? To what extent was the intervention compatible with other interventions? Was there a duplication of support? How did the intervention link to the overall policy objectives of Kosovo, in particular related to European Integration, economic development, gender equality and social inclusion?
Effectiveness	To what extent did the intervention achieve (or can still be expected to achieve) its objectives and results? What are the direct effects of the intervention?



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	To what extent did the outputs and activities contribute to reaching the objectives?
Efficiency	To what extent did the intervention deliver (or can still be expected to deliver) the results in an economic and timely way? Were the planned activities implemented as expected? To what extent was the process during which the outputs and activities were developed and implemented efficient, e.g. when compared to similar processes in other countries?
Impact	To what extent has the intervention generated significant positive or negative, intended or unintended, higher-level effects? What are the expected long-term effects of the intervention?
Sustainability	To what extent are the net benefits of the intervention likely to continue? What measures need to be taken still to ensure sustainability? What new demands did arise that could affect sustainability?

In addition to answering at least the evaluation questions listed in the table above, the evaluation has to provide suggestions for the OPM on the future development of the Better Regulation Agenda in Kosovo. This needs to be a forward-looking component of the evaluation that is based on the current projections defined in various documents and plans. This component needs to be based on the lessons learned that the evaluation is expected to provide.

4. Methodologies and methods for data collection and analysis

The expectation is that the evaluators describe and justify an appropriate evaluation methodology together with evaluation methods in the tender. The tender will be the basis for completing the evaluation design, methodology and methods for data collection during the Inception Phase and will be laid down in the Inception Report.

The evaluation findings need to provide added value to the users of these findings. This means that the evaluators should facilitate the entire evaluation process with careful consideration to how the evaluation activities contribute to future use of consultation findings. Therefore, the evaluators need to present in their tender i) how intended users of the evaluation findings are to be involved in and contribute to the evaluation process and ii) how the proposed evaluation methodology and methods for data collection creates possibilities for reflection, discussion and shared learning between the intended users of the evaluation findings.

The evaluators should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed and avoid presenting information that may be harmful to individuals or stakeholder groups.

It is highly recommended that some members of the evaluation team are able to actively communicate in the official local languages Albanian and Serbian.



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Relevant documents will be made available to the evaluators by Sida and the OPM. The evaluators are also expected to independently search for data and documents when this is deemed necessary.

The manner in which the indicators are expected to be evaluated are to a great extent defined in the Results Framework and the description of the means of verification. The evaluators need to ensure this verification is followed and need to assess the appropriateness of the indicators. The evaluators are asked to complement the information gathered for these indicators and, based on the evaluation findings, suggest alternative indicators for similar projects in the future.

The Contractor is expected to apply a range of methodologies for performing the evaluation such as document review and analysis, data analysis, user-surveys, interviews with relevant professionals and focus group meetings.

The OPM, and in particular the GCS, will provide the necessary statistics and data that is required to assess indicators based on information held by the OPM.

The most relevant organisations that must be involved in the evaluation process and their key role in the project are presented in the overview below. These organisations are the minimum of organisations that must be involved in the evaluation process. The evaluators are requested to expand on this overview in their tender proposal.

Figure 3: Main organizations involved in the TA and related outputs and activities

Organisations	Key role
Sida	Providing the possibility to the OPM to conduct the TA
Secretary General of the OPM (SG)	Highest authority for TA implementation and reporting to Sida
GCS	Main implementing authority since the SG delegated daily TA management to the GCS Key institution responsible for policy development Key institution responsible for work planning
Budget Department of the OPM	Main authority responsible for processing payments and reporting on expenditures made for the project
Administration Department of the OPM	Main authority arranging the accommodation and office equipment for the TA
Procurement Department of the OPM	Main authority setting the procurement process and plans within the OPM that set the framework for expenditures
LO	Direct beneficiary of the TA Key institution responsible for legislative quality
SPO	Direct beneficiary of the TA
PCO	Key institution responsible for strategic planning Direct beneficiary of the TA

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	Key institution responsible for policy communication
Office for Good Governance (OGG)	Key institution responsible for public consultation policy
Ministry for Internal Affairs and Public Administration (formerly Ministry for Public Administration)	Key institution for coordinating and reporting on Kosovo's Public Administration Reform process
Fifteen line ministries (before 2020, there were 21)	Institutions for initiating policy development
Kosovo National Audit Office (KNAO)	Key target group for capacity development, in particular the, General Secretaries, Departments for European Integration and Policy Coordination (DEIPCs), Legal Departments and Policy Departments
Civil Society Organizations, directly involved	Authority performing the annual budget audit for the TA
Civil Society Organizations, indirectly involved	Authority conducting the mid-term evaluation/performance audit of the TA
Delegation of the European Union to Kosovo	Organisations and experts directly involved in policy developments, for example from PRAK, ICMI, USAID and the World Bank
Prime Minister's Office of Albania – RIA Unit	Organisations monitoring and overseeing the quality of the policy development process, for example Kosovo Civil Society Foundation, Civikos and INDEP
Members of the TA project team	Key interlocutor for Kosovo's ambition to join the European Union
	Key institution monitoring Kosovo's Public Administration Reform process
	Direct cooperation partner for the OPM in Kosovo based on the joint cooperation agreement in the field of Better Regulation
	Providing direct support, capacity development and technical assistance to the OPM and line ministries in order to support the OPM to reach the objectives under the Specific Agreement with Sida.

5. Organisation of evaluation management

The evaluation is commissioned by Swedish Embassy in Kosovo.

The GCS has contributed to the ToR for this evaluation. It will be provided the opportunity to comment on the draft inception report, intermediate reports and the draft final report.

The GCS will support the evaluators with identification of relevant people to meet and the organization of meetings, provision in advance of documents and data relevant for verification of the indicators. In this regard, the Evaluator shall appoint one contact person that will communicate and cooperate with GCS.

Sida will evaluate the tenders, approve the Inception Report and the Final Evaluation Report.



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The GCS will be participating in the start-up meeting of the evaluation, debriefings, workshops, meetings where (preliminary) findings and conclusions are discussed.

Members of the project team from the TA that has supported the implementation of the project activities and was tasked with supporting the OPM with the reaching the TA objectives can be involved in the same manner as the GCS.

The main language for the evaluation, all evaluation activities and reports is English. The GCS will ensure that interpretation for meetings is arranged when this is necessary. The GCS will also ensure translation of reports provided by the evaluators into Albanian and Serbian. Project documents can be translated by the OPM based on need and prior agreement. The expenditures for interpretation and translation will be covered by the TA activity budget provided by Sida to the OPM.

The evaluators have to present the final evaluation findings at the closing conference for the TA.

6. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation¹ and 'Sida's Evaluation Handbook' from April 2020. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation². The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

7. Time schedule and deliverables

The evaluators are expected to present their evaluation schedule and work plan as part of the tender. The evaluation activities shall be conducted from July 2020 till December 2020.

The timing of interviews, surveys, workshops and other activities need to be agreed between the evaluators, Sida and the GCS as part of the Inception Phase. Sida and the GCS understand the need for flexibility due to Covid-19. This will be further discussed at the kick-off meeting.

The table below lists the key deliverables and activities for the evaluation process. The evaluators are expected to expand on this overview based on their proposed evaluation methodology and methods.

Figure 4: Indicative schedule for the evaluation

Deliverables	Participants	Deadlines
Kick-off meeting (virtual)	Evaluators, Sida, GCS	July 2020
Document analysis and preparation of Inception Report	Evaluators	July/August 2020

¹ DAC Quality Standards for development Evaluation, OECD, 2010.

² Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014.



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Submission of the Draft Inception Report	Evaluators	August 2020
Inception Meeting in Pristina	Evaluators, Sida, GCS	September 2020
Evaluation activities and interviews that need to be performed in Pristina	Evaluators and relevant counterparts in Kosovo	September 2020
Debriefing and discussion on the initial findings from the evaluation activities and interviews in Pristina	Evaluators, Sida, GCS	September 2020
Submission of Draft Evaluation Report	Evaluators	October 2020
Meeting to discuss comments on the Draft Evaluation Report (virtual)	Evaluators, Sida, GCS	November 2020
Presentation of the findings from the Draft Final Evaluation Report at the official closing conference for the TA	Evaluators	Week of 23-27 November 2020 (Indicative)
Provision of data update Draft Final Evaluation Report related to factual data such as number of trainings organised, civil servants trained etc.	GCS	November 2020
Submission of Final Evaluation Report	Evaluators	11 December 2020

8. Resources

The maximum budget amount available for the evaluation is SEK 500 000.

The contact person at the Swedish Embassy is program officer Erik Pettersson. Relevant Sida documentation will be provided by the contact person. The contact person should be consulted if any problems arise during the evaluation process at erik.pettersson@gov.se.

The contact person at the Office of the Prime Minister is Arjeta Sahiti. The evaluator will arrange the logistics (booking interviews, preparing visits etc.) in coordination with the contact person at the Office of the Prime Minister.



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9. Annexes



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Annex 1: Original Results Framework for the 'Project to support policy development'

Objective	Indicator	Main responsibility	Means of verification /indicators	Baseline	Results end 2017	Results 2020
Overall objective: Improved policy development in Kosovo	Kosovo's overall performance in the area of policy development	OPM	Summary of SIGMA assessments, EU assessments and other assessments or rankings	SIGMA baseline study 2014: Legal and institutional framework for policy development in place - Implementation capacity weak - Lack of sector policy planning in line with financial circumstances - Lack of inclusive evidence based policy development	Improved and updated guidelines that make use of Kosovo examples only; comprehensive approach to policy making	Kosovo scores higher on the international rankings and assessments compared to the year before the project started The OPM has a common approach to policy development and works based on a comprehensive approach to policy development which shows in the framework within which Concept Documents are developed; in the strengthened coordination within the OPM during the preparation of the Concept Documents; and the

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				scrutiny of these documents.
		World Bank's "Global Indicators of Regulatory Governance" (http://rulemaking.worldbank.org/data/explorercountries/kosovo/) [Agreement still needed on which organisation provides the necessary data to the World Bank, based on discussion with MTI; also discussion needed with WB rule making unit together with Sida]	World Bank's "Global Indicators of Regulatory Governance" Score 2.6 (out of a maximum of 6)	World Bank's "Global Indicators of Regulatory Governance" Score 4.5 (out of a maximum of 6)



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Improved consultation processes	Originating institutions: OPM (OGG, GCS, LO, SPO)	Extent to which public consultation is used in developing policies and legislation (SIGMA indicator) [For the project the consultation on policies is specifically relevant and the SIGMA indicator needs to be applied to Concept Documents; to be discussed with SIGMA during the next assessment]	2014 3	Target 4 Approved sub-legal act on consultation is being followed by ministries	Target 4+
	OPM (GCS, LO and OGG) Line ministries	Extent to which inter-ministerial consultation process occurs (SIGMA indicator) [This specific indicator needs to be]	2014 2	Target 3	Target 4

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		clarified and placed in light of the consultation requirements presented in the RoP; Art. 7 and Art. 35 in particular. This is to be discussed with SIGMA during the next assessment]			
Government decisions are prepared in a transparent manner and based on the administration's professional judgement; the legal conformity of the decisions is ensured.	OPM (IO and GCS) Line ministries	Proportion of laws sent back to the Government by the Parliament (with reason for the return: e.g. quality of draft or other reason)	2014: 30%	Target:10%	Target: 5%
	GCS	Proportion of "extraordinary cases"	2014:14.40%	Target: 10%	Target: 5% or less

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Outcome objective 1: Improved process for policy development and coordination, including better supporting documents and provision of competence development.	Improved quality of documentation supporting policy development	GCS – Division for Policy Coordination	Quality of guidelines for drafting Concept Documents, based on user-survey	2015: Guidelines need to be improved based on consultation within the administration and suggestions developed by SIGMA	Target: Guidelines include suggested improvements	Target: Improved Guidelines are in place and are judged to be better than the version used in 2015 (to be covered by the Evaluation for the project)
		GCS	Quality of guidelines for reviewing and assessing Concept Documents, based on user-survey	2015: Guidelines are based on the guidelines that need to be improved	Target: Improved Guidelines are developed; training for all GCS staff to apply them has started	Target: Improved Guidelines are in place and being implemented; all CCS staff knows how to use them.
		GCS Line ministries	Feedback from ministries, based on user-survey	2014: Interviews from interview conducted by SIGMA (specific report)	Target: New guidelines are used	Target: New guidelines are used and perceived to be relevant and supportive
	Improved forward planning for	Line ministries GCS	Proportion of annually planned Concept Documents	2014: 21%	Target: 35% of planned Concept Document	Target: 85% of planned Concept Document

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Concept Documents		that have been approved by the Government.		approved by the Government	approved by the Government
	Line ministries GCS	Number of Concept Documents added and removed to the list over the year.	2014 29 Concept Document planned- -4 Concept Document removed from the list/ 13.7% -6 Concept Document added to the list 20.6%	Target: 10% of Concept Documents removed from the list 10% of Concept Documents added from the list	Target: 5% of Concept Documents removed from the list 5% of Concept Documents added from the list
Improved provision of internal competence development	GCS	Number of training programmes provided, including Training of Trainers programmes that certify officials to provide trainings as trainers in the future	2014 0	Target: Training curriculum is developed and approved	Target: The training curriculum has been completed; number of ToTs that have been organised and completed successfully
	OPM	Organisation of training (staff training included and	2014 training is not included or budgeted	Target: Training is included in the OPM activity plan, but budgeted for	Target: Responsibility for conducting training is embedded within the OPM

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			budgeted for in OPM annual activity plan)	for in the OPM annual activity plan	and implemented through the project	(budgeted, planned and implemented by OPM staff)
Outcome objective 2 Improved performance of policy coordination and policy scrutiny function at the OPM	Improved input by the OPM during the Concept Document consultation process, disaggregated by unit (LO/ SPO/ PCO/ GCS/ MoF/ MEI)	CoG + PCO	Official opinions for every Concept Document from LO/ SPO/ PCO/ GCS/ MoF/ MEI) during second round of consultation	2014 GCS: 100% LO: 100% SPO: n/ a PCO: n/ a MoF: n/ a MEI: n/ a	Target: Increased cooperation between relevant offices and institutions during Concept Document consultation and scrutiny; Integrated approach to CD scrutiny is developed; 50% of all CDs are commented on by all 6 identified institutions	Target: All relevant OPM offices and institutions provide written opinions on each submitted Concept Document; 100% of all CDs are commented on by all 6 identified institutions through the integrated scrutiny approach (outcome dependent on actual staffing levels at the identified institutions)
		LO	Procedures are developed and implemented to ensure link between	2014	Target:	Target: Procedures are fully implemented; policy analysis in Concept

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			policy analysis and legislative drafting	No formal procedures and working practices are established	Procedures have been developed and approved	Documents provides the input needed for drafting legislation
Outcome objective 3 Improved policy development capacity at the line ministries	Improved staff competence regarding policy development (output)	GCS Line ministries	Proportion of staff working with policy development at line ministries that have been trained	2015 0	Target: 25% or relevant staff trained Training programme developed and agreed with KIPA	Target: 75% of relevant staff at line ministries are trained and experienced with the improved approach to developing policies and legislation; trained staff regard this as a task that can be performed well
	Quality of policy development at line ministry (outcome)	Line ministries GCS	Proportion of Concept Documents returned to the line ministries by the GCS due to failure to comply with the Rules of Procedure	2014 20%	Target: 15%	Target: 5%
		Line ministries GCS	Proportion of Concept Documents submitted on time for Government sessions	2014 80%	Target: 85%	Target: 90%



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Outcome objective 4 Adequate staff numbers within the OPM in charge of policy development, coordination and scrutiny	Staff numbers of the offices within the OPM (in charge of policy development, coordination and scrutiny), compared with the tasks and duties of the different offices	OPM	Staff allocation to critical CoG functions in the OPM (disaggregated on gender and management position) in relation to duties and tasks for policy development, coordination and scrutiny	2015 total 22 GCS: # men / # women SPO: # men / # women LO: # men / # women PCO: # men / # women	Target: Current staff numbers have been evaluated according to the roles of the various OPM offices and a proposal for a new systematisation has been developed	Target: Staff numbers at the OPM offices and the tasks and duties of these offices are better aligned (to be further specified after the evaluation of staff needs have been conducted).
Objective 5 The Government of Kosovo improves its work planning	The quality of the annual work planning and monitoring of commitments is improved	GCS Line ministries	The GAWP reflects the commitments from all medium-term planning documents (ERA, NPISAA, NDS, ERP and strategies) based on SIGMA analysis and/ or evaluation	2014 coverage in GAWP: ERA: does not apply NPISAA: 58% NDS: 40% ERP: unknown Strategies: unknown	Target 2018 GAWP: ERA: 100% NPISAA: 100% NDS: 75% ERP: 75% Strategies: 75%	Target: ERA: 100% NPISAA: 100% NDS: 100% ERP: 100% Strategies: 100%



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GCS Line ministries	The GAWP is used to actively monitor the implementation of the most relevant Government's commitments on activity level	2014: No such monitoring exists	Target: The preparation of the Government agenda is linked with the GAWP; the quarterly reports on completion of the GAWP are discussed by the Council of General Secretaries and the Government of Kosovo	Target: The GAWP is used to monitor and steer the implementation of the most relevant Government commitments on a systematic basis. Annual reports on completion of the GAWP are sent to the Parliament.
GCS SPO MFI MoF Line ministries	The GAWP is used to monitor the implementation of the Government's commitments on outcome level based on information provided in medium-term planning documents	2014: No such monitoring applies, the GAWP is not outcome-related	2017: A test is conducted on how the GAWP could reflect outcome related information and how this could be monitored	2020: The GAWP includes the predicted outcomes of Government decisions at regular intervals based on outcome indicators developed by line ministries (intervals to be determined)

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An Indicative Forward Work Planning (IFWP) is set up and used to guide management decisions and communication activities	GCS	The IFWP is set up and produced	2015 No IFWP exists, no assessment exists on how medium-term planning information can be taken up in the IFWP	Target: The design for the IFWP is under development, the Concept Document on the IFWP is close to adoption by the Government	Target: The IFWP related trainings have been completed, the IFWP has been implemented and the first IFWP document has been developed
	SPO	The NDS and strategies provide the level of detail to feed information effectively into the IFWP	2015 No IFWP exists, no assessment exists on how NDS information can be taken up in the IFWP	Target: The connection between the NDS and the IFWP is clear	Target: The NDS and strategies provide the relevant information for the IFWP
	SPO / MoF	The ERP provides the level of detail to feed information effectively into the IFWP	2015 No IFWP exists, no assessment exists on how ERP information can be taken up in the IFWP	Target: The connection between the ERP and the IFWP is clear	Target: The ERP provides the relevant information for the IFWP



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MEI	The NPISAA provides the level of detail to feed information effectively into the IFWP	2015 No IFWP exists, no assessment exists on how NPISAA information can be taken up in the IFWP.	Target The connection between the NPISAA and the IFWP is clear	Target The NPISAA provides the relevant information for the IFWP
PCO	Communication plans for the IFWP are developed	2015 The IFWP does not exist.	Target A draft communication plan for the IFWP exists	Target The communication plan for the IFWP is developed and implemented; stakeholders are informed about the forward work planning
LO	The legislative activities (normative acts) of the Government are presented in a multi-annual plan	2015 The Legislative Agenda is annual.	Target The information needed to develop the Multi-annual Legislative Agenda is identified	Target The Multi-annual Legislative Agenda is extracted from the IFWP; the planning is used to develop legislation in accordance with the RoP and other requirements



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Funded by Swedish International Development Cooperation Agency (Sida)

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Zyra e Kryeministrit-Ured Prime Minister's Office

Sekretariati Koordinues i Qeverisë/ Koordinacioni Sekretariat Vlade/ Government Coordination Secretariat

MoF	The MTEF uses the information from the IFWP	2015 The MTEF cannot rely on an IFWP	Target The information needed to allow the MTEF to use the information provided by the IFWP have been identified	Target The MTEF uses the data provided by the IFWP
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Project to Support Policy Development

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Annex 2 – Evaluation Matrix

Evaluation question	Specific Questions and Indicators	Sources of Information	Methods & Tools
R1 To what extent did the intervention's objectives and design respond to beneficiaries' needs?	To what extent did the OPM consider the intervention to be relevant to its needs?	- Specific agreement for the Support - OPM management and staff - OPM strategic documents	- Desk study - Survey - Interviews - Workshop
	To what extent did the line ministries consider the intervention to be relevant to their needs?	- Relevant strategies from selected line ministries - Management and staff from line ministries	
	To what extent did Sida consider the intervention to be relevant for the beneficiaries' needs?	- Specific agreement for the Support - Sida staff in Stockholm and at the Swedish Embassy - The TA project team	
	To what extent did civil society consider the project relevant to its needs	- Project document and minutes - CSO representatives	
R2 How did the intervention relate to existing policies and priorities, notably the	To what extent did the intervention align with the National Development Strategy? To what extent did the intervention align with relevant sector strategies?	- National Development Strategy - Selected sector strategies - Management and staff from OPM Strategic Planning Office - Staff from selected line ministries	- Desk study - Survey - Interviews

ANNEX 2 – EVALUATION MATRIX

European Integration process?	To what extent did the intervention align with the Foreign Policy Strategy? To what extent did the intervention align with the Stabilisation and Association Agreement (SAA)?	- National Programme for implementation of the Stabilisation and Association Agreement - Management from Ministry of European Integration	- Desk study - Interviews
R3 To what extent did the intervention guarantee its relevance for the beneficiaries during the intervention timeframe?	What sort of commitment was made by the intervention to adjust and reflect the updated needs of the beneficiaries during the intervention?	- Project documents - Sida staff at the Swedish Embassy - The TA project team - OPM management and staff	- Desk study - Interviews
R4 To what extent were the outputs and activities relevant for beneficiaries?	To what extent were the beneficiaries involved in the formulation of outputs and activities? To what extent were the outputs and activities of the intervention aligned with relevant strategic documents and action plans?	- Project documents - Memos - National Development Strategy - Relevant sector strategies and action plans - OPM management and staff - Management and staff from selected line ministries	- Desk study - Survey - Interviews - Group interviews, line ministries - Workshop
C1 To what extent was the intervention compatible with other interventions?	What were the other relevant interventions during the Support agreement? To what extent were these interventions coordinated?	- Other national or donor funded project documents - Sida staff at the Swedish Embassy - The TA project team - Other donors - OPM management and staff - Management and staff from selected line ministries	- Desk study - Survey - Interviews

C2 Was there duplication of support?	To what extent are other donor interventions considered to overlap the Sida intervention?	- Other national or donor funded project documents - Other donors	- Desk study - Interviews
C3 How did the intervention link to the overall policy objectives of Kosovo, in particular related to European Integration, economic development, gender equality and social inclusion?	To what extent did the intervention complement the priorities and objectives in the National Development Plan? To what extent did the intervention complement the priorities and objectives in the SSA? To what extent did the intervention complement the priorities and objectives in the strategy for local economic development and the economic reform programme? To what extent did the intervention complement the priorities and objectives in the Strategies for Inclusion and reintegration? To what extent did the intervention complement priorities on gender equality?	- National Development Plan - SSA - Strategy for Local Economic Development - Economic Reform Programme - Strategy for Inclusion of Roma and Ashkali Communities - National Strategy for Reintegration of Repatriated Persons - OPM management and staff - Management and staff from selected line ministries	- Desk study - Survey - Interviews - Workshop
Es1 To what extent did the intervention achieve its objectives and results?	To what extent has the policy development in Kosovo improved?	- Project documents - Assessments - Guidelines - Concept Documents - OPM management and staff	- Desk study - Survey - Interviews - Workshop

		- Management and staff from selected line ministries - Sida staff at the Swedish Embassy - Other donors	
	To what extent has the process and coordination for policy development improved?	- Project documents - Guidelines - Concept Documents - Training material - OPM management and staff - Management and staff from selected line ministries - Sida staff at the Swedish Embassy	- Desk study - Survey - Interviews - Workshop
	To what extent has the policy coordination performance improved To what extent has the policy scrutiny function improved?	- Project documents - Guidelines - Concept Documents - OPM management and staff - Management and staff from selected line ministries	- Desk study - Survey - Interviews - Workshop
	To what extent has the policy development capacity improved at the line ministries?	- Project documents - Concept Documents - Training material - Management and staff from selected line ministries	- Desk study - Survey - Interviews - Workshop

ANNEX 2 – EVALUATION MATRIX

	To what extent is the staff numbers within the OPM considered to be adequate?	- OPM reports - OPM management and staff - Sida staff at the Swedish Embassy	- Desk study - Survey - Interviews
	To what extent has the work planning in the Government of Kosovo improved?	- Guidelines - Concept Documents - OPM management and staff - Management and staff from selected line ministries - Sida staff at the Swedish Embassy	- Desk study - Survey - Interviews - Workshop
Es2 What are the direct effects of the intervention?	What were the main achievements and unintended effects which can be attribute to the intervention?	- Project documents - OPM management and staff - Management and staff from selected line ministries - Sida staff at the Swedish Embassy - The TA project team	- Desk study - Survey - Interviews - Workshop
Es3 To what extent did the outputs and activities contribute to reaching the objectives?	Quality of results framework and theory of change	- Project documents - OPM management - Management from line ministries - Sida staff at the Swedish Embassy - The TA project team	- Desk study - Survey - Interviews - Workshop
Ey1 To what extent did the intervention deliver results in an economic and timely way?	Value for money and costs of project activities related to outputs and results	- Project documents - Sida staff at the Swedish Embassy	- Desk study - Interviews

ANNEX 2 – EVALUATION MATRIX

Ey2 Were the planned activities implemented as expected?	To what extent were the work plans for the intervention met?	- Project documents - Sida staff at the Swedish Embassy - The TA project team	- Desk study - Interviews
Ey3 To what extent was the process during which the outputs and activities were developed and implemented efficient?	Existence & quality of mechanisms and structures for project planning, management and implementation	- Project documents - Sida staff at the Swedish Embassy - The TA project team	- Desk study - Interviews
I1 To what extent has the intervention generated significant positive or negative, intended or unintended, higher-level effects?	Appreciation of improved quality in policy development in Kosovo Appreciation of enhanced institutional capacity at OPM and line ministries	- Sida staff at the Swedish Embassy - The TA project team - Civil Society Organisations (e.g. KCSF) - Other donors	- Interviews - Contribution analysis - Workshop
I2 What are the expected long-term effects of the intervention?	To what extent can positive future effects realistically be documented?	- Sida staff at the Swedish Embassy - The TA project team	- Interviews - Contribution analysis - Workshop
S1 To what extent are the net benefits of the intervention likely to continue?	Existence of institutional capacity at OPM and line ministries. Existence of strategic plans to continue efforts	- OPM management and staff - Management and staff from selected line ministries - Sida staff at the Swedish Embassy - The TA project team - Relevant sector strategies and action plans	- Desk study - Interviews - Workshop

ANNEX 2 – EVALUATION MATRIX

S2 What measures need to be taken still to ensure sustainability?	What are the main challenges and threats in securing the continued improvement of policy and capacity development at OPM and in line ministries?	- OPM management and staff - Management and staff from selected line ministries - Sida staff at the Swedish Embassy - The TA project team	- Desk study - Interviews - Workshop
S3 What new demands did arise that could affect sustainability?	What were the major challenges faced during the intervention? To what extent was the project able to adjust to these changes?	- Project documents - OPM management and staff - Management and staff from selected line ministries - Sida staff at the Swedish Embassy - The TA project team	- Desk study - Interviews

Annex 3 – List of Persons Interviewed

No.	Organisation	Position	Name
1	Project Team	Senior Legal Expert	Jeton Oruçi
2	Project Team	International Team Leader	Erik Akse
3	Project Team	Costing and Economic Impact Analysis Specialist	Alban Kaciu
4	Project Team	Expert on Social Equity and Legal issue	Rinor Hoxha
5	SIDA Project	Senior Policy Planning Expert, Project Team	Valmir Gashi
6	OPM GCS	Senior Officer for Policy Coordination	Senem Safci
7	OPM GCS	Senior Officer for Policy Coordination	Alba Boshnjaku
8	OPM GCS	Senior Officer for Policy Coordination	Mirlinda Lushtaku
9	OPM GCS	Head of Division on Coordination of Policies	Arjeta Sahiti
10, 11	OPM LO	Director and Coordinator	Mentor Borovci and Agron Gashi
12	OPM PCO	Coordinator	Ismet Cakiqi
13, 14	Ministry of Finance, Legal or Policy Department	Director and Head of Department	Rexhep Vasolli and Astrit Hasani
15	KCSF	Executive Director	Taulant Hoxha
16	EU	Team Leader for Public Administration Reform	Mikaela Gronqvist
17	World Bank	Consultant	Liridon Shurdhani
18	USAID	Consultant	Kreshnik Kurteshi
19, 20	Ministry of Agriculture	Director and Head of Policy Coordination Division	Sebahate Hajredini and Fatmire Tahiri
21	Ministry of Defence Legal Department	Director	Krenare Sagonjeva Darmeku
22	Head of Statistic Agency		Avni Kastrati
23	Trainings Directorate, Kosovo Institute for Public Administration (KIPA)	Director	Enver Haxhijaj

ANNEX 3 – LIST OF PERSONS INTERVIEWED

24	Ministry of Finance	Head of Division of Central level of Budget	Milaim Aliu
25	Ministry of Finance	Director of Budget	Salvador Elmazi
26	Ministry of Justice	Director	Ruzhdi Osmani
27	OPM/ European Integration structure		Artan Collaku
28, 29	Ministry of Labor and Social Welfare	Director Statistics and Data Directorate and Head of Division for Planning and Projects	Ylfete Ramosaj and Drita Hajdini
30	Government Coordination Office (in different positions in GCS since 2006)	Director	Arben Krasniqi
31	TA team OPM	Deputy Team Leader	Filloretta Bytyci
32	OPM Strategic Planning Office (SPO)	Director	Vedat Sagonjeva
33	PCO at OPM	Senior Policy Communications Expert	Violeta Hyseni Kelmendi
34	Embassy of Sweden in Kosovo	Second Secretary	Erik Petterson
35	Institute for Development Policies		Dora Musa
36	Democracy Plus		Visar Rushiti

Annex 4 – Documents Consulted

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Annex 5 – Assessment of Concept Documents using Guidelines from 2011 against Concept Documents using Guidelines from 201

Guidelines/Manual for Developing Concept Documents	2017		2019		2020
MAIN REQUIREMENTS	CD on Improving Planning and Monitoring in Kosovo	CD on the Government Public Communication Service	CD on Jobs application [...] Serbian language	CD on Information Systems and Networks Security Measures	CD on Administrative Burden Reduction
1. Introduction: background information about CD - the informations needs to follow the table. (annex 2).	No	No.	Yes.	Yes.	Yes.
2. Describe the existing legal and regulatory framework . Figure 5: table to use (page 27).	No	Not really - overview of normative acts.	Yes.	Yes.	Yes.
3. Include: (1) main problem, (2) causes of the problem, (3) effects of the problem and (4) affected stakeholders. - stakeholders table (page 34).	There is a description of the problem, but does not follow the Guidelines for CDs.	Not really. Mention some stakeholders.	Yes.	It is not clear, but there is problem and stakeholders.	Yes.
4. Use of S.M.A.R.T classification for objectives	No.	No.	No.	No.	No.
5. At least three options should be analyzed: - status-quo; - improve the implementation and enforcement; - alternative to other options.	Yes. However more than three options have been developed.	Yes.	Yes.	Yes.	Yes. It is worded differently and includes more than 3 options (6).
6. Identifying and assessing future impacts and options: - economic impacts; - social impacts; - environmental impacts; - crosscutting impacts; - budget impacts.	No. Another type of method seems to be used.	No.	Yes - respecting the table in the Guidelines on CDs.	Yes.	Yes.
7. Structuring the analysis for a Concept Document: - determining the importance of impacts; - data collection; - transposing EU directives.	No data collection, transposing EU directives and the importance of impacts.	No data collection, transposing EU directives and the importance of impacts.	Yes	Yes No - Transposing EU directives	Yes - Data Collection
8. Communication and Consultation.	No.	Yes.	Yes.	Yes.	Yes.
9. Comparing options.	Yes, different method than the one in the Guidelines on CDs.	Yes, different method than the one in the Guidelines on CDs.	Yes.	Yes.	Yes.
10. Conclusion and Next Steps.	No.	No. Only recommendations.	Yes.	Yes.	Yes.
ADDITIONAL STEPS					
11. Summary Sheet for Concept Documents. (Annex 3).	No.	No.	Yes.	Yes.	No.
12. Gender Impact Assessment.	No.	No.	No.	No.	Yes.
13. Tool 1: The Problem Tree (causes, problem, effects).	No.	No.	Yes.	Yes.	Yes.
14. Tool : Checklist with lead questions for singling out impacts (economic, social, environmental, fundamental	No.	No.	Yes.	Yes.	Yes.
15. Implementation Plan (figure 39).	Does not follow the Guidelines for CDs.	Does not follow the Guidelines for CDs.	Yes for all the options.	Yes for all the options.	Yes for all the options.
16. Main categories of costs.	Not really.	Not really.	Not really.	Not really.	No.
17. Data collection.	No.	No.	Yes - the challenges.	Yes - the challenges.	Yes.
18. Policy Analysis for transposing the EU Acquis.	No.	No.	Kind of.	No.	Yes.
19. Standard Cost Model (SCM)	No.	No.	No.	No.	Yes.
General Assessment of Concept Documents	Do not respect more than 5 guidelines.	Do not respect more than 5 guidelines.	Respect the main guidelines, except one or two.	Respect the main guidelines, except one or two.	Respect the main guidelines, except one.

Annex 6 – Reference to Gender or Sub-Populations in Concept Documents

Concept Document	#	Reference to gender	Reference to sub-populations
KEY WORDS SEARCHED FOR: Women/Woman; Gender; Minorities; Serbians/Serbia; Children/Child; Disabilities/Disability; Discrimination and LGBT			
Concept Document on Improving Planning and Monitoring in Kosovo	#5	None.	None.
Concept Document on the Government Public Communication Service (2017)	#6	None.	- Not all ministries translate the notices and press releases in Serbian language in time - take in consideration this. No other reference to sub-populations.
Policy Concept Document: Applications for jobs of non-majority communities holding diplomas issued by parallel educational institutions providing instruction in Serbian language in the Republic of Kosovo (April 2017)	#10	- International Agreements applicable in the Republic of Kosovo: "(6) Convention on the Elimination of All Forms of Discrimination Against Women". - "State parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education [...] and employment". - Data on gender balance in schools by districts.	- The non-majority community speaking Serbian (Serbian language education). - Ensure full equality of communities - acknowledge Kosovo is a multi-ethnic society consisting of Albanian and other communities. - Protection and promotion of communities' rights, and their participation. - Mention several times that communities are all equal and should be equal at all level in society (employment, education) - there should be no discrimination based on religion, language, traditions and culture. - Data on number of students from non-majority communities going to Serbian schools

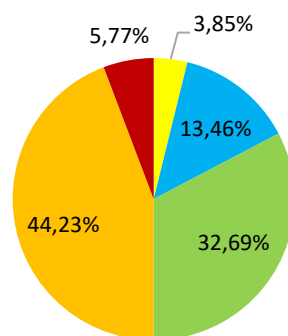
Concept Document on Information Systems and Networks Security Measures (April 2019)	#8	None.	Annex: Question on equal treatment " Are there chances that certain groups would suffer directly or indirectly from discrimination?". - "Does the option affect the rights of people with a disability?"
Concept Document on Administrative Burden Reduction: Abolishing Bureaucratic Barriers (2019)	#9	- Mention one of Kosovo's economic challenges are high unemployment (low economic activity of women, high percentage of unemployment) - This CD mention the way administrative burdens could affect women (still unclear at the time). - Expected Impact - Gender Impact: Improve the social and economic position of women in the Kosovar society. - Question if the overall perception and prejudices of the role of women [...] means that certain ways of implementing procedures are more difficult to work with for women. - Gender aspect analyzed with tool 8 of the "Guidelines and Manual for Developing Concept Document" - Recognize the need for Gender Impact Assessment	- Mention deficiencies with translation of legislation in languages of communities - particularly minorities - Question in Annex 15 takes in consideration the risk of discrimination or minorities. - Children's rights - Mention a legislation on equal access services, however it is challenging to apply it , particularly for persons with disabilities - Question in Annex 15 takes in consideration the impact on people with disabilities.

Annex 7 – Assessment of the Working Plan

Objective	Indicator	Expected Results 2020	Results 2019	Main Results from Narrative Report 2019	Main Results from Narrative Report 2020
Outcome objective 5: The government of Kosovo improves its work planning	The quality of the annual work planning and monitoring of commitments is improved	Target: ERA: 100% NPISAA: 100% NDS: 100% ERP: 100% Strategies: 100% Target: The GAWP is used to monitor and steer the implementation of the most relevant Government commitments on a systematic basis. Annual reports on completion of the GAWP are sent to the Parliament. 2020: The GAWP includes the predicted outcomes of Government decisions at regular intervals based on outcome indicators developed by line ministries (intervals to be determined)	Target: - Information not found. The GAWP is used to monitor and steer the implementation of the most relevant Government Commitments on a systematic basis. Annual reports on completion of the GAWP are sent to the Parliament: - Information not found. 2020: The GAWP includes the predicted outcomes of Government decisions at regular intervals based on outcome indicators developed by line ministries (interval to be determined): - Information not found.	NR 2019: Before 2019, it proved impossible to develop the IFWP due to the persistent lack of staff and the complexity of the policy planning system that is based on various central planning documents. - Needed to develop the IFWP from scratch since it was not possible to integrate existing planing information into the forward work plan. - GCS integrated the guidance documents for the development of the Government Annual Work Plan and the IFWP into one overall umbrella document – the Government Work Plan (GWP) that include sboth the annual projection of the activities as well as the indicative overview of activities for two additional years.	IFWP is part of the GWP - it is expected to improve coordination, implementation and communication of the Government's programme and priorities. Due to the COVID-19 related restrictions, the GWP could not yet be fully discussed and its potential developed. The is unfortunately difficult to achieve in an online setting.
	An Indicative Forward Work Planning (IFWP) is set up and used to guide management decisions and communication activities	Target: The IFWP related trainings have been completed, the IFWP has been implemented and the first IFWP document has been developed. Target: The NDS and strategies provide the relevant information for the IFWP. Target: The ERP provides the relevant information for the IFWP Target: The NPISAA provides the relevant information for the IFWP Target: The communication plan for the IFWP is developed and implemented; stakeholders are informed about the forward work planning Target: The Multi-annual Legislative Agenda is extracted from the IFWP; the planning is used to develop legislation in accordance with the RoP and other requirements. The MTEF uses the data provided by the IFWP	Target: The IFWP related trainings have been completed, the IFWP has been implemented and the first IFWP document has been developed. - Information not found. Target: The NDS and strategies provide the relevant information for the IFWP. - Did not provide necessary level of detail needed to develop a consistent overview of the work plan of the Government. Target: The ERP provides the relevant information for the IFWP - Did not provide necessary level of detail needed to develop a consistent overview of the work plan of the Government. Target: The NPISAA provides the relevant information for the IFWP - Did not provide necessary level of detail needed to develop a consistent overview of the work plan of the Government. Target: The communication plan for the IFWP is developed and implemented; stakeholders are informed about the forward work planning - Information not found. Target: The Multi-annual Legislative Agenda is extracted from the IFWP; the planning is used to develop legislation in accordance with the RoP and other requirements. - Information not found. The MTEF uses the data provided by the IFWP - Information not found.	- Development of the GWP started in the summer of 2019. But elections in october 2019, the full GWP has not yet been finalised. New governemnt needs to take office to finalise the GWP. - From the 2019 implementation report of public administration reform BRS 2.0 - April 2020: -During 2019 the GCS has drafted and adopted the new Guidelines and Manual on the Indicative Forward Work Plan, for the period of 2020-2022.	

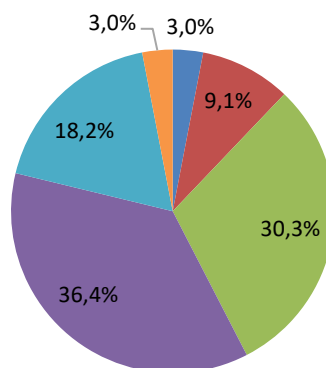
Annex 8 – Main Results from the Survey

In your opinion, to what extent was the project related to the European integration process?



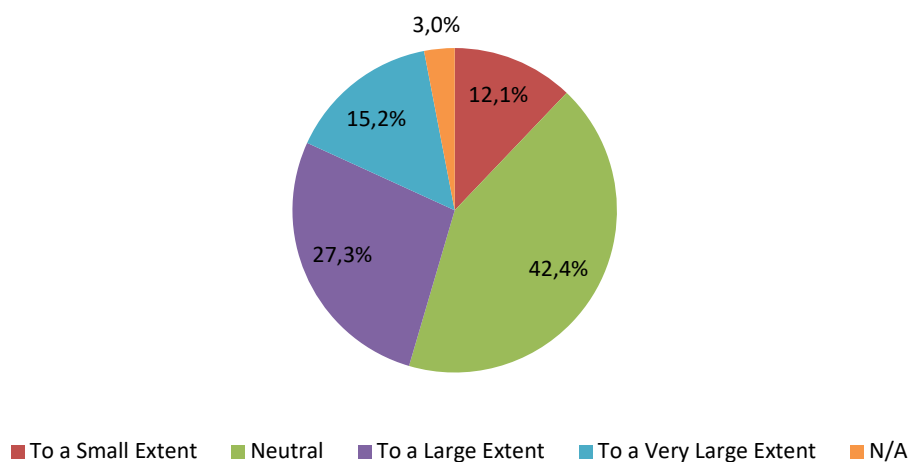
■ To a Very Small Extent ■ Neutral ■ To a Large Extent ■ To a Very Large Extent ■ N/A

The Process of Coordination for Policy Development

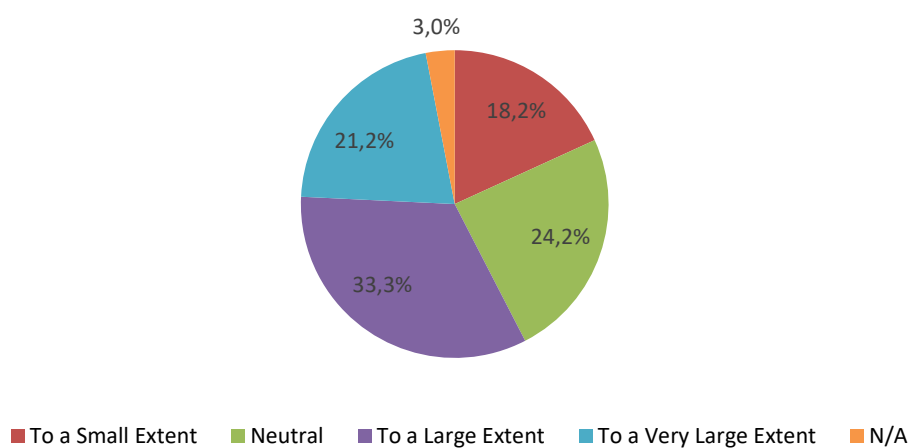


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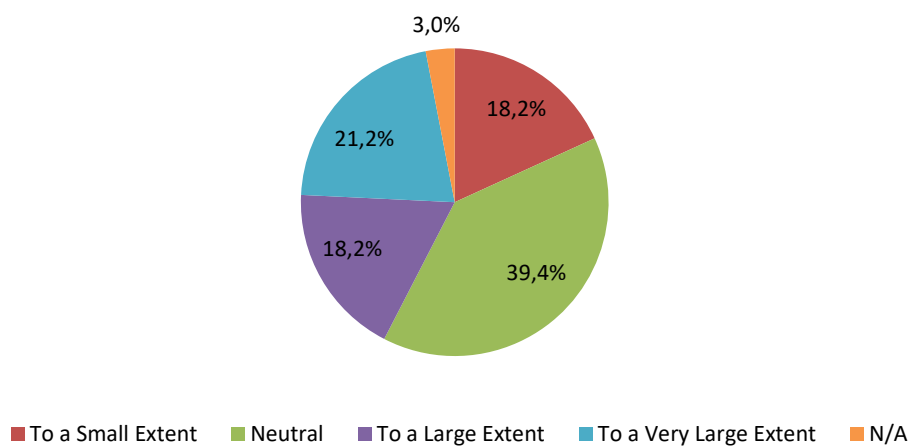
The Policy Coordination Performance has Improved



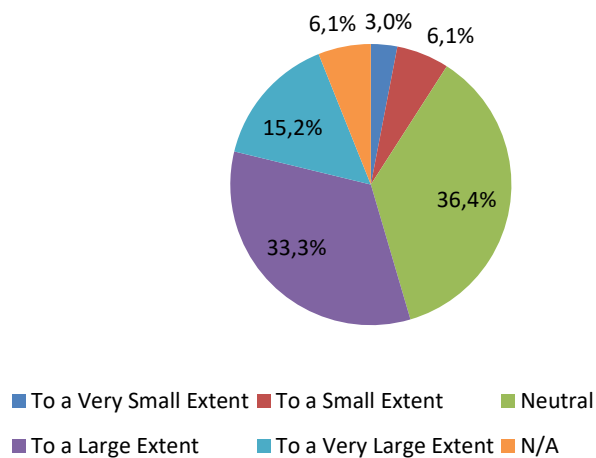
The Policy Scrutiny Function has Improved



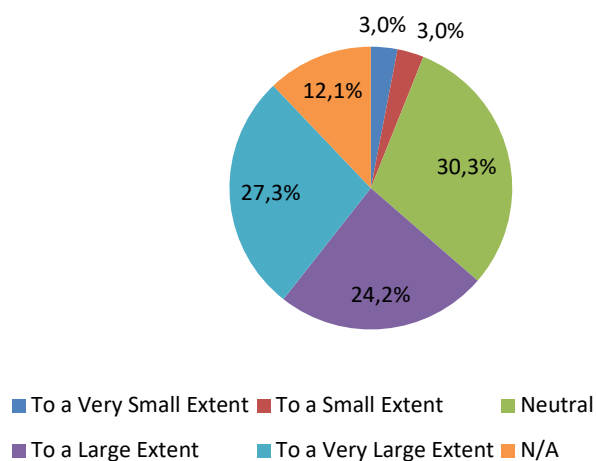
The policy development capacity in the ministries has improved



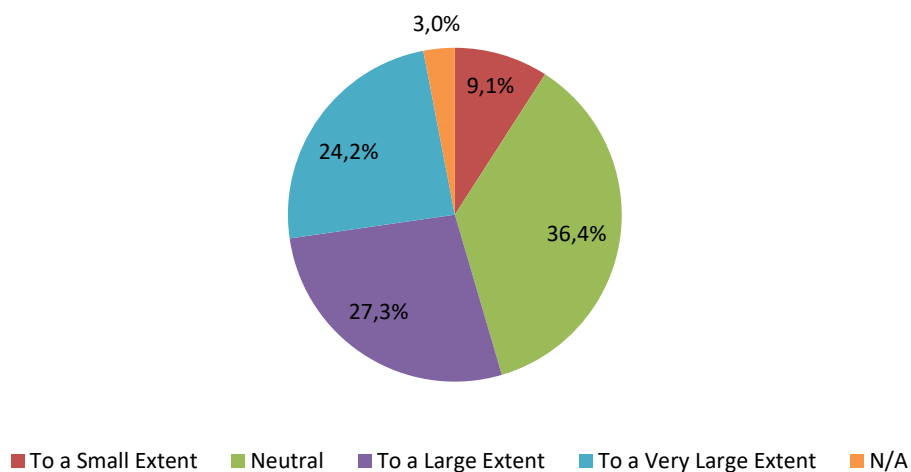
The allocated staff within the OPM is more appropriate



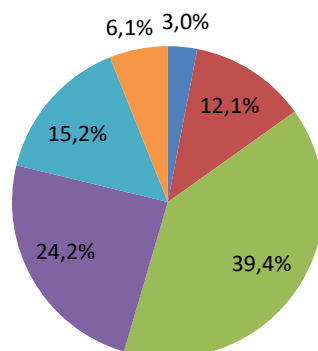
The Work Planning has Improved



The CSO Inclusion has Enhanced

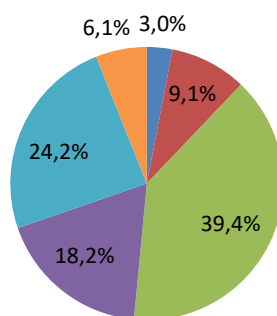


The public Transparency and Accountability has Improved



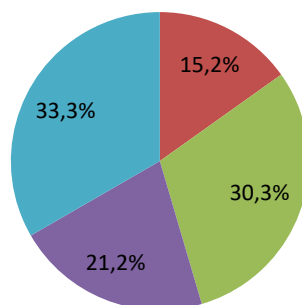
■ To a Very Small Extent
 ■ To a Small Extent
 ■ Neutral
■ To a Large Extent
 ■ To a Very Large Extent
 ■ N/A

In your view, to what extent has the project influenced these changes?

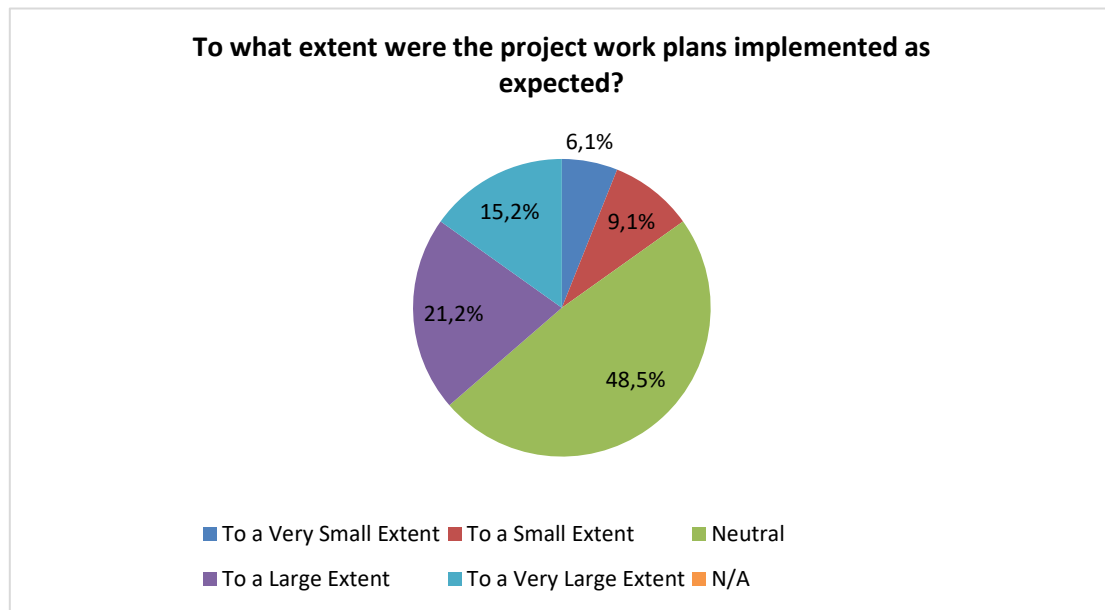


■ To a Very Small Extent
 ■ To a Small Extent
 ■ Neutral
■ To a Large Extent
 ■ To a Very Large Extent
 ■ N/A

Do you feel that the project delivered value for money?



■ To a Very Small Extent
 ■ To a Small Extent
 ■ Neutral
■ To a Large Extent
 ■ To a Very Large Extent
 ■ N/A





Evaluation of the Project to Support Policy Development, Kosovo

This report presents the findings of the evaluation of Sida's support to improving the policy development process in Kosovo. The evaluation assesses the progress of the quality and transparency of the policy development in Kosovo led by the Prime Minister's Office (OPM) supported by a technical team of advisers funded by Sida. The evaluation finds that a demand driven approach, which has the flexibility needed to support emerging opportunities and ensures that ownership rests with the OPM has led to significant quality improvements and enhanced policy coordination in Kosovo. The evaluation furthermore found that there is a high probability that most of the results will remain sustainable in the long run.

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