THE KONTERRA GROUP

Evaluation of
UNICEF Kosovo Programme
(UNSCR 1244)
(2016–2020)

Commissioned by:

The UNICEF Europe and Central Asia Regional Office

Final Report – (August 2020)

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TABLE OF CONTENTS

EXECUTIVE SUMMARY VI

1.0 INTRODUCTION 1

1.1 KOSOVO CONTEXT 1
1.2 UNICEF PROGRAMMING HISTORY 4

2.0 UNICEF KOSOVO PROGRAMME 2016–2020 4

2.1 OVERVIEW 4
2.2 PROGRAMME OVERVIEW, PILLARS, THEORY OF CHANGE, AND ALIGNMENT 5
2.3 PROGRAMME PARTNERSHIPS 8

3.0 EVALUATION FEATURES 9

3.1 EVALUATION PURPOSE AND OBJECTIVES 9
3.2 EVALUATION TOR QUESTIONS 10
3.2 EVALUATION METHODOLOGY 13

4.0 EVALUATION FINDINGS 16

4.1 OVERVIEW 16
4.2 RELEVANCE 17
4.3 EFFECTIVENESS 24
4.4 EFFICIENCY 46
4.5 SUSTAINABILITY 49
4.6 SYNERGIES 54

5.0 CONCLUSIONS 56

6.0 LESSONS LEARNED AND RECOMMENDATIONS 58

6.1 LESSONS LEARNED 58
6.2 RECOMMENDATIONS 62

7.0 ANNEXES 65

ANNEX 1: TERMS OF REFERENCE 65
ANNEX 2: BIBLIOGRAPHY 86
ANNEX 3: KOSOVO PROGRAMME KEY OUTPUTS, AND TOC ANALYSIS 93
ANNEX 4: KOSOVO PROGRAMME SUMMARIES 124
ANNEX 5: EVALUATION MATRIXES 164
ANNEX 6: DATA COLLECTION TOOLS 177
ANNEX 7: STAKEHOLDER ANALYSIS 214
ANNEX 8: METHODOLOGY –DETAILS AND COVID-ADJUSTMENTS 219
ANNEX 9: PERSONS INTERVIEWED 233
ANNEX 10: KOSOVO PROGRAMME EVALUATION SUPPORT COMMITTEES 237
ANNEX 11: TOR QUESTION REFINEMENT 242
ANNEX 12: YOUTH VOLUNTEERS REFLECTION AND INSIGHTS 249
ANNEX 13: YOUTH TRACER STUDY TECHNICAL ANNEX 252

LIST OF TABLES

Table 1: Kosovo Overview Key Statistics 1
Table 2: Commissioned Assessments and Evaluations during Kosovo Programme 8
Table 3: TOR Sub-Questions by Dimension 10
Table 4: TOR Sub-Questions by Dimension for the ADAP Programme 12
Table 5: Data Methods Parameters 13
Table 6: Survey Monkey Respondent Summary (n=486) 15
Table 7: Outcome 1 Summary and Indicator Data 25
Table 8: Outcome 2 Summary and Indicator Data 28
Table 9: Outcome 3 Summary and Indicators 31
Table 10: Outcome 4 Summary and Indicators 32
Table 11: Survey Results by Empowerment Dimension 36
Table 12: Kosovo Financial Summary by Year (2016–2020) 46
Table 13: Financial Information Kosovo Programme 2016–2020 (as of January 2020) 48
Table 14: Most Frequently Cited Institutional Bottlenecks 51
Table 15: Lessons Learned by Level 59
Table 16: Recommendations 62

LIST OF FIGURES

Figure 1: Stakeholder Interviews by Category 15
Figure 2: Participants by year – UPSHIFT, PODIUM, PONDER 34
Figure 3: Gender and Ethnicity by Model 35
Figure 4: Gender and Ethnicity by Year 35
Figure 5: Number of Participants by Model 35

Acknowledgements

The Evaluation Team would like to thank the staff of the UNICEF Kosovo office, the Evaluation Reference Group, and other evaluation participants for the time and support they provided, and the information and documentation shared, which formed a key part of the analysis. The Evaluation Team would like particularly to recognize the time and effort contributed by the UNICEF Kosovo Office evaluation focal points – Teuta Halimi and Fiona Kelmendi – who helped facilitate the acquisition of documentation, arranged contacts for the stakeholder interviews, and mobilized the groups for the focus group discussions. The Evaluation Team would also like to recognize the efforts of the co-chairs of the Evaluation Reference Group who were responsible for oversight, overall coordination and ensuring independence of the evaluation – Murat Sahin (Head of Office, UNICEF Kosovo) and Habit Hajredini (Office of Good Governance/Office of Prime Minister). The evaluation team would also like to recognize the work of the Evaluation Manager from the Regional Office – Ashley Wax – who helped ensure a smooth flow to the entire process. The Kosovo UNICEF office generously afforded their time to support the Evaluation Team with excellent planning and logistics. That these exercises were carried out against the backdrop of normal programming, political transitions, and the COVID-19 pandemic makes their contributions particularly noteworthy. The evaluation team is grateful for their efforts.

Disclaimer

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LIST OF ACRONYMS

ADAP	Adolescents Development and Participation Program
AMC	Action for Mothers and Children
CEDAW	UN Committee on the Elimination of Discrimination against Women
C.I.K.	Kosovo Catholic Church CARITAS
CP	Child Protection
CRC	Convention on Child Rights
CRM	Child Rights Monitoring
CRPD	Committee on the Rights of the Persons with Disabilities
CSO	Civil Society Organization
CSW	Centre for Social Work
ECARO	Europe and Central Asia Regional Office
ECD	Early Childhood Development
ECMI	European Centre for Minority Issues
EM	Evaluation Manager
EMIS	Education Management Information Systems
ERA	European Reform Agenda
ERG	Evaluation Reference Group
ET	Evaluation Team
EU	European Union
EULEX	European Rule of Law Mission in Kosovo
FDMC	Forum for Development and Multi-ethnic Collaboration
FGD	Focus Group Discussion
GDP	Gross Domestic Product
HANDIKOS	Association of paraplegic and paralyzed children of Kosovo
HCI	Human Capital Index
ICK	Innovation Centre Kosovo
IF	IPKO Foundation
ILK	Kosovo Innovation Lab
IM	Inception Mission
IR	Inception Report
KAPIE	Kosovo Association for Promotion of Inclusive Education
KAS	Kosovo Agency of Statistics
KFOR	Kosovo Forces
KII	Key Informant Interview
KO	Kosovo Office
KOMF	Coalition of NGOs for Child Protection in Kosovo
KP	Kosovo Programme
KPE	Kosovo Programme Evaluation
LFS	Labour Force Survey
M&E	Monitoring and Evaluation
MEST	Ministry of Education Science and Technology
MICS	Multiple Indicator Cluster Survey
MLSW	Ministry of Labour and Social Welfare
MoH	Ministry of Health
MoI	Ministry of Interior
MYCS	Ministry of Youth, Culture, and Sport
NDS	National Development Strategy
NEET	Not in Education, Employment, or Training (youth)
NGO	Non-governmental Organization
ODK	Open Data Kosovo
OFAP	Organization for Children without Parental Care
OGG	Office of Good Governance
OSCE	Organization for Security and Cooperation in Europe

PEN	Peer Education Networks
PISA	Programme for International Student Assessment
PRIS	Judicial Information System
QDSHC Koralet	Centre for Democratization Civil Society
RAM	Results Assessment Module
RBM	Results-based Management
RCK	Red Cross of Kosovo
RMS	Resource Mobilization Strategy
SAA	Stabilization Association Agreement
SADD	Sex- and Age-Disaggregated Data
SCI	Save the Children International
SDGs	Sustainable Development Goals
SitAn	Situation Analysis
SMR	Strategic Moment of Reflection
T4D	Technology for Development
ToC	Theory of Change
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNKT	United Nations Kosovo Team
UNMIK	United Nations Mission in Kosovo
UNSDAF	United Nations Development Assistance Framework

EXECUTIVE SUMMARY

ES1. This report presents the end-of-cycle evaluation of the Kosovo Programme 2016–2020 for UNICEF in Kosovo[1]. This evaluation is commissioned by the UNICEF Europe and Central Asia Regional Office (ECARO) and covers the period from 2016 to March 2020, assessing the *totality* of the Kosovo Programme portfolio, including cross-cutting issues and with special attention to youth-focused activities and their long-term impact. The findings and recommendations of this evaluation will strategically inform the implementation of the 2021–2025 Kosovo Programme.

Context

ES2. Located in southeast Europe, Kosovo has a young population, with over half of its 1.8 million inhabitants under 30 years of age. Administratively Kosovo is divided into 38 municipalities. In the last decade, a strong focus of the Kosovo Administration has been on the decentralization process as a way to improve services at the local level, increase local representation, and defuse ethnic tension.[2] However, decentralization highlighted shortcomings in full and equitable child rights and a lack of local capacity to implement various reforms.[3]

ES3. Kosovo Institutions developed the first National Development Strategy (NDS) 2016–2021, which is a strategic document for all planning in Kosovo. In 2018, the Kosovo Assembly also adopted the Resolution on Sustainable Development Goals (SDGs). Kosovo established several other key central plans and documents to lay the foundation for an equitable and more inclusive society. Currently, social services in Kosovo are decentralized at the municipality level. However, the funding, as well as several services (such as those for children without parental care and people with disabilities), remains concentrated in policy development at the central level, with limited delivery and financing.

UNICEF Kosovo Programme 2016–2020

ES4. UNICEF initially began operations in Kosovo in 1999 as part of an emergency response to the conflicts. After a series of emergency operations, in 2006 UNICEF transitioned to a development programming approach. A key focus in UNICEF's support to Kosovo Institutions has been to expand opportunities for children, especially girls, through the application of programmatic models at local levels and the systematization of these models by the Kosovo Institutions. In the context of this Kosovo Programme, the term *most vulnerable* prioritizes children in rural areas, ethnic minorities (Roma, Ashkali, and Egyptian), Kosovo Serbs, women, and children with disabilities.

ES5. The current Kosovo Programme is the third iteration of development programming. The Kosovo Programme 2016–2020 was structured around four main outcomes. Each is articulated through contributing outputs as stipulated in the Kosovo Programme Results Framework for 2016–2020. Scale-up and uptake of specialized models for improved social services have been key points of focus in the Kosovo Programme Document 2016–2020

Table ES-1: Programme Outcomes

Outcome	Statement
Outcome 1	By 2020, more children with disabilities, children from Roma, Ashkali, and Egyptian communities, as well as Kosovo-Albanians and Kosovo Serbs have access to and utilize a quality continuum of healthcare and quality education services.
Outcome 2	By 2020, institutions in Kosovo at the central and municipal levels are accountable and responsive to monitoring children's rights, promoting social inclusion, and advancing a social protection system (grants and services) that is also responsive to the needs of the most marginalized children (including

1 All references to Kosovo are made in the context of UN Security Council Resolution 1244 (1999).
2 Royal Norwegian Embassy and Friedrich Ebert Stiftung. 2016. Necessity to Rethink Decentralization.
3 UNICEF. 2019. Situation Analysis of Children and Women in Kosovo.

	vulnerable returnee children belonging to all ethnic communities).
Outcome 3	By 2020, more boys and girls from the most excluded communities are resilient and benefit from a continuum of child protection services and social protection schemes responding to violence, neglect, abuse, and inequitable access to justice.
Outcome 4	By 2020, adolescents and youth (girls and boys) are more resilient and have the capacities and opportunities to seek and secure meaningful participation in local governance systems to influence policies, programmes, and services, and to transition successfully from school or NEET (adolescents and youth not in employment, education, or training) to quality education and gainful employment.

ES6. In 2018, the UNICEF Kosovo Office undertook an extensive Strategic Moment of Reflection (SMR) as a stocktaking exercise on the Kosovo Programme 2016–2020. The SMR led to a range of programme adjustments and pre-positioned the Kosovo Programme for future alignment with key directions in Regional Office programming. In 2019, UNICEF conducted a Gender Programmatic Review and drafted a Gender Action Plan that closely examined gender analysis and integration of gender in the new Kosovo Programme 2021–2025.

ES7. UNICEF's key strategic partners are the Institutions of Kosovo, primarily the Office of Good Governance/Office of the Prime Minister, which coordinates on human rights, equal opportunities, and non-discrimination issues; and the Strategic Planning Office/Office of the Prime Minister, which leads national planning and monitoring. In addition, UNICEF works with various line ministries such as the Ministry of Labour and Social Welfare; the Ministry of Education, Science, and Technology; the Ministry of Health; the Ministry of Justice; the Ministry of Culture, Youth, and Sports; the Kosovo Agency for Statistics; and others to implement components of its programme. Key implementing partners for UNICEF are non-governmental organizations (NGOs): the UNICEF Kosovo Office has implementing partner relationships with 23 different NGOs within the Kosovo context. The KO also serves a key role in supporting coalitions of NGOs related to children's rights, including the coalition for child protection and the disability forum.

Evaluation Methodology

ES8. The key evaluation criteria examined are relevance, efficiency, effectiveness, sustainability, and synergies. The evaluation process included a Tracer Study that aimed to provide additional insights into the Adolescent Development and Participation (ADAP) component, which has not yet had a thematic evaluation, with a special focus on the three project models employed with youth: UPSHIFT, PODIUM, and PONDER.

ES9. The evaluation used a mixed-methods approach drawing on four general sources of information across different levels of stakeholders: i) Pre-existing **documentation** (e.g., policies, donor reports, external research); ii) Pre-existing **quantitative or qualitative** information (e.g., national-level demographic indicators, programme indicator measurement, internal UNICEF datasets); iii) **Primary qualitative** information from interviews; and iv) **Primary quantitative** information (information collected by the Youth Tracer Study, e.g. youth surveys).

ES10. The evaluation team was composed of four evaluators (three international and one from Kosovo) and a research assistant. Two local consultants were engaged to support the Youth Tracer Study, which was done in parallel to the data collection. **The evaluation team was shadowed by five student volunteers to amplify youth participation** in the evaluation process and serve as capacity building. The student volunteers participated in the virtual interviews, supporting the evaluation team with notetaking in the data analysis and documenting their reflections on UNICEF's programme and evaluation process.

ES11. The evaluation process had to be adjusted to account for the COVID-19 pandemic and the subsequent travel restrictions. These restrictions meant that the evaluation shifted to a fully remote approach in which all the interviews (KIIs, FGDs, and surveys) were done through various virtual platforms. This required extra organization and time to manage remote interviews, but overall the process went smoothly.

ES12. The evaluation team interviewed 121 stakeholders (51 per cent women) through key informant interviews (KIIs). As part of the Tracer Study, the evaluation carried out 32 youth cohort focus group discussions (FGDs), which were 54 per cent women. All interviews (KIIs and FGDs) were conducted virtually using the platform of choice (Skype, Zoom, Viber, phone calls, Microsoft Teams, etc.) for the stakeholders. FGDs were organized as mini-FGDs, with smaller numbers of persons (ideally 3–5) to cater to bandwidth and online limitations. An additional virtual survey was made available through the Survey Monkey platform to participants in the youth project models throughout the current Kosovo Programme. The survey was made available to nearly 4,000 current and former participants, and 486 respondents filled it out (67 per cent women). About one-third of respondents did not fill out the impact modules sections of the questions, so functional analysis of impact is based on 331 respondents.

Findings

Relevance

ES13. Evidence shows that UNICEF designs its programmes based on the analysis of context and needs and has close relations and regular consultation with multiple stakeholders, including Kosovo Institutions. **The Kosovo Programme Document 2016–2020 provides extensive context analysis of the main problems, challenges, and bottlenecks facing Kosovo with regard to child rights**. UNICEF has supported the Multiple Indicator Cluster Survey (MICS) in Kosovo as a basis for developing joint interventions with Kosovo Institutions. The 2019-2020 MICS exercises have been co-financed by the Ministry of Finance, affirming the perceived strategic relevance of these exercises. **The Kosovo Programme Document 2016–2020 is designed to align with Kosovo Institution policies.** Among the policies cited by the Kosovo Programme Document 2016–2020 were: the Kosovo Development Plan 2016–2020; the Kosovo Strategy on Rule of Law 2016–2019; the Sectoral Strategy of the MLSW 2015–2020; and the Draft Strategy on Local Self Government 2015–2025. Juvenile Justice programming was aligned with overall justice reform in Kosovo.

ES14. Evidence from documentation reflects that **UNICEF has been conducting intensive consultations with Kosovo Institutions, public institutions, and civil society as a way to adjust its positioning**. The 2018 SMR referenced lessons learned from previous processes and outlined actions to be taken for improvements. Adaptation and alignment considerations are further confirmed by stakeholder interviews. **Although the UNICEF Kosovo Programme 2016–2020 has been aligned with national priorities, political volatility affected project implementation, with delays due to the need to rebuild/restart relationships and dialogue with focal points in Kosovo Institutions**.

ES15. **UNICEF has relationships with a wide range of stakeholders, is consultative and adaptive, and possesses comparative advantages of expertise in evidence generation and flexibility to address emerging issues.** UNICEF would be well-positioned to influence national discourse and policy development through advocacy and technical support. The programme evaluations show evidence of UNICEF informing planning processes and the policy framework. The **UNICEF Kosovo Office, throughout the programme cycle, also continued to commission studies that were used for advocacy and awareness raising,** including studies in 2017 and 2018 on disabilities, the situation of children and women, foster care, youth, GBV, and health. UNICEF is valued for its normative agenda, predicated on an equity approach that shaped its programming choices during the Kosovo Programme 2016–2020. It is interesting that among interviewed stakeholders, UNICEF has a strong reputation as the "evidence agency", and a strong reputation for youth work, suggesting that **these types of strategic resource investments are important for strategic positioning.** UNICEF Kosovo Programme has been supporting policies through implementation of programmes bounded to donor

funds. There **is less evidence that UNICEF has had a significant impact on influencing national budgetary allocation for policy implementation.**

ES16. **The UNICEF KO has been focusing on the appropriate equity lenses for the Kosovo context, as identified in context analyses**. This is operationalized through attention to the Roma, Ashkali, and Egyptian communities, Kosovar Serbs, children with disability, and youth. One implication of this equity-based approach has been that UNICEF has sometimes moved away from sector developments[4] to focus on integrated attention to specific diverse groups – youth, children with disability, early childhood – with consequent advantages and disadvantages. A group-focused approach can identify and systematically target access gaps. However, it also has the drawback of making UNICEF contributions to education and health systems less visible.

ES17. **While relevant, there are gaps in the implementation approaches**. The general pattern of operationalizing the seven global intervention approaches articulated in the UNICEF Strategic Plan (as described in the Kosovo Programme 2016–2020) followed a five-step process that focused on evidence generation for policy development, development of specialized services, piloting the specialized services, filling capacity development gaps in the institutional systems to implement these services, and transitioning the services to uptake by Kosovo Institutions. **UNICEF has been successful in the first four phases, but relatively weaker in the final step of scale-up** involving the need for continued system strengthening for Kosovo Institutions.

ES18. **The Kosovo Programme 2016–2020 reflects the integration of lessons learned** through extensive consultation processes during the 2016 Kosovo Programme design. The most significant lesson was to increase UNICEF's field presence beyond central level policy and technical support. The 2018 SMR in particular shows detailed adjustments to each programme component.

ES19. While the existing management tools are useful to inform ongoing programme adjustments, the **UNICEF Kosovo Office's internal knowledge management systems related to consolidating and using project information have been generally weak throughout the programme, although they have improved** in the latter part of the programme cycle. Internal monitoring reports may highlight numbers engaged in activities, but often they are not linked to coverage, and there are few outcome-level indicators with reliable data available to track impact and social change.

Effectiveness

ES20. UNICEF **programmes and projects are seen as successful and as achieving the desired products or outputs**. However, **the overall impact of UNICEF contributions on the Kosovo context may be more muted.** The situation analyses on children in Kosovo from 2014 and 2015 during the design of the Kosovo Programme 2016–2020 are very similar to those from 2019 that contributed to the development of the new Kosovo Programme 2021–2015, suggesting that relatively little has changed in the overall Kosovo context (this pattern is triangulated with stakeholder observations affirming a similar trend). In addition, project-level reviews noted that as challenges and programme interventions were pursued and the outputs delivered, **the benefits of the programme interventions often do not materialize for the affected populations because of ancillary systemic bottlenecks[5] that needed to be addressed** (usually related to budgeting and planning systems at the central and municipal levels). However, the UNICEF Kosovo Office does have a good reputation and relationship with the Kosovo Institutions it

[4] Such as the education sector or the health sector.

[5] Ancillary system bottlenecks would be elements inside institutional systems that may not be directly addressed within a project but which may affect the success of a system's functioning – such as performance review processes, job descriptions revisions, ancillary budgeting (for transportation for example), staffing levels, or capacity development systems).

supports, and there is an observed willingness on the part of Kosovo Institutions to partner with UNICEF in solving gaps in the provision of services and in reforming sectors.

ES21. **While gender equality and attention to vulnerable populations are considered integral parts of UNICEF's work at the local and central levels, successfully reaching vulnerable populations remains a challenge.** The InGear programme evaluation contended that the project has been effective at reaching out to the target beneficiaries in the Adolescents Development and Participation (ADAP) programme, and the home visiting model in early childhood development (ECD) is considered crucial for reaching hard-to-reach populations, but **these efforts require further modification to reach the most vulnerable.** Adolescent and youth participation is still heavily skewed towards Kosovo Albanians and urban centres; the home visiting model is not able to fully engage with hard-to-reach populations due to structural limitations in the health system; and the ECD centres are underutilized by Roma, Ashkali, and Egyptian populations or other hard-to-reach groups in rural areas.

ES22. **UNICEF has increased its alignment with the Regional Office on gender issues and global action plans**. While gender dimensions are generally included in the Kosovo Programme, the interventions appear to be more opportunistic than systematic. There are divergent perspectives from external stakeholders on the relative need for the prioritization of gender, with some pointing to the greater importance of attention to Roma, Ashkali, and Egyptian communities, children with disability, and youth. The Kosovo context is still faced with limited prioritization of gender mainstreaming by external actors and constrained capacity for implementation given the lack of a full-time gender focal point in the UNICEF Kosovo Office. However, there have been successes in integrating gender into project activities, including the home visiting programme and the ADAP programme. Furthermore, sex- and age-disaggregated data (SADD) is usually reported in activities involving hard-to-reach populations. However, stakeholders reported that gender has not traditionally been a focus in the Kosovo context. This has implications for programming design and adjustments, leading to **relatively little gender analysis regarding project and programme interventions or models.** In 2019, **the UNICEF Kosovo Office undertook a Gender Review and developed a Gender Action Plan that identified additional elements in the various programme components that could be reinforced for mainstreaming gender** within those interventions to be integrated into the Kosovo Programme 2021–2025.

Efficiency

ES23. **UNICEF Kosovo Office has a good reputation among donors, the United Nations, and Kosovo Institutions for responsive and timely programming.** UNICEF staff and the main stakeholders affirm that the majority of the activities have been delivered within the intended timeframe. External stakeholders see **UNICEF as timely in responding to unexpected emergent themes**. During the interview phase, the COVID-19 pandemic response had just begun in Kosovo, and respondents consistently emphasized that UNICEF was the fastest responder to mobilize support to affected populations.

ES24. The budget for the Kosovo Programme has been relatively stable – averaging between US$2.4 and $2.9 million annually throughout the programme cycle. T**he Kosovo Programme in the 2016–2020 was able to fund about 84 per cent of the planned budget for the cycle** within expected parameters based on available data.

ES25. About one third of this funding comes from UNICEF (referred to as Regular Resources (RR)) and about two-thirds comes from Other Resources (OR) – donor resources or thematic grants. This percentage of other resources has advantages and disadvantages. One advantage is that the **substantive external resourcing allows for comparatively higher levels of staffing within the Kosovo Office** – although perhaps still not at the level necessary for coverage of all Objectives within the Kosovo Programme. The disadvantage of this balance in OR and RR is that **many of the additional staff are on contracts**

connected to specific projects rather than the programme cycle. When a project cycle ends, presumably the staff contract would end as well, unless a new project was elaborated with donor funding. Furthermore, different UNICEF, Kosovo Institutions, and donor timelines have a subtle effect on staff composition and may be one impediment to meaningful follow-up on project interventions.

Sustainability

ES26. **Sustainability was interpreted differently among stakeholders**. One important pattern that emerged in the interviews was the observed difference between Kosovo Institution representatives and UNICEF Kosovo Office representatives in how they envisioned and discussed sustainability. **Kosovo Institution representatives tended to discuss sustainability from the perspective of strengthening systems. UNICEF personnel and NGO stakeholders tended to discuss sustainability from the perspective of the scale-up of models.** For example, UNICEF stakeholders maintained that the institutionalization of the home visiting programme was an example of system strengthening. In contrast, Kosovo Institution representatives observed that the health system itself is not yet sufficiently strong to effectively manage the home visiting programme. While some overlap exists between these two perspectives, they imply different approaches. The relative starting points of the respective stakeholders will shape how sustainability is assessed.

ES27. Whether for sustainability or scale-up, **the Kosovo context contains barriers and bottlenecks for delivery of services that are considered pervasive and systemic**. One useful framework for organizing the categories of bottlenecks could be according to three dimensions: a) Enabling Environment (Policies and Resourcing); b) Institutional Systems[6]; and c) Individual Technical Capacity. **The largest number of barriers are related to the institutional systems dimension, although central-level budgeting is still limited for child-friendly policies.**

ES28. The widespread recognition of an array of bottlenecks and barriers that limit the operationalization of policies at the central level and their implementation at the local level suggests the need for more systematic and concerted efforts to target multiple institutional bottlenecks simultaneously. UNICEF is seen as having the potential leverage and reputation to focus more consistently on commonly identified bottlenecks such as central- and local-level planning, budgeting, and monitoring processes, as well as additional systemic bottlenecks not yet identified. **Focused attention on municipality-level engagement for the scale-up of models is a high priority in the new Kosovo Programme and requires identifying and cultivating additional partnerships and relationships at the central and local levels**.

ES29. During the Kosovo Programme 2016–2020, the UNICEF Kosovo Office focused primarily on the enabling environment (policy) and individual capacity building (training). The institutional systems required for implementing policy have usually been addressed through "gap-filling" approach to bottlenecks, targeting systems that may impede *access* to services for specific populations (for example, children with disabilities being able to access education) rather than focusing on the institutional bottlenecks that affect the *quality* of the services themselves. These actions tended to occur episodically rather than as a consistent strategy based on a complete analysis of the institutional systems. Although there were bottlenecks described during the design phase, there is limited evidence of an ongoing **systematic mapping and prioritization of institutional systems that create bottlenecks on selected issues from the central to local levels, which could be used to track "the flow" of effects from policy to affected populations.**

ES30. **There is limited evidence regarding the elaboration of Kosovo Programme exit strategies that outline the conditions necessary for transitioning to institutional**

[6] In UNICEF, this is sometimes referred to as "supply and demand", given the agency's logistics branch.

support for programmes. As a result, when projects end, Kosovo Institution representatives often see support as terminating too soon and too abruptly. For example, in the new Kosovo Programme 2021–2025, the Juvenile Justice programme supported by the EU has terminated, and there has been a shift to three key strategic priorities of ECD, youth, and inclusion of children with disabilities. Elements such as Juvenile Justice remain, but they are less visible under the child protection component, they do not have EU funding any longer, and there do not appear to be any programmatic descriptions of how the Juvenile Justice programming will transition from the EU funding or articulating the conditions necessary for a transition.

ES31. **There does not appear to be a documented strategy outlining the conditions, processes, and expected evolution required for UNICEF models to be taken up by local Institutions**.

Synergy

ES32. Internal Synergy: **UNICEF Kosovo Office stakeholders can provide examples of internal cross-sectoral synergies, although these are often at the level of activities rather than outcomes.** There is limited evidence of a logical framework or ToC in the Kosovo Programme 2016–2020 connecting inter-sectoral activities to strategic objectives or outcome-level synergy. Much of this internal synergy pertains to support by the Child Rights Monitoring (CRM) and Social Policy programme component for the other programme pillars. The most frequently cited cross sectoral synergy was the internal monitoring support provided by the CRM pillar to other programmes. The CRM also provides support to Kosovo Institutions in terms of strengthening the administrative data gathering and building monitoring systems. The social policy sector provides much of the support for policy elaboration within the other programme components and is the primary point of connection to the national civil society networks. **There is evidence of a recent increase in inter-sectoral actions within the UNICEF Kosovo Office, particularly for local-level operations**.

External Synergy: **UNICEF has created, cultivated, and maintained good relationships across multiple stakeholders and is trusted and respected at multiple levels**. UNICEF is seen as operating at different levels and with different ministries – collaborating with central- and local-level institutions, with a particular emphasis on sensitizing policies for children and vulnerable groups. The UNICEF Kosovo Office has good strategic relationships with UN partners and leads several UN thematic groups such as operations, youth, and SDG/M&E. However, there is a need for further strengthening of external synergies in terms of implementation. Due to its mandate, UNICEF is seen to operate somewhat independently from the other UN actors when it comes to implementing specific activities. Although there have been five joint programmes implemented that fall within the range of the evaluation period 2016-2020, UN respondents could only remember one.

Lessons Learned

ES33. For programme implementation, there are some lessons learned particular to the Kosovo context, others that are generalizable to the ECARO context or UNICEF in general, and others that are relevant for the global implementation of the ADAP models.

Table ES-2: Lessons Learned Summarized

	Lessons
	General Lessons Learned (ECARO or UNICEF Global)
1	A project may be successful in implementation but still have limited impact on end users. There exists a long chain of systems required to bring policies to implementation. A wide array of inter-connected bottlenecks exist that limit the operationalization of policies all the way to the local level, suggesting the need for a more systematic approach to institutional system-strengthening actions. **The benefits of successful projects may not reach the affected populations because of other system factors that need to be addressed simultaneously.**

2	As with many countries in the region, the Kosovo context is **highly decentralized in governance,** with many new laws, and supported by multiple international organizations. Operating in a decentralized context is important for reaching hard-to-reach populations. Factors contributing to success include direct engagement with mayors, connecting with new partnerships at the central level (such as the Ministry of Local Governance or the Association of Municipalities), and intersectoral coordination among technical directorates and civil society actors at municipal levels.
3	Both access to services and the quality of the services provided are important dimensions. However, stakeholders may prioritize these differently. **There are differences in perspective between UNICEF Kosovo Office stakeholders and Kosovo Institutions regarding what system strengthening means**. This may be true for other ECARO offices as well and warrants further investigation. In Kosovo, UNICEF's approach has emphasized: a) improving *access* to services, b) *modelling integrated and specialized services* for subsequent uptake, and c) supporting and advocating for *social inclusion of specific population groups* (such as the Roma, Ashkali, and Egyptian communities). In contrast, Kosovo Institution representatives prioritize system strengthening for improving the *quality* of the services available. One implication of this distinction is that the promotion of the uptake of models focused on inclusion may not automatically be understood as system strengthening by Kosovo Institutions.
4	UNICEF's primary approaches for facilitating the uptake of models have been to focus on the enabling environment (policy alignment, resourcing) and on technical capacity building for individuals in the system. However, scale up of models requires not only an enabling environment (policy alignment and resourcing) and technical capacity, but **also sufficient institutional mechanisms to support uptake (e.g. staffing, budget support, administrative data management, and so forth).** An assessment of the strength of these institutional systems should be a precondition for the uptake or transition of models.
	ADAP Models Implications (Global Programming)
5	The ADAP models are highly valued, but stakeholders point to a wide array of possible benefits to which the models contribute. This suggests that **some of the specific impacts of the models may be diluted if the models are seen as a "universal remedy" for all issues.** Possible directions that could be considered in future programming would be to sharpen the objective focus for the youth models – especially UPSHIFT – in order to develop a more targeted set of actions linked to a measurable outcome. This could involve a review of module activities based on alignment with the objective or further fine-tuning the ADAP ToC to orient to this definition.
6	Participating **youth would benefit from longer-term accompaniment and follow-up beyond the range of the specific training activities or the social projects.** It would be helpful to consider how to integrate long-term follow-up into the youth models, including the long-term accompaniment activities. UNICEF could consider creating a long-term empowerment package (integration of ADAP programmes into a package with a duration of more than one year), with youth cohorts engaged in that programme for longer-term capacity building and empowerment. This could potentially involve interlinking the models and providing an opportunity for the cohorts to participate throughout an entire sequence of models.
7	Seed **funding or at least some degree of long-term accompaniment appears to be crucial for the models.** The seed funding mechanism has proven to be surprisingly robust in the sense that a significant percentage of the social projects continue well beyond the timeframe of project activities. The seed funding cohorts also show substantially higher levels of empowerment, critical thinking, and integration compared to the other cohorts and models, and the differences are stark. Cohorts from training-only activities are more similar to excluded applicants than they are to the seed-funding cohorts.
8	The **competitive selection process may have unintentionally targeted youth who were already empowered and integrated into markets**. Working with less empowered and harder-to-reach youth may require revising the types of activities, timing, and selection processes.

9	The **existing ADAP tools show similar pre-post scores and long-term scores for readiness, empowerment, and market integration, even though respondents do report perceiving their capacities to have been improved**. This may be due to respondents tending to overrate their capacities on self-reporting assessments. Modifying the monitoring tools for the ADAP models and the development of instruments that do not rely on self-reporting may help identify more subtle changes over time. This could include developing alternative monitoring tools that reduce social desirability bias, elaborating a set of intermediate indicators for tracking capacity strengthening and specifying which social objective is being targeted through the programming.
10	There is evidence of potential to include private sector support in the youth modules – especially in the UPSHIFT and PONDER modules, which include social projects or internships. In addition to providing opportunities for internships, business networks could be pursued for expanded investment funding to support youth social projects, including additional business training for management of small businesses. However, **private sector engagement should be linked in such a way that it will contribute to the strengthening of the institutional systems or mechanisms within central- and local-level Kosovo Institutions.**
	Kosovo Context Implications
11	Programme development and project templates often **implicitly assume a stable government or civil society environment** within which to implement activities. Political volatility can slow down processes, as new transitions in government offices entail renegotiations or reorientations to agreements and commitments, as well as sudden shifts in policy emphases or government priorities. This requires the UNICEF Kosovo Office to constantly make internal programming adjustments to take account of ongoing political and civil volatility.
12	Tracking **progress on institution building in the new Kosovo Programme (2021-2025) could be further strengthened by adapting a structured framework** (such as Enabling Environment, Institutional Systems, and Technical Capacity), which could serve as an important point of reference to establish milestones for measuring progress at both the central and municipal levels.
13	The **lack of data availability and the harmonization of data both internally in the UNICEF Kosovo Office and externally with Kosovo Institutions inhibit knowledge generation for evidence-based decision making.** Internally, tracking progress towards outcomes can be strengthened by strengthening the internal monitoring frameworks to articulate the linkages more specifically from implementing partner activity reports to the achievement of intended UNICEF Kosovo Programme outputs and subsequent contribution to UNICEF Kosovo Programme outcomes. Externally, the elaboration of central-level frameworks and accountability plans can be an important contribution for evidence-based analysis.
14	UNICEF has taken a strong normative aspiration to **reach the most vulnerable** and has commissioned a wide range of studies and analyses to identify these groups. However, reaching these groups through project activities has been challenging in the current programme cycle because of a range of factors, including: a) **"ancillary systemic bottlenecks"** in Kosovo Institution systems (home visiting); b) **unintentional selection bias** in project participation (ADAP); and c) **collective social norms** inhibiting access (ECD centres). **Maximizing outreach to the most vulnerable will require a systematic review of all three of these dimensions for any specific intervention or programme focus.**

Recommendations

ES34. The recommendations are structured to link the dimension of desired change, the recommendation, and sub-recommendations that could be considered possible options for achieving the desired change. There are six recommendations for the Kosovo Programme 2021–2025 and two recommendations specifically focused on the youth models UPSHIFT, PODIUM, and PONDER, based on the lessons learned from the Youth Tracer Study. The primary orientation of these recommendations is towards a) supporting increased linkages

in the cascade from policy to the implementation of services to affected populations; b) increasing shared understandings regarding sustainability; and c) improving frameworks for identifying and monitoring the contribution to impact.

Table ES-3: Recommendations Framework

Change Desired	Recommendation	Timeframe Responsibility
Resourcing System Strengthening has been successful in terms of the elaboration of policies. However, resourcing – especially budgeting – to support the implementation of these policies is still inadequate for implementing the policies.	**Recommendation 1: Budgeting**. UNICEF Kosovo Office should advocate and provide policy advice for adequate costing and budgeting of its elaborated child-focused policies and strategies that have been supported by UNICEF including: i. Identification of 2–3 pilot strategies relevant to the new programme cycle strategies. ii. Commissioning of costing studies for implementation of policies at central and municipality levels and identifying avenues and systems for financing selected policies iii. Defining capacity-building work required for orienting central- and local-level actors on the implications of budgeting and legislative frameworks	Within the next 9 months Deputy Head of Office, UNICEF Kosovo Office Programme Managers
Institutional System Strengthening (*Bottlenecks*). After the establishment of policies and public financing, a wide array of institutional bottlenecks exists, preventing the benefits of policies and projects from reaching affected populations. To strengthen an overall system, all elements need to be considered and in place for the flow to reach affected populations.	**Recommendation 2: System Bottleneck Mapping**. UNICEF Kosovo Office should develop a bottleneck analysis that outlines the linkages among the array of institutional bottlenecks that hinder the translation of policies into services for children in selected policies . The analysis would not only outline factors, but also map which actors are to address them and how they intersect with UNICEF technical support, including but not be limited to: i. Advocating for and influencing the need for increased human resource capacities for implementation of selected policies ii. As necessary, convening actors for strengthening partnerships and collaboration between central level, municipalities, and civil society or private sector iii. Identifying joint collaboration opportunities for implementing system strengthening activities– including joint programming options with other UN actors iv. Defining the exit strategies from the onset of the initiation of UNICEF support	Within the next 9 months Deputy Head of Office, UNICEF Kosovo Office Programme Managers
Institutional System Strengthening (*Uptake and Scale-up of Models*). The institutionalization (uptake) and scale-up of specialized services and models are important for children's rights, even if the uptake of these models cannot be automatically assumed to represent system strengthening. The successful institutionalization or scale-up of models by municipalities or central-level actors has faced challenges, although success factors have been identified from piloted efforts during the	**Recommendation 3: Institutionalizing Models Framework**. The UNICEF Kosovo Office should develop a mapping framework that outlines the conditions and procedures for uptake and scale-up of UNICEF models prior to implementation of models. The framework should outline the linkages among the array of central- and local-level factors that may prevent successful institutionalization and identify approaches that may address these factors. The framework may include (but not be limited to): i. Describing the preconditions necessary among municipality systems to begin the institutionalization of models from UNICEF support ii. Identifying mechanisms for adequate resourcing of models, including potential private sector partnerships iii. Identifying the relevant central-level ministries to be involved in supporting institutionalization at municipalities iv. Commissioning costing studies for identifying the necessary budgeting of auxiliary	Within the next 24 months Head of Office, UNICEF , Kosovo Office Programme Managers

Kosovo Programme 2016–2020. There is a need for a more systematic mapping of an institutionalization of models strategy to provide a checklist for uptake and scale-up that also takes into account contextual factors and the implications for uptake and transition.	resources appropriately (such as transportation, staffing, or workloads) v. Describing standards for implementation of models vi. Clarifying expected roles and relationships between and among municipal actors, including institutions, NGOs, or private sector actors, and articulating the joint collaboration opportunities for system strengthening **Recommendation 4: Private Sector Engagement.** Private sector engagement in UNICEF programming needs to be considered and integrated in such a way that it contributes to the long-term strengthening of Kosovo Institutions – especially at the decentralized levels.	
Civil Society Strengthening. UNICEF Kosovo Office has played an important role in facilitating the emergence of networks such as the KOMF, the Disability Forum, and the network of implementing partners whom UNICEF supports. However, there are opportunities for increased expansion of networks, including the integration of youth structures and ECD centres, along with other civil society actors.	**Recommendation 5: Civil Society Networking.** The UNICEF Kosovo Office should develop a strategy for building on and strengthening existing civil society relationships to build expanded webs of networks connected to relevant foci for the new programme cycle that can be used to strengthen municipal-level engagement and form the basis for Kosovo-level coalition building for advocacy and coordination. This strategy may include, but not be limited to: i. Mapping current actors and potential new actors at the municipal and central levels, including from Kosovo Institutions ii. Describing strategies for facilitating the emergence of intra-municipal networks targeted at local-level project activities in youth, ECD, and children with disability programming iii. Describing strategies for coalition building among networks at the central level iv. Identifying opportunities for private sector inclusion in financing and implementation of youth, children with disability, and ECD networks v. Capacity development on civil society networks for advocacy and partnerships with institutions and the private sector to advance the agenda on ECD, youth, and children with disability	Within the next 9 months Deputy Head of Office, UNICEF Kosovo Office Programme Managers
Evidence and Progress. The internal monitoring framework of the Kosovo Programme 2016–2020 faced challenges in articulating the linkages between implementing partner activities and strategic Kosovo Programme-level outcomes – including articulating the relative contributions of the implementation of specific partner actions.	**Recommendation 6: Evidence and Progress**. The UNICEF Kosovo Office should strengthen internal M&E and the quality of data collection and reporting from implementing partners that could be used to monitor progress of results achieved. The adaptations to the M&E strategy may include, but not be limited to: i. Describing and visualizing the linkages between partner actions and their contributions to specific outputs, which in turn contribute to collective strategic outcomes ii. Strengthening the quality of data collection and reporting from implementing partners iii. Streamlined reporting and data management processes that allow for clearer quality control of partner reports and indicator analysis, and that show how data analysis has led to adaptations in activities iv. Increased staffing in both the CRM programme pillar and other programme pillars for sufficient capacity to manage and streamline data systems and analysis	Next 24 months Head of Office, Deputy Head of Office, UNICEF Kosovo Office CRM Programme Manager, Programme Managers
<Youth Model Specific> The Youth	**Recommendation 7: System Strengthening and Youth.** The UNICEF Youth ADAP team	Within 12

ADAP Models are important, but their contributions to municipal- and central-level institutional system strengthening have been underutilized.	should develop a framework that outlines the necessary linkages to strengthening central- and local-level institutions with youth mandates and establishes their connection and contributions to youth model implementation and uptake. The strategy could include, but not be limited to: i. Articulating a common understanding of social change targeted by the models ii. Including a mapping of central- and local-level institutions with youth mandates, and outlining mechanisms for engagement with the youth models iii. Integrating municipality actors (including Local Youth Action Committees) into local-level model activities in planning, implementation/accompaniment, and follow-up of cohorts iv. Integrating youth cohort activities with pre-existing youth-related structures within municipalities for planning, implementation, and post-cohort follow-up v. Identifying mechanisms for private sector collaborations with municipality actors to support youth cohorts and ensure the integration of some form of seed funding for social projects vi. Providing a roadmap for ongoing support and networking to cohorts after the completion of projects, and integrating into networks for youth	months Youth ADAP manager
<Youth Model Specific> Youth Models have had an important impact on youth empowerment among those participating in the cohorts. However, the activities and implementation have unintentionally been biased towards those youth who are already more empowered and integrated, leaving the harder to reach, less empowered youth behind.	**Recommendation 8: Strengthened Mobilization and Outreach of Models for the Hard to Reach.** The UNICEF ADAP team and the Kosovo Office should adapt the models to enable greater inclusion of **less empowered and less integrated youth** and elaborate an integrated curriculum for ongoing capacity strengthening of participants. This may include, but not be limited to: i. Selection criteria standards with implementing partners targeting the hard-to-reach, less empowered youth ii. Revision of model activities for their fit for purpose towards ensuring greater inclusion of less empowered or less connected youth; this may involve expanded time within the activities themselves, longer-term accompaniment, and follow-up by implementing partners; or a restructured activity curriculum iii. Establishment of linkages among a connected set of models that could allow the "graduation" of targeted youth through a structured progression from basic models to more complex models for youth empowerment iv. Identifying resourcing, including private sector partnerships, that can overcome the systemic barriers for working with harder-to-reach populations	Within 12 months ADAP manager

1.0 INTRODUCTION

1. This report presents the end-of-cycle evaluation of the Kosovo Programme 2016–2020 for UNICEF in Kosovo (UNSCR 1244).[7] This evaluation is commissioned by the UNICEF Europe and Central Asia Regional Office (ECARO) and covers the period from 2016 to March 2020, assessing the *totality* of the Kosovo Programme portfolio, including cross-cutting issues. The findings and recommendations of this evaluation will strategically inform the implementation of the 2021–2025 Kosovo Programme.

2. The purpose of this Evaluation Report (ER) is to present the evaluation methodology, describe the programme achievements and results to date, identify findings related to the evaluation criteria, and present conclusions and recommendations. The document outlines the evaluation approach and methodology and describes how the evaluation was organized. The structure of the ER is based on the Evaluation Terms of Reference (TOR) presented by ECARO.

1.1 Kosovo Context

3. Located in southeast Europe, Kosovo has a young population, with over half of its 1.8 million inhabitants under 30 years of age. Administratively, Kosovo is divided into 38 municipalities. In the last decade, a strong focus of the Kosovo Administration has been on the decentralization process as a way to improve services at the local level, increase local representation, and defuse ethnic tension.[8] However, decentralization highlighted discrepancies relating to full and equitable child rights and a lack of capacity at the local level to implement various reforms.[9] In terms of reforms, Kosovo has signed several crucial EU agreements, including the EU-Kosovo Stabilization and Association Agreement (SAA) in late 2015, and is implementing the European Reform Agenda (ERA) since 2016 as "a useful tool to guide the implementation of EU-related reforms in the SAA context."[10]

4. Despite the growth trend, Kosovo remains one of the most impoverished areas in Europe, with 18 per cent of the population living below the poverty line and high inequality for youth and children in particular.[11] According to the 2019 (third quarter) Labour Force Survey (LFS), the inactive workforce in Kosovo is high, at 61.3 per cent, with significant disparity between women (80.5 per cent) and men (42.2 per cent).[12] The general employment rate is 28.2 per cent. The unemployment rate is 26.9 per cent, with youth and women among the most disadvantaged in the market force.[13] Rural areas have lower economic and social indicators and thus are more vulnerable than the urban areas.[14] Table 1 presents an overview of Kosovo's key indicators.

TABLE 1: KOSOVO OVERVIEW KEY STATISTICS[15]

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

[7] All references to Kosovo are made in the context of UN Security Council Resolution 1244 (1999).
[8] Royal Norwegian Embassy and Friedrich Ebert Stiftung. 2016. Necessity to Rethink Decentralization.
[9] UNICEF. 2019. Situation Analysis of Children and Women in Kosovo.
[10] EU. 2019 *Kosovo Report*, p. 1.
[11] UNICEF. 2019. Kosovo Gender Programmatic Review.
[12] KAS. 2019. *Labour Force Survey in Kosovo* , https://ask.rks-gov.net/en/kosovo-agency-of-statistics/add-news/labor-force-survey-in-kosovo-q1-2019>.
[13] KAS. 2019. *Labour Force Survey in Kosovo* < https://ask.rks-gov.net/en/kosovo-agency-of-statistics/add-news/labor-force-survey-in-kosovo-q1-2019>.
[14] UNICEF2019. Terms of Reference: Independent Evaluation of UNICEF Programme in Kosovo UNSCR 1244; Kosovo Agency of Statistics, 2019. Consumption Poverty in Kosovo 2012-2017.
[15] World Bank. 2019. https://www.worldbank.org/en/country/kosovo.

5. Kosovo Institutions developed the first National Development Strategy (NDS) 2016–2021, a strategic document for all planning in Kosovo. In 2018, the Kosovo Assembly also adopted the Resolution on Sustainable Development Goals (SDGs). SDGs were closely aligned and reported as part of the NDS. The mid-year review of the NDS highlighted a need for inclusion of additional core social indicators in health, education, employment, and social welfare.[16] Kosovo established several other key central plans and documents to create the foundation for an equitable and more inclusive society, such as the 2019–2020 Multiple Indicator Cluster Survey (MICS); the Child Rights Monitoring Strategy and Action Plan 2019–2023; the Ministry of Labour and Social Welfare Sector Strategy 2018–2020; the Concept Document of the Law on Local Finances; and the Concept Document on Social and Family Services.[17] A key achievement in the area of child protection (CP) is the Child Protection Law's approval in 2019, which confirmed the commitment of stakeholders to establishing an integrated child protection mechanism throughout Kosovo.[18]

6. Currently, social services in Kosovo are decentralized at the municipality level. However, the funding, as well as services for children without parental care, people with disabilities, and others, remains concentrated at the central level. The fund allocation for social services in health and education is below the EU average. Spending on health is 3.8 per cent of the GDP, which is significantly lower than the EU average of 7.1 per cent.[19] Similarly, spending on education is comparatively low, at 4.1 per cent of GDP, with most of the funds spent on wages.[20] Social protection spending has seen an increase in recent years from 3.6 per cent of the GDP in 2009 to 6.1 per cent in 2016.[21] The coverage of the population by social protection programmes, in particular social assistance among vulnerable groups, remains low.[22] The northern part of Kosovo operates under a dual administration system in which the Kosovo Serbs and Kosovo Albanians live within separate political and administrative structures. For example, the Kosovo Serbs attend schools aligned with the curriculum of the Serbian education system, while the Kosovo Albanians attend schools aligned with the Kosovo Ministry of Education. This dual administrative structure does present challenges for social inclusion.

7. *Political volatility* within Kosovo has remained a challenge during the Kosovo Programme cycle. According to the Kosovo reports by the EU[23], during the 2016–2020 Programme cycle, Kosovo had four different governments (2014–2017, 2017–2019, 2019–2020, and 2020+). In addition, there had been a period of 12 months throughout the Programme cycle where there was no government at all (3 months in 2017, 7 months in 2019, and 2 months in 2020). As a result, the Kosovo Programme cycle was characterized by instability and polarization. The EU reports noted that normal parliamentary functioning was often prevented, sometimes with violence in protests. The polarization affected Assembly functioning, including frequent lack of quorum, resulting in delays to legislative activities. The EU noted that the implementation of human rights legislation and strategies was often undermined by inadequate financial and human resources – particularly at the municipal levels – limited political prioritization, and the absence of coordination mechanisms.

8. *Health*. Progress has been made in the health services, as indicated by a decrease over the years in the infant and neonatal mortality rate. However, despite this progress, Kosovo's

[16] UNICEF (2019). Terms of Reference: Independent Evaluation of UNICEF Programme in Kosovo UNSCR 1244.
[17] UNICEF (2018). Theory of Change: Kosovo Programme 2019–2020.
[18] UNICEF (2019). RAM.
[19] UNICEF (2019). Situation Analysis of Children and Women in Kosovo.
[20] Institute Gap. (2018). *2019 Draft Budget: An analysis of income and expenses.* <https://www.institutigap.org/documents/57498_2019draftbudget.pdf>.
[21] World Bank (2018). *Kosovo Social Protection and Health Expenditure Note*. <(http://documents.worldbank.org/curated/en/190411561720305500/pdf/Kosovo-Social-Protection-and-Health-Expenditure-Note.pdf>.
[22] World Bank (2018). *Kosovo Social Protection and Health Expenditure Note*. <(http://documents.worldbank.org/curated/en/190411561720305500/pdf/Kosovo-Social-Protection-and-Health-Expenditure-Note.pdf.
[23] 2019 Kosovo Report. European Commission. 2018 Kosovo Report. European Commission. 2017 Kosovo Report. European Commission. 2016 Kosovo Report. European Commission.

child mortality rate remains the highest in Europe.[24] The infant mortality rate in Kosovo is 12 deaths per 1,000 live births, and the neonatal mortality rate is 9 per 1,000 live births.[25] These rates are tripled for the Roma, Ashkali, and Egyptian communities in Kosovo, indicating a significant disparity based on ethnic and socio-economic background.[26] According to the MICS,[27] the infant mortality rate for Roma, Ashkali, and Egyptian communities is 41 per 1,000 live births, and the neonatal mortality rate is 29 per 1,000 live births. Seventy-nine per cent of children under three years of age are fully vaccinated. Ninety-five per cent of children under three are vaccinated with at least DTP3. Only one-third of the Roma, Ashkali, and Egyptian children in Kosovo have been fully immunized.[28] Nutrition is also a significant concern for Roma, Ashkali, and Egyptian children – 14.6 per cent of children under five are stunted.[29]

9. *Education*. The NDS has prioritized investing in human capital in education through the expansion of preschool education.[30] Access to early education programmes for children aged 36–59 months is low, at 13.9 per cent, compared to an EU average of over 80 per cent. Development-focused family practices are inadequate, leading to low child development indices, particularly for the cognitive dimension.[31] Quality and inclusive education in Kosovo remains a vital concern. There is a lack of data for the inclusion of children with disabilities and their access to education. Roma, Ashkali, and Egyptian children's enrolment in compulsory education is below the overall average of 85 per cent. In comparison, secondary school enrolment is 30.3 per cent. Roma, Ashkali, and Egyptian girls are more disadvantaged than boys and are often forced into early marriage.[32] The World Bank (2018) states that "children in Kosovo can expect to complete 12.8 years of pre-primary, primary and secondary school by age 18. However, when years of schooling are adjusted for quality of learning, this is only equivalent to 7.7 years: a learning gap of 5.1 years."[33] There is also a mismatch in higher grades between "the education system outcomes and labour market needs".[34] Schools in Kosovo do not follow the same curriculum. Among Serbian-speaking populations, particularly in the northern municipalities, children use the Serbian curriculum and textbooks.

10. *Children and Youth*. The Constitution of Kosovo recognizes certain rights of children, and it incorporates the Convention on the Rights of the Child (2008) into the central-level legal order. In recent years, Kosovo has made significant progress in improving legislation for the benefit of children, including the establishment of the Child Protection Law and the Strategy and Action Plan on Child Rights (2019–2023) in 2019. The establishment of the Juvenile Justice Code laid out a framework for adequate systems and policies for children in conflict that supported their reintegration into society. Kosovo has also established the Law on Social and Family Services, which regulates alternative care for children with no parental care. Alternative care includes kinship care, foster care, and limited residential care.[35] However, despite the existence of the legal framework, critical gaps in financial and human resources have undermined the adequate implementation of these laws and action plans.[36] The child protection system lacks mechanisms integrating it from the local level to the central level for children who are subjected to abuse, neglect, and exploitation.[37]. Children and youth with

[24] UNICEF & KOMF (2017). *Policy Brief - Is My Right to Health Being Accomplished?*
[25] UNICEF & KOMF (2017). *Policy Brief - Is My Right to Health Being Accomplished?*
[26] UNICEF (2018) *Multi-country evaluation of the Universal Progressive Home Visiting for Young Children Well- being and Development in the Europe and Central Asia Region*.
[27] The Latest MICS completed contains data from 2013-2014. The current MICS seems to be still in data collection phase.
[28] UNICEF (2018). *Situation of Children in Kosovo (UNSCR 1244)*.
[29] UNICEF (2018). *Situation of Children in Kosovo (UNSCR 1244)*.
[30] Kosovo Institutions of Kosovo. 2016. *Kosovo Development Strategy;* FISCUS,2017. *The Cost of Introducing Universal Early Childhood Education in Kosovo*.
[31] UNICEF. 2018. *Kosovo Theory of Change: Kosovo Program 2019-2020*.
[32] UNICEF. 2019. Situation Analysis for Children and Women in Kosovo.
[33] World Bank. 2018. *Human Capital Index for Kosovo*.
[34] EU report/UNICEF.
[35] UNICEF. 2019. Situation Analysis for Children and Women in Kosovo.
[36] UNICEF. 2019. Situation Analysis for Children and Women in Kosovo.
[37] UNICEF. 2018. *Kosovo Theory of Change: Kosovo Program 2019-2020*.

disabilities and those from Roma, Ashkali, and Egyptian communities are among the most vulnerable in Kosovo, as they face discrimination and difficulties in accessing essential services.[38] Youth face limited opportunities in participation and decision making in society. The youth unemployment rate is soaring, at 55 per cent.[39]

11. *Gender*: The situation of women in Kosovo is influenced by oppressive social norms, social expectations, and traditional practices. Gender roles are constructed by the family and are reinforced in school and community settings. Only 27 per cent of women complete higher education, as opposed to 60 per cent of men.[40] One-third of women from 15–49 years of age justify their partner's violence toward them.[41] Other barriers for women's participation as valuable members include family responsibilities, limited access to quality and affordable child and elder care, conservative social norms, the high cost of maternity leave for employers, and women's limited access to assets and productive inputs.[42] Girls and women from Roma, Ashkali, and Egyptian communities are among the most vulnerable, facing domestic violence, early child marriage, and discrimination.[43] Eleven per cent of Roma, Ashkali, and Egyptian girls get married before the age of 15. Roma, Ashkali, and Egyptian girls are also more likely to have children before turning 18 than their peers.[44]

1.2 UNICEF Programming History

12. UNICEF initially began operations in Kosovo in 1999 as part of an emergency response to the conflicts. After a series of emergency operations, in 2006 UNICEF transitioned to a development programming approach. The current Kosovo Programme is the third iteration of development programming. The cycle runs from January 2016 through December 2020. Revisions in the overall UNICEF regional strategy in 2018 were integrated into adjustments in the current programming during the Strategic Moment of Reflection (SMR) in 2018. The adjustments were intended to set the stage for the development of a new cycle and the scaling up of piloted models[45] to other locations in Kosovo.

13. A key focus in UNICEF's support to Kosovo Institutions has been to expand opportunities for children, especially girls, in Kosovo through the application of programmatic models at local levels and the systematization of these models by the Kosovo Institutions. In the context of this Programme, the term *most vulnerable* prioritizes children in rural areas, ethnic minorities (Roma, Ashkali, and Egyptian), Kosovo Serbs, women, and children with disabilities. The programme summaries in Annex 4 provide further details of the overall Kosovo Programme and individual programme components.

2.0 UNICEF KOSOVO PROGRAMME 2016–2020

2.1 Overview

14. The subject of this evaluation was the UNICEF Kosovo programme. The evaluation assessed the totality of the Kosovo Programme, focusing on the relevance of UNICEF's programme portfolio and approaches taken, as well as UNICEF's position and priorities chosen in response to emerging needs and Kosovo Institution priorities.[46]

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[38] UNICEF. 2018. *Kosovo Theory of Change: Kosovo Program 2019-2020.*
[39] UNICEF. 2019. *Situation of Children and Women in Kosovo.*
[40] UNICEF. 2019. *Kosovo Gender Programmatic Review.*
[41] Situation of Children in Kosovo (UNSCR 1244), 2018; UNICEF. 2016. *Qualitative Research on Social Norms around Gender-Based Violence and the Physical Punishment of Children in Kosovo (UNSCR 1244).*
[42] UNICEF. 2019. Kosovo Gender Programmatic Review.
[43] UNICEF. 2019. Situation Analysis of Children and Women in Kosovo.
[44] UNICEF. 2019. Situation Analysis of Children and Women in Kosovo.
[45] The UNICEF KO has developed packages of interconnected activities referred to as 'models' that are intended to achieve a targeted output or provide a specialized service. For example, UPSHIFT is a youth model oriented towards increasing entrepreneurship and empowerment among youth participants covering a short training period followed by a longer-term activity for a group of youth to build a social project together.
[46] UNICEF TOR.

2.2 Programme Overview, Pillars, Theory of Change, and Alignment

15. **Programme pillars.** The 2016–2020 Kosovo Programme focused on the realization of children's rights, on closing the equity gap between majority and minority groups (Roma, Ashkali, and Egyptians), and on addressing gender, age, and geographical disparities (rural vs. urban). The Kosovo Programme prioritized in particular the issues of children with disabilities.[47] The Kosovo Programme consisted of four key outcomes, as summarized in section 2.2.2. A comprehensive description of the outcomes, along with programme-focused findings for each outcome, is found in Annex 4. Scale-up and uptake of specialized models for improved social services has been a key point of focus in the Kosovo Programme 2016–2020.

16. **Programme evolution.** Since its design, the Kosovo Programme had undergone adjustments to reflect changes in the socio-political and economic context of Kosovo as well as to better align the Kosovo programme with the four programming pillars outlined in the Regional Strategy. The most significant external changes cited in the programme documentation include:
    1. The signing of the Stabilization Association Agreement (SAA) in late 2015.
    2. The development of the National Development Strategy (NDS) 2016–2021.
    3. The adoption of the SDG Resolution by Kosovo Assembly in January 2018.

17. In 2018, UNICEF conducted a Strategic Moment of Reflection (SMR) exercise for Kosovo Programme 2016–2020. The SMR focused on a general review of the situation, data, trends, and system changes that occurred since the Kosovo Programme was developed, sectoral reviews with partners, and identification of newly emerging opportunities for UNICEF strategic engagement. Following the SMR, UNICEF revised 1) the programme ToCs and strategy notes; 2) the Kosovo Programme indicators; and 3) the implementation strategies. The post-2018 programme adjustments[48] were intended also to contribute to a period of transition to the new UNICEF Kosovo Programme 2021–2025, which is intended to focus on ECD, children with disability, and youth within a general life cycle approach. In 2019, UNICEF conducted a Gender Programmatic Review and drafted a Gender Action Plan, which closely examined gender analysis and the integration of gender into the new Kosovo Programme 2021–2025.

18. During the 2018 mid-term reflection exercise, UNICEF, as part of the strategic shift on programme implementation, elaborated a piloted "total coverage" approach under the "leave no child behind' principle. This was operationalized in 2019 through the selection of pilot municipalities to be included in this approach using the participatory Delphi technique. Five municipalities were selected in which UNICEF would concentrate its interventions and translate key legislation and policies into practices, addressing a number of children's rights issues simultaneously.[49]

2.2.2 Programme Components

19. The Kosovo Programme 2016–2020 was structured around four main outcomes. Each outcome was articulated through the contributing outputs as stipulated in the Kosovo Programme Results Framework for 2016–2020. Below is a summary of the programme structure as per Kosovo Programme outcomes and outputs**. A more comprehensive overview of each programme outcome, summarizing findings from the desk review and the data collection phase, is included in Annex 4 (sections 4.1–4.4)**.

20. **Programme Outcome 1 (Health and Education):** This outcome was implemented by combining the two core sectors of Health and Education, especially early childhood education, to offer an integrated service package to improve child well-being. The outcome aimed for children, especially the most vulnerable and marginalized, to "have

[47] UNICEF. Logical Framework, KPAP 2016-2020.
[48] Due to the number of specific programmatic adjustments for each outcome, these are described in Annex 4.
[49] As this was a relatively recent articulation of this approach, it was not able to be considered within the scope of the evaluation.

access to and utilize a quality continuum of health care and quality education services".[50] The outcome was implemented through several modalities and activities such as home visits, which promoted positive social norms and targeted vulnerable groups; early warning systems, which addressed violence towards children and school dropout; and the community-based ECD, which promoted positive parenting and supported children with disabilities to create an enabling environment for children to thrive.

21. **Programme Outcome 2 (Child Rights Monitoring (CRM), Social Policy, Advocacy and Media)**: This outcome was composed of three main programme sectors. **CRM** aimed to strengthen the normative framework for children's rights while mainstreaming child rights in policymaking and public debate. The CRM focused particularly on vulnerable groups and included the development of MICS in 2019, with a separate MICS survey conducted with Roma, Ashkali, and Egyptian communities to better monitor their equity and inclusion in society. The key activities under CRM include UNICEF's work to support Kosovo Agency of Statistics (KAS) to harmonize data collection across all sectors, generate evidence in line with international methodologies, and support evidence-based planning and monitoring for national strategies. **Social Policy (Social Protection and Inclusion)** focused on strengthening and institutionalizing CP systems at the central and local levels to reduce children's social vulnerabilities. The programme aimed to create an enabling environment by generating evidence and providing support in policymaking, capacity building, and modelling, all through human rights and gender lenses.

22. A third component – **Advocacy and Media** – focused on raising awareness of duty bearers and strengthening the capacity of media actors to promote child rights. The programme brought the situation of the rights of children and youth in Kosovo to the centre of local- and central-level policy discourse. The programme's main initiatives included i) strengthening the partnership with UNICEF and media to significantly increase the visibility of children's issues; ii) developing the birth registration application for stateless children; iii) conducting the 1,000 Day Campaign with a focus on immunization, exclusive breastfeeding, and child stimulation; iv) developing a communication strategy regarding gender-based and children-based violence; v) establishing the U-Report platform where youth can share the challenges they face as well as identify ways to address them; and vi) celebrating landmark events.

23. **Programme Outcome 3 (Child Protection):** This outcome was articulated through the child protection system programme sector. The aim of the child protection programme was to ensure that child protection systems were fully integrated into Kosovo legislative and policy frameworks and to enhance promotion, coordination, and accountability across all sectors. The programme increased the capacities of families, communities, and service providers to prevent and respond to abuse, neglect, and exploitation, and thus realize children's right to safety, access to justice, and to live in a family environment. The child protection programme was implemented through several key modules and activities, such as the peer mediation programme for children exposed to violence, the foster care programme supporting vulnerable children and youth with no parental care, and the community-based rehabilitation centres providing support for children with disability.

24. **Programme Outcome 4 Adolescent Development and Participation programme (ADAP).** The programme sought to create "innovative models of youth engagement" by empowering youth to become agents of change and building their skills and confidence. The ADAP programme's main models were developed through the UNICEF Innovations Lab Kosovo (ILK). UNICEF established the Innovation Lab in 2010 as a response to the lack of opportunities and engagement for youth and adolescents. It was then fully embedded into ADAP programming. The ILKs were to increase the capacity of youth for a successful professional life, while also addressing existing social challenges and generating new employment opportunities through the cultivation of innovative social entrepreneurship. The ILKs were also a way to increase youth engagement and

[50] UNICEF (2018). Theory of Change p.7.

outreach. Within the ILKs as well as the more general work of UNICEF, several models and core activities were implemented as a means of working towards the envisaged Kosovo Programme outcome. The ADAP programme has focused on the implementation and scale-up of ILK models during this Kosovo Programme 2016–2020 cycle. The primary models used in Kosovo are the UPSHIFT, PODIUM, and PONDER models. More details of these models are found in Annex 4 (Programme Summaries) and Annex 13 (Youth Tracer Study Summary).

25. **Theory of Change**: The UNICEF 2014-2017 global strategic plan outlined seven core roles to guide office programming: 1) Evidence generation, policy dialogue and advocacy; 2) promotion of cross-sectoral linkages; 3) leveraging and promotion of partnerships; 4) south-south cooperation; 5) identification and promotion of innovation and models of good practice; 6) capacity development; and 7) service delivery. These global core roles are operationalized and weighted differently within the particular context of each country office. In the Kosovo programme, the core roles influence the elaboration of the Theory of Change guiding the programme and individual components.[51] The original Kosovo Programme Document described a general Theory of Change (ToC) for the overall programme and included programme-specific ToCs developed in 2014 and 2015. The 2018 SMR refined the programme-specific ToCs for all Kosovo Programme outcomes. The overarching ToC was not changed in the SMR review. The Kosovo Programme pathway of change was articulated through a series of presuppositions required to generate a condition. *IF* the local- and central-level health and education systems were strengthened to allow for equitable and inclusive services; and *IF* the legislative framework was more child sensitive in bringing attention to children's issues; and *IF* access to social services and advocacy for social schemes to promote an equitable society were increased; and *IF* awareness was raised about promoting positive social change at all levels and social norms were changed; and *IF* an evidence-based child monitoring system was developed and technical assistance provided on CRC reporting, social budgeting, and social protection; *THEN* there would be a progressive realization of children's rights and a reduction of equity gaps, and the Institutions of Kosovo would be more accountable and responsive to social inclusion and building resilience for the most excluded boys, girls, adolescents, and youth. Each conditional statement (*IF*) reflected a programme area. Each programme area in turn had elaborated its own ToCs intended to articulate how the Kosovo Programme would achieve each conditional statement. The Kosovo Programme ToC diagram and the ToCs for the five programme areas are profiled in Annex 3. The Kosovo Programme ToC acted as a living document that serves as a guide to the overall interventions in Kosovo.

26. **Progress indicators**: Key progress indicators were included as part of the Kosovo Programme in 2016. These progress indicators reflected the overall impact of UNICEF support through each of the four outcomes. The progress indicators are generally based on social statistics and were measured through exercises outside of UNICEF's direct control. The number of progress indicators was later reduced during the 2018 SMR exercise. The SMR documentation described the rationale and justification for each of the proposed reductions and adjustments.[52]

27. **Gender**. In 2019, UNICEF conducted a Gender Programmatic Review and drafted a Gender Action Plan, which carefully examined gender analysis and gender integration in the new Kosovo Programme 2021–2025. The UNICEF Kosovo Gender Action Plan provided one of

[51] In UNICEF's 2014-17 strategic plan (SP) implementation strategies refer to: Capacity Development; Evidence Generation, Policy Dialogue and Advocacy; Partnerships; South-South and Triangular Cooperation; Identification and Promotion of Innovation; Integration and Cross-Sectoral Linkages and Service Delivery. Under the SP 2018-21 the equivalent to implementation strategies is "Change Strategies" and refer to: Programming at-scale Results for Children; Gender-Responsive Programming; Winning Support for the Cause of Children from Decision-Makers and the Wider Public; Developing and Leveraging Resources and Partnerships for Children; Leveraging the Power of Business and Markets for Children; United Nations Working Together; Fostering Innovation in Programming and Advocacy for Children; and Using the Power of Evidence to Drive Change for Children. The change strategies listed in the TOR for the Kosovo programme evaluation were defined in relation to the SP 2014-17 (UNICEF 2013B).
[52] Annex 3.

the instruments for mainstreaming and monitoring gender results in programming. Based on the available document review, these principles for gender equality and the empowerment of women and girls (GEEWG) used SADD to ensure the equal participation of boys and girls in targeted activities according to monitoring data. Gender mainstreaming in programme activities went beyond data collection and was critically assessed during the evaluation data collection phase. Desk review data and stakeholder interviews reveal that gender was embedded in a number of programme initiatives and sectors, such as the home visiting programme in health and the gender and vulnerability disaggregated data in the MICS, which informed policy development.

28. **Programme alignment**: The Kosovo Programme Document described the alignment of the Kosovo Programme with the priorities of the institutions of Kosovo and the EU. The primary strategies and frameworks included: the Kosovo Development Plan 2016–2020; the UNICEF Strategic Plan 2014–2017 and applicable standards on child rights; the Draft Health Sector Strategy 2015–2020; the Mother, Child, Adolescent and Reproductive Health Strategy 2011–2015; the Strategy on Pre-University Education 2011–2016; the Kosovo-wide Strategy on Rule of Law 2016–2019; the Sectoral Strategy of the MLSW 2015–2020; the Kosovo-wide Kosovo Youth Strategy and Action Plan 2013–2017; the Kosovo Law on Youth Empowerment and Participation; the Draft Strategy on Local Self Government 2015–2025; the Kosovo Strategy on Children's Rights 2016–2020; and the Strategy on Integration of Roma, Ashkali, and Egyptian Communities 2016–2020.[53]

29. **Past evaluations and reviews.** Since 2016, UNICEF had commissioned several assessments and evaluations, findings, and lessons learned. These studies guided programme revisions in 2018. Table 2 lists the assessments and evaluations commissioned by UNICEF during the 2016–2020 programme cycle.

TABLE 2: COMMISSIONED ASSESSMENTS AND EVALUATIONS DURING KOSOVO PROGRAMME

EVALUATIONS AND ASSESSMENTS		
EVALUATIONS		
Evaluation of the Child Rights Monitoring Systems in Kosovo	UNICEF	2016
Evaluation of Improving health of women and children of Kosovo 2012–2016	Joined UN evaluation	2016
Evaluation of EU support to juvenile justice in Kosovo	EU	2018
Multi Country Evaluation for Home Visiting: Kosovo Case Study	UNICEF	2019
ASSESSMENTS		
Baseline Assessment: Innovation for generating employment and achieving resilience project (InGear)	UNICEF	2016
The significance of home visiting practices for children in Kosovo, case study of Dragash	UNICEF	2016
Mid-Term Evaluation of InGear	UNICEF	2017
Kosovo Gender Programmatic Review	UNICEF	2019

2.3 Programme Partnerships

30. **Partners and ways of working**. Kosovo Programme documentation is strongly focused on connection with and support to Kosovo Institutions. UNICEF's key strategic partners were the Institutions of Kosovo, primarily the Office of Good Governance/Office of the Prime Minister, which coordinated on human rights, equal opportunities, and non-discrimination issues; and the Strategic Planning Office/Office of the Prime Minister, which led central-level planning and monitoring. In addition, UNICEF worked with various line ministries

[53] UNICEF (2016) Kosovo Programme of Cooperation 2016–2020.

such as the Ministry of Labour and Social Welfare (MLSW), the Ministry of Health (MOH), the Ministry of Education, Science, and Technology (MEST), the Ministry of Justice (MJ), the Ministry of Culture, Youth, and Sports (MCYS), KAS, the National Institute of Public Health (NIPH) and others to implement specific components of its programme. UNICEF also strengthened the capacity of Kosovo Institutions at the central and local levels to translate policies and frameworks into local systems. UNICEF supported the Kosovo Institutions in jointly implementing initiatives and reforms to improve the well-being of children in Kosovo and create an equitable and inclusive society. UNICEF is a member of the United Nations Kosovo Team (UNKT) and participates in the development of common frameworks and planning. The UNICEF Kosovo Office has had the following joint collaborations with other UN agencies during this Programme cycle 2016–2020 for the implementation of a project: Joint Programme on Domestic Violence in Kosovo 2 (2015-2017); UN Support To MCC Data (2016-2020); Gender Based Violence and Access to Justice (2018-2019); Empowering Youth for Peaceful Prosperous Future in Kosovo (2019-2021); Improving Health of Women and Children of Kosovo (2012-2016). Primary donors are the EU (especially the European Commission) and associated European member states (Luxembourg and Austria) as well as internal UNICEF global funds. Key implementing partners for UNICEF were CSOs, – including both central- and local-level NGOs and community-based organizations. More than 34 implementing partners were cited in programme documentation throughout this programme cycle.[54]

31. **Stakeholder analysis**. A range of stakeholders both inside and outside of UNICEF had interest in the results of this evaluation, and many played a role in the evaluation process. Key stakeholders included Kosovo Institutions as well as those directly and indirectly responsible for the design and implementation of the programme, including UNICEF staff, representatives from line ministries at the central and local levels, implementing partners, and donors. Other important stakeholders who were not directly interviewed during this evaluation because their voices had already been integrated into the programme specific evaluations included children and community members as the ultimate recipients of UNICEF programming at the central and local levels. Annex 7 outlines the full stakeholder analysis and Annex 9 presents a list of the stakeholders interviewed during the evaluation process.

3.0 EVALUATION FEATURES

3.1 Evaluation Purpose and Objectives

32. As described in the TOR, this evaluation was a formative end-of-cycle evaluation of the Kosovo Programme intended to provide inputs into the operationalization of the next Kosovo Programme. The Kosovo Programme Evaluation aimed at documenting UNICEF's performance and contribution to Kosovo Institutions' development goals. The Kosovo Programme Evaluation had three objectives:
    1. Assess UNICEF's strategic positioning and programmatic choices relative to Kosovo Institution priorities, other partners' areas of action, and the changing socio-economic and political context of Kosovo.
    2. Provide an independent performance assessment of the Kosovo Programme 2016–2020 seen in relation to expected results and UNICEF's contributions to the realization of child rights in Kosovo, for which the promotion of equity and gender equality is considered an integral part.
    3. Identify good practices and draw lessons and forward-looking recommendations from the assessment of the previous Objective 1 and Objective 2 that can inform the development of the next Kosovo Programme 2021–2025.

[54] More detail on the list of Implementing Partners can be found in Annex 3

33. The evaluation focused on the main objectives subsequently outlined in the TOR by applying primarily qualitative methods and OECD/DAC criteria – specifically relevance, effectiveness, efficiency, synergies, and sustainability.[55] The focus of the evaluation was to assess the Kosovo Programme portfolio as a whole, including cross-cutting issues and inter-sectoral support. The evaluation did not provide a technical assessment of any individual Kosovo Programme components, as these have been treated through previous specific thematic evaluations (see Table 2).

34. The evaluation process provided additional insights into the ADAP component, as it had had no thematic evaluation done to date. This extra assessment is treated as a 10-page technical annex – Annex 13 – and it includes the results of the Youth Tracer Study that tracked the performance of the youth programme during this cycle, with a special focus on the three models employed with youth: UPSHIFT, PODIUM, and PONDER. The TOR presented a set of questions for each of the defined criteria for both the primary evaluation and the youth focused component (Annex 1). These TOR questions were subsequently refined during the inception consultations, and the refinements are described in Annex 11.

35. **Time period under review**: The time period under evaluation is the Kosovo Programme 2016–2020 cycle from the beginning of implementation activities in January 2016 through March 2020.

36. **Evaluation use**: The evaluation served the dual and mutually reinforcing objectives of accountability and learning. For accountability, the evaluation assessed and reported on the performance and results achieved from UNICEF's assistance to Kosovo's institutions. The evaluation also provided stakeholders with an independent platform to register their suggestions, which ultimately became recommendations for incorporation into programme design or implementation. For learning, the evaluation determined why and how specific results occurred the way they did; it drew lessons and derived good practices with pointers for learning from them. It provided evidence-based findings to inform operational and strategic decision making. Lessons learned from this evaluation will help refine and improve the implementation of activities under the current cycle and for future Kosovo Programme iterations

37. **Expected users of the evaluation**: The expected users for this evaluation are the UNICEF Kosovo Office and its partners in decision making, who will use it primarily for adjustments in programme implementation and design and to support discussions with external stakeholders regarding the elaboration of the next programming cycle. The evaluation serves to inform the Kosovo Institutions, the UNKT, donors, and UNICEF on the lessons learned, and to present recommendations for future programming based on the essential findings. Refer to Annex 1 for a detailed TOR description.

3.2 Evaluation TOR Questions

38. The TOR questions and sub-questions pertaining to each of the evaluation dimensions served to operationalize the responses to the overall objectives of the evaluation. Together with the RO stakeholders, these questions were adapted to respond to the particularities of the Kosovo Programme Evaluation and to consider the ADAP programme assessment. Table 3 presents the refined TOR questions for the entire Kosovo Programme Evaluation, while Table 4 describes the evaluation questions to pursue within the ADAP programme sub-evaluation.[56] The ADAP sub-evaluation placed particular (but not exclusive) emphasis on the development and application of the UPSHIFT, PODIUM, and PONDER models within the ADAP programme.

TABLE 3: TOR SUB-QUESTIONS BY DIMENSION

[55] The new draft DAC guidelines include the additional criteria of Synergies. This criterion is integrated into the TOR questions and is informing the evaluation process.
[56] For space considerations, the rationale for the specific adjustments and the comparison to the original TOR questions are presented in table form in Annex 11.

Dimensions	Suggested Evaluation Question Revisions
Relevance: To assess alignment of the programme interventions to existing strategies and policies of UNICEF and institutions of Kosovo.	1. **Strategic Positioning and Comparative Advantage**: To what extent has UNICEF's strategic positioning remained fit-for-purpose to advance child rights for all children, considering the rapidly changing context, emergent Kosovo priorities, partner landscape and needs? a. To what extent is the equity approach integrated into UNICEF's support of system strengthening and other programming? b. To what extent is UNICEF strategically positioned to inform Kosovo development planning and allocation of Kosovo Institution budget to advancing child rights for all children? 2. **Balance and Approach**: Were implementation strategies relevant for the context and the way it has evolved? a. Was the resourcing of UNICEF implementation activities aligned with Kosovo Institution stakeholder priorities or context needs? Was UNICEF investing its resources in the right implementation activities or implementation strategies? b. To what extent were UNICEF's implementation strategies relevant to an inclusive and equitable society and for ensuring the most vulnerable children are not being left behind? 3. **Integration Lessons and Management tools:** To what extent have the strategic recommendations of previous evaluations been used to reshape UNICEF's programme and influence Kosovo Institution policy? Have other management tools been sufficient to inform UNICEF's programme adjustment and coherence over the period? How useful were the cooperation tools applied for ensuring Kosovo Programme coherence with evolving priorities?
Effectiveness: evaluating the extent the programme outputs have contributed to immediate developmental changes and mid-term results at the outcome level.	4. **Achievement of Results**: To what extent were programme results achieved under the Kosovo Programme outcomes? Were there unintended positive outcomes as well? a. What were key factors (internal or external) influencing the results? b. How has the Kosovo Programme contributed to the observed context progress in the realization of child rights? 5. **Unintended Outcomes and Risk Management**: To what extent has the Kosovo Programme been appropriately responsive to managing risks or unintended negative consequences or to opportunities to enhance effectiveness? 6. **Gender and vulnerability**: Have gender and attention to vulnerable and hard to reach populations been effectively mainstreamed in programme implementation and, if not, how could it be done better?
Efficiency: to assess the programme's timely and cost-efficient implementation and results-based management.	7. **Timeliness**: To what extent were planned activities and outputs delivered within the intended timeframe?
Sustainability: To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the institutions of Kosovo and	8. **Bottlenecks and Institutionalization**: To what an extent has the Kosovo Programme contributed to the alleviation of system-level bottlenecks and social-norm change toward greater inclusion of marginalized children? a. To what extent are the results of the Kosovo Programme at district, regional and Kosovo levels institutionalized within Kosovo Institutions and scalable?

partners will ensure the sustainability of the programme initiatives, and appropriate UNICEF exit strategies.	b. Where are the key barriers that inhibit the operationalization of policies at the Central level in ways that will affect local populations? c. What can the Kosovo Programme do to overcome these barriers?
Synergies: To assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners.	9. **Intersectorality/Synergy**: To what extent do the individual Kosovo Programme components and implementation strategies reinforce each other to fully leverage the contribution that UNICEF makes towards expected results? 10. **Coordination and Alignment**: To what extent has the Kosovo Programme coordinated with Kosovo Institutions, development partners, and other UN agencies to avoid overlaps, leverage contributions and catalyse joint work in line with Kosovo and UN policies, SDGs, plans, and strategies?

TABLE 4: TOR SUB-QUESTIONS BY DIMENSION FOR THE ADAP PROGRAMME

Dimensions	Suggested Evaluation Question Revisions
Relevance: To assess the alignment of the programme interventions to existing strategies and policies of UNICEF and institutions of Kosovo.	1. **Relevance and Comparative Advantage**: Were the implementation strategies for ADAP programming relevant to the context and the way it has evolved? Especially for UPSHIFT, PODIUM and PONDER?
Effectiveness: evaluating the extent the programme outputs have contributed to immediate developmental changes and mid-term results at the outcome level.	2. **Achievement of Results**: To what extent were ADAP programme results achieved, especially for UPSHIFT, PODIUM and PONDER? Were there unintended positive results? a. What were key factors (internal or external) influencing the results? 3. **Gender and Vulnerability**: How inclusive has the ADAP programme been in terms of gender and hard-to-reach populations? If not, how could it be done better?
Sustainability: To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the institutions of Kosovo and partners will ensure the sustainability of the programme initiatives and appropriate UNICEF exit strategies.	4. **Programme sustainability**: In the shorter and longer-term, what opportunities can be identified to enhance sustainability of the ADAP programming, especially the UPSHIFT, PODIUM and PONDER programmes?
Synergies: To assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners.	5. **Intersectorality/Synergy**: To what an extent does the ADAP programme – and especially the UPSHIFT, PODIUM and PONDER activities – reinforce sector programming to fully leverage the contribution that UNICEF makes towards expected results? 6. **Coordination and Alignment**: To what extent has the ADAP programme – and especially the UPSHIFT, PODIUM and PONDER programming – coordinated with Kosovo Institutions, development partners, and other UN agencies?
Long-Term Change: To understand the degree of	7. **Contribution**: What has been the long-term change in the lives of participating youth as a result of the ADAP programmes,

UNICEF contribution to long-term changes.	especially the UPSHIFT, PODIUM and PONDER programmes?

3.2 Evaluation Methodology

39. **Overview**. The evaluation used a mixed-methods approach, drawing on four general sources of information across different levels of stakeholders: i) Pre-existing **documentation** (e.g. policies, donor reports, external research); ii) Pre-existing **quantitative or qualitative** information (e.g. national-level demographic indicators, programme indicator measurement, internal datasets); iii) **Primary qualitative** information; iv) **Primary quantitativ**e information (information collected by the Youth Tracer Study, e.g. youth surveys).

40. Principles of participation, empowerment, and appreciative inquiry were integrated into the design, tools, and analysis exercises. Based on the evaluation questions, an evaluation matrix (Annex 5) was developed that described the linkages between information and analysis sources used to identify findings and build conclusions.

41. The evaluation approach had to be adjusted to account for the COVID-19 pandemic and the subsequent travel restrictions. These restrictions meant that the evaluation shifted to a fully remote approach in which all the interviews – key informant interviews, focus group discussions, and surveys – were carried out through virtual platforms. Further details regarding the methodology and COVID-19 adjustments to a remote data collection approach can be found in Annex 8.

42. The evaluation team was composed of four evaluators (three international and one from Kosovo) and a research assistant. Two additional local consultants were engaged to support the Youth Tracer Study, which was done in parallel to the data collection. **The evaluation team was also shadowed by five student volunteers to amplify youth participation** and as capacity building for the youth. The student volunteers participated in the virtual interviews, supporting the evaluation team (ET) with notetaking in the data analysis and writing up their impressions and thoughts on UNICEF's programme and evaluation process. The youth volunteers also participated in the debriefing sessions and data analysis exercises and helped build the conclusions and recommendations for the evaluation. **A reflection produced by the youth volunteers is included in Annex 12.**

43. **Data collection phase**: The primary qualitative and quantitative information collected by the evaluation team during the data collection phase related to four dimensions: i) qualitative information from a wide range of stakeholders at the central level (Kosovo Institutions, UNICEF, UN agencies, partners, and other central-level stakeholders) regarding the *overall* Kosovo Programme performance (strategic positioning, fit for purpose, comparative advantage, and leverage); ii) interviews with municipal-level stakeholders (municipal authorities, directorates, and partners working at the local level); iii) additional focused qualitative information from ADAP programme stakeholders regarding the performance of the ADAP programme component; and iv) FGDs and quantitative survey data collected from relevant youth stakeholders to assess the long-term impact of the ADAP programme component.

TABLE 5: DATA METHODS PARAMETERS

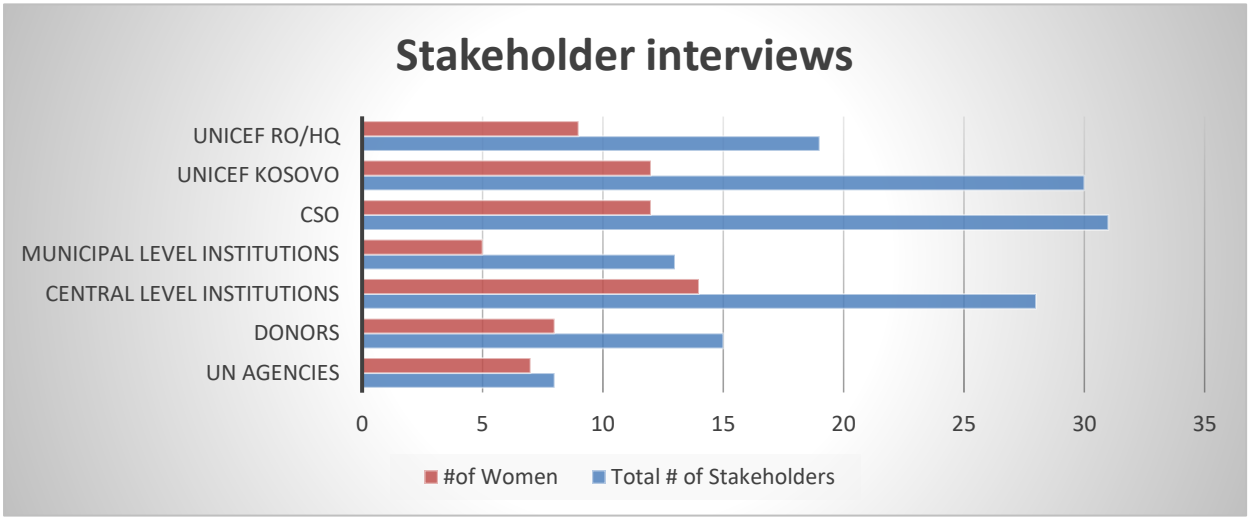
Method	Elements
Key Informant Interviews	Key stakeholders were identified in consultation with UNICEF through: 1. Interviews with Kosovo and municipal authority representatives from the respective directorates and ministries partnering with UNICEF 2. Interviews with UNICEF staff from the different programme components, the regional office, and headquarters 3. Interviews with relevant United Nations and international or local organizations – including donors 4. Interviews with selected implementing partner agency representatives

	5. Interviews with other civil society stakeholders in Prishtina and at local levels with knowledge of the Kosovo Programme 6. Interviews with municipality organizations and professionals associated with UNICEF programming
FGDs	The ET and the Tracer Study consultants conducted focus group discussions with ADAP programme participants involved in the UPSHIFT, PODIUM, and PONDER models. Other programme participants had already been interviewed as part of sector-specific programme evaluations, and information from those evaluations supplemented the youth oriented FGDs. Effort was made to involve women and vulnerable groups in the FGDs. The FGDs were carried out in the language of the participants.
Youth Survey	The youth survey was made available to all youth who participated in the ADAP models during the Kosovo Programme 2016–2020. The survey was made available in both Albanian and Serbian via the Survey Monkey platform.
Document Review	Desk review of relevant documentation, incorporating an analysis of findings against the evaluation questions. Documentation involves different categories including:[57] 1. Programme reports – both overall programme and sector-specific reporting 2. Donor reports or evaluations 3. Organizational policies, international and regional conventions 4. Strategic and annual plans and reports 5. Policy frameworks and strategic plans 6. Monitoring reports, especially for the ADAP programme 7. External research reports, as available 8. Other literature related to the evaluation including pre-existing sector evaluations, and reflection exercises (such as the Strategic Moment of Reflection in 2018) 9. Kosovo Institution policies and frameworks 10. UN agency and UN Mission in Kosovo strategic frameworks

44. During the data collection phase, the evaluation team interviewed 121 stakeholders (51 per cent women) through KIIs. These stakeholders represented the diversity of stakeholder categories and levels within the Kosovo Programme (Annex 7). As part of the Tracer Study, the evaluation carried out 32 youth cohort FGDs (54 per cent women). These FGDs represent the diversity of ADAP models and demographic variables targeted for inclusion. For both the KIIs and the FGDs, semi-structured interview guides with probes were used to ensure consistent formatting of the interviews.[58] For each FGD and KII, evaluation notes were compiled into a standardized template labelled by stakeholder and activity. All interviews (KIIs and FGDs) were conducted virtually using the platform of choice such as (Skype, Zoom, Viber, phone calls, Microsoft Teams, etc.) for the stakeholders. FGDs were organized as mini-FGDs, with smaller numbers of persons (ideally 3 to 5) to cater to bandwidth and online limitations.

[57] Bibliography found in Annex 2
[58] Annex 6 describes each of the data collection tools used.

FIGURE 1: STAKEHOLDER INTERVIEWS BY CATEGORY



45. **Youth Tracer Study**: The Tracer Study was intended to track long-term changes that occurred in the lives of youth who had participated in the models. As part of the youth Tracer Study, information was collected from three different data streams: a) 15 KIIs (48 per cent women) with youth-specific stakeholders among Kosovo Institutions, NGOs, and current and former UNICEF KO and Regional Office staff (Annex 9); b) 32 FGDs representing a mix of youth (54 per cent women) who had participated in UPSHIFT, PODIUM, and Ponder – with the UPSHIFT and PODIUM participants representing the 2016 and 2017 cohorts; and c) a virtual survey was made available through the Survey Monkey platform to participants in all ADAP models throughout the current Kosovo Programme. The virtual survey was sent out to all youth participants via email and promoted via the UNICEF KO Facebook page, reminding persons to check their email. The survey was made available to nearly 4,000 current and former participants, and 486 respondents filled out the survey (67 per cent women).[59] About one-third of respondents did not fill out the impact modules sections of the questions, so functional analysis of impact is based on 331 persons. The following table summarizes the basic demographic distribution of the survey participants.

TABLE 6: SURVEY MONKEY RESPONDENT SUMMARY (N=486)

Demographic	Distribution
Gender	Women: 67% Men: 33%
Ethnicity	Kosovo Albanian: 86% Kosovo Serb: 11% Roma, Ashkali, and Egyptian: 3%
Age	15–26 years. Majority 18–21 (32%)
Year Participated	43% from 2019 All other years between 10–15%
Model	UPSHIFT: 42% PODIUM: 25% PONDER: 39% More than one: 10%

46. **Data analysis**: Data analysis was conducted over the course of a week, with a combination of synchronous and asynchronous exercises. The core evaluation team members, the Tracer Study consultants, and the youth volunteers all participated together in the debriefing and analysis exercises. For the synchronous exercises, sessions were held combining Zoom verbal

[59] Further detail of response rate and demographics is found in the Youth Tracer Study Summary in Annex 13.

communication with Mural[60] for visual organization. In the asynchronous work, team members were invited to do their own "homework" in Google Sheets set up against the evaluation matrix and in Mural in advance of each meeting. This approach allowed members to have time to reflect as well as to brainstorm together.

47. The evaluation team reviewed the responses from stakeholders, the quantitative data, and the document review to generate findings and conclusions against the TOR evaluation questions. All three main types of data (document, quantitative, and qualitative) had their accompanying management and analyses. Data analysis methods employed descriptive and comparative quantitative analysis, thematic narrative analysis, qualitative iterative data analysis, and contribution analysis. Key thought units were identified in interviews and then clustered into categories. Emergent themes from each category were selected for further analysis and re-categorization to identify key patterns. The data analysis is further detailed in Annex 8. All methods were triangulated both internally and across methods as feasible.

48. Due to the importance of the triangulation of findings from different sources, a vital component of the data analysis was the analysis debriefings at the end of the data collection phase. They were used to substantiate the findings and to develop conclusions and recommendations in response to the TOR questions. Triangulation involved comparing information from different sources, collected by different evaluators and obtained from different methods.[61] In alignment with the evaluation's utilization-focused principle, initial findings and conclusions were shared with UNICEF and Kosovo Institutions at the end of the data collection phase for discussion, feedback, and correction of facts.

49. **Limitations to the study**: The evaluation process was able to keep to the intended plan and methodology, and the evaluation team is confident in the robustness of the identified results. Nonetheless, there were limitations in the use of the programme ToC for guiding contribution analysis. In 2016, the original Kosovo Programme Document described a general ToC for the overall programme and included programme-specific ToCs. However, in 2018 the ToCs were further adapted during the SMR exercise. These changes limit the ability to draw on the original ToC for contribution analysis throughout the length of the programme cycle, and they limit the use of the revised ToCs for contribution analysis of the "historical" activities implemented before the adjustments, which may have been predicated on earlier ToC assumptions. More importantly, the limited availability of quantitative data to track progress on outcomes and outputs constrained the degree to which quantitative data could be used in the findings.[62] Another limitation that the evaluation encountered related to the remote approach. Given the remote nature of the evaluation, the ET had limited opportunity to observe and gain insights from observation and site visits, as it would have done in other evaluations.

4.0 EVALUATION FINDINGS

4.1 Overview

50. The presentation of findings is structured according to the evaluation matrix and evaluation questions. Additional details on the objectives, structures, partnerships, and activities for each individual programme component can be found in the Programme Summaries in Annex 4. The individual programme component descriptions in Annex 4 contain more detailed synopsis of the document review findings for each programme component area. Further description of the impact of the ADAP programme is also found in the Tracer Study Summary Report in Annex 13. For purposes of flow in the narrative, some evaluation sub-

[60] Mural is an online platform which functions as a virtual flipchart where the team could post their thoughts on virtual "sticky notes" which could then be moved and organized by categories and clusters. Constructing the Mural together allowed each team member to have ownership in the process.
[61] See ALNAP. Evaluation of Humanitarian Action: Pilot Guide, ODI, 2013:140 for definitions of each type of triangulation.
[62] Further details found in Effectiveness section.

questions are combined into a single section. When this occurs, a footnote clarifies which sub-questions are being combined.

4.2 Relevance[63]

Summary of Key Findings – Relevance

1. UNICEF is perceived by stakeholders to be well positioned strategically, to be consultative and adaptive, and to possess distinct comparative advantages.
2. The Kosovo Programme 2016–2020 is designed to align with Kosovo Institution policies, and there is further evidence of the Kosovo Programme 2016–2020 utilizing participatory planning processes in its design and adaptations.
3. Although the UNICEF Kosovo Programme 2016–2020 has been aligned with national priorities, political volatility affected project implementation, causing delays due to the need to rebuild/restart relationships and dialogue with focal points within Kosovo Institutions.
4. UNICEF's normative agenda is predicated on an equity approach that has appropriately shaped its programming choices during the Kosovo Programme 2016–2020. However, one implication of UNICEF's equity-based approach has been that UNICEF has sometimes moved away from sector development[64] to focus on diverse groups – youth, children with disability, ECD – with consequent advantages and disadvantages. Often institutional systems are not sufficiently strong to support the ongoing inclusion of special populations once UNICEF programming shifts.
5. There is evidence of UNICEF informing the planning processes and policy framework of Kosovo Institutions.
6. Although there are gains for policy development and planning, there is less evidence that UNICEF has had a significant impact on influencing national budgetary allocation for policy implementation.
7. There is a consensus among stakeholders that the ways that UNICEF has worked are relevant to the Kosovo context and needs. The uptake and scale-up of models by Kosovo Institutions has faced considerable challenges due to systemic bottlenecks.

4.2.1. Strategic Positioning and Comparative Advantage

4.2.1.1 Fit for Purpose and Adaptation

51. There is evidence that UNICEF designs its programmes based on analysis of context and needs and has close relations and consultations with multiple stakeholders, including Kosovo Institutions. **The Kosovo Programme 2016–2020 provides extensive context analysis of the main problems, challenges, and bottlenecks facing Kosovo in response to child rights**. UNICEF has supported the Multiple Indicator Cluster Survey (MICS) in Kosovo as a basis for developing joint interventions with Kosovo Institutions. The MICS exercise in 2019 was co-financed by the Ministry of Finance, affirming its perceived strategic relevance. Situational analyses (for example, the SitAn on Children with Disability, the SitAn of Children and Women in Kosovo) are referenced to identify the key challenges and to target UNICEF programming in response.

52. **The Kosovo Programme 2016–2020 is designed to align with Kosovo Institution policies.** Among the policies cited by the Kosovo Programme 2016–2020 were: the Kosovo Development Plan 2016–2020; the Kosovo-wide Strategy on Rule of Law 2016–2019; the Sectoral Strategy of the MLSW 2015–2020; and the Draft Strategy on Local Self Government 2015–2025. Juvenile Justice programming has aligned with overall justice reform in Kosovo. One policy alignment challenge for UNICEF is that the EU Integration Agenda is the primary compass point for the Kosovo Institutions.[65] UNICEF has used this agenda as a motivator for advocating for specific child rights-related issues as cited in advocacy strategies and SitAns (such as in the achievement of education outcomes). One limitation for UNICEF programming is that the EU Integration Agenda is not strongly oriented towards child well-

[63] This section focuses on an assessment of the alignment of the programme interventions to existing strategies and policies.
[64] Such as education sector or the health sector.
[65] See National Development Strategy and EU Integration Agenda documentation.

being components, which can reduce the degree of influence UNICEF can employ based on this Agenda.

53. **There is further evidence of the Kosovo Programme 2016–2020 utilizing participatory planning processes in design.** The CRM evaluation in 2016, as well as the Juvenile Justice evaluation and the evaluation of joint programmes in health, indicated that UNICEF had employed a participatory approach in the programme design, as well as outlining a meticulous planning process based on the analysis of context and needs. The SitAns were referenced in the evaluations as having been employed for evidence-based programme design. The home visiting evaluation found that well-documented evidence was used in the design of the programme.

54. There is evidence that **UNICEF has been conducting intensive consultations with government, public institutions, and civil society for adjusting its positioning**. A document review from the 2018 SMR referenced lessons learned from previous processes and outlined actions to be taken for improvements. Adaptation and alignment considerations are further confirmed by stakeholder interviews. Interviewed stakeholders note that UNICEF is strategically positioned on issues of youth empowerment and social protection (including new efforts in foster care), and they note UNICEF Kosovo's strategic positioning as the "birthplace" of signature youth programmes.[66] The majority of interviewed stakeholders appreciated UNICEF's approach of aligning strategies and actions with national priorities. The relevant ministries, including Health, Education, Justice, and others, validate UNICEF plans prior to their final approval. UNICEF also participates actively in the process of drafting national government strategies.

55. **Although UNICEF Kosovo Programme 2016–2020 has been aligned with the national priorities, political volatility affected project implementation, producing delays due to the need to rebuild relationships and restart dialogue with focal points within Kosovo Institutions.** The political volatility from turnover and coalition changes can delay project implementation, disrupt relationships, and require the need to "restart" the dialogue with focal points within the Kosovo Institutions, potentially disrupting institutional memory. The volatility has affected UNICEF programming choices in two ways. First, stakeholders noted that there is an inclination for UNICEF to use consultation to *inform* planning and programme design rather than to do *joint* planning and programming because the actors involved in any joint planning exercise may not be involved in the actual implementation. Second, UNICEF has tended to "fill gaps" in institutional processes that are delayed or weakened from the political transitions and turnover. UNICEF programming may shift towards specific interventions to cover areas that the Kosovo Institutions may not have the resources or capacity to cover at a particular time. For example, a reference in the Justice for Children report recognizes the contribution of UNICEF and UNODC to funding a statistical database for interinstitutional data management. The CRM evaluation found that UNICEF supported a large number of assessments as a way to close existing data gaps across sectors, and when gaps were identified from SitAns, UNICEF was recorded as providing different forms of support to fill these gaps. This "gap-filling" support has led to UNICEF being seen as a partner of choice, according to stakeholder interviews).

56. Vulnerable populations of focus in programme documentation and stakeholder interviews included Roma, Ashkali, and Egyptian communities, Kosovar Serbs, children with disability, and youth. **One implication of this equity-based approach has been that UNICEF has sometimes moved away from sector development[67] to focus on diverse groups – youth, children with disability, ECD – with consequent advantages and disadvantages.** This shift began with the 2018 SMR and is expected to continue

[66] For instance, the UNICEF Innovation Office presents UPSHIFT as one of the global solutions (https://www.unicef.org/innovation/upshift).
[67] Such as education sector or the health sector.

during the Kosovo Programme 2021–2025. The shift has the benefit of allowing for integrated attention to specific populations. For example, the SitAn on children with disability noted that the existing legislation and processes result in children with disabilities only being identified when they reach school age, at which time interventions are already too late to have a lasting impact on their development. A specific group-focused approach can identify and systematically target these access gaps. However, this approach also has the drawback of making contributions to education systems or health systems less visible.

57. **This is important because the institutional systems are not sufficiently strong to support the ongoing inclusion of special populations once UNICEF's programming attention shifts.** Throughout the evaluation interviews, stakeholders from all sectors consistently noted that the *quality* of the services provided by the Kosovo Institutions is quite weak and needs greater institutional strengthening. This observation is also present in all of the evaluations and reviews analysed during the desk review phase. For example, the home visiting programme evaluation notes that the roadmap for home visiting highlights the challenges faced by Kosovo Institutions in ensuring quality health care and nutrition, indicating that the health sector was institutionally weak, with underfunding,[68] inefficient management of available funds, and a health management information system inadequate for developing evidence-based planning and monitoring. The home visiting evaluation did note that adding this component improves heath system access, but concerns were expressed that the training and ongoing sustainability of home visiting for primary health care workers is not yet stabilized. In the programme review on inclusive education, it was noted that there is not yet an inclusive education system, with pre-service and in-service teacher training disarticulated and usually supplied by NGOs without a cohesive plan of action – resulting in a fragmented understanding and practices.[69] [70]

58. From the data collection phase interviews, these patterns are triangulated with existing documentation. There is common agreement among all stakeholders that **UNICEF is perceived to have good strategic positioning, to be consultative and adaptive, and to possess certain comparative advantages**. The implicit characteristics cited by stakeholders for justifying a "good" judgement included:
    a. A well-established reputation in Kosovo– UNICEF is considered to be the first organization at the national level working on the children's rights
    b. A long-term intervention history in Kosovo
    c. A reputation for dynamism and flexibility
    d. Perceived technical expertise in different areas such as the Child Protection, Juvenile Justice, or Education Sectors
    e. A holistic, comprehensive, consistent, and inclusive approach – collaboration and coordination with other actors, including the civil society
    f. The UNICEF Kosovo Office has played a role as an access "facilitator" to Kosovo Institutions for other actors, creating opportunities for ongoing collaboration
    g. An emphasis in its approach on the creation of data, statistics, and reports/analysis – this has led to informed, evidence-based, and needs-tailored interventions
    h. A "vulnerable populations" focus linked to age groups (ECD and youth), children with disability, or social inclusion of Kosovo Serbs and Roma, Ashkali, and Egyptian communities

4.2.1.2 Equity Approach and Most Vulnerable Attention[71]

59. **UNICEF's normative agenda is predicated on an equity approach that shaped its programming choices during the Kosovo Programme 2016–2020**. The equity

[68] Public spending on health is the lowest in the Balkans (UNDP 2010).
[69] SitAn 2017, p. 16.
[70] The differences in perception regarding access and quality of services has important implications for sustainability as well and will be covered further in that section.
[71] Combining EQ1.1b (Equity Approach), EQ1.2c (Most Vulnerable).

approach is most operationalized in relation to the Roma, Ashkali, and Egyptian communities, children with disability, and social inclusion (Kosovo Serbs and hard-to-reach populations). The desk review of documentation indicated that UNICEF (through MICS) played a critical role in highlighting the disadvantaged position of Roma, Ashkali, and Egyptian children regarding access to health services and the general lack of health indicators for tracking progress of vulnerable populations. The MICS in 2014 included a separate Roma, Ashkali, and Egyptian communities specific household survey, and this data was used for promotion and advocacy on inclusion in the health and education sectors. The desk review of reports and internal programme documents illustrated to some degree the analysis of Roma, Ashkali, and Egyptian children, children with disability, and gender in all programme reporting. The Kosovo Gender Programmatic Review, while highlighting the absence of gender social norms programming, does confirm the attention to vulnerable populations in UNICEF programming. This is triangulated from stakeholders who noted that UNICEF strategies are human rights based, i.e. they focus on supporting access to services, empowerment, and inclusion.

60. Based on the Kosovo Programme 2016–2020 and the programme ToC, specific attention is paid to increased capacity of the central- and local-level institutions to provide equitable, integrated, and gender-sensitive services for all children, including Kosovo Serbs. According to the information provided by the respondents, the Kosovo Programme was designed with a focus on the inclusion of specific vulnerable population groups (such as Roma, Ashkali, and Egyptian children, disabled children, and so forth) through evidence and monitoring. **The stakeholder consensus from the data collection interviews was that the UNICEF Kosovo Office has been focusing on the appropriate equity lenses for the Kosovo context**.

61. The situational analyses commissioned by UNICEF do highlight that there are gender-related issues within Kosovo that could be points of further programming attention, particularly around normative expectations for women's roles in society, education, or the workplace. However, even though gender equity is somewhat considered by external situation analyses, it has not been seen as a point of priority by Kosovo stakeholders to the same degree as other social dimensions (Roma, Ashkali, and Egyptian communities, children with disability, and so forth). This finding is also confirmed by the Kosovo Gender Programmatic Review in 2019. Multiple historical and contextual factors influence this dynamic as well as the very high degree of marginalization experienced by the Roma, Ashkali, and Egyptian communities, and persons with disabilities, which has led to substantive equity gaps between these populations and the Albanian or Serbian populations.[72][73] These patterns have tended to limit more deliberate attention to gender while increasing emphasis on other forms of vulnerability. Consequently, the frameworks that do exist for gender are often underfunded and lack the human, financial, and institutional support needed for implementation.

62. Based on programme documents, the Kosovo Programme implementation approaches have focused on building evidence, engaging in advocacy for policy development, and developing projects funded by UNICEF and implemented by local NGOs for temporarily addressing system bottlenecks. **Within the implementation approaches, UNICEF has been appropriately targeting the most vulnerable populations, as identified by context analyses**. For instance, in addition to the analysis developed for the Kosovo Programme 2016–2020 design, the SMR in 2018 notes that early learning and school readiness is the least funded and supported area in the education sector, thus affirming the direction of UNICEF interventions. During the data collection interviews, stakeholders mentioned support to the Roma community in Mitrovica; addressing gaps in foster care and child protection in northern municipalities; investments in education infrastructure; and

[72] See for example the CRM Evaluation of 2016 or the MICS report of 2014 for Kosovo.
[73] See for example: https://ec.europa.eu/neighbourhood-enlargement/news_corner/news/children-disabilities-excluded-communities-western-balkans-and-turkey_en; or http://www.edf-feph.org/social-inclusion-children-disabilities.

access to families most at risk of separation. Interviewed stakeholders held a consensus agreement that UNICEF is providing the most coverage with its available resources, although naturally needs are still prevalent across the sectors supported. The education inclusion of Roma, Ashkali, and Egyptian children throughout Kosovo was also seen as a positive example of targeting the most vulnerable. Other vulnerable children activities cited in programming support include foster care and the protection of repatriated children.

63. UNICEF was able to use the MICS 2014 as an important advocacy tool to make the situations of particularly vulnerable groups more visible. In the 2018 SMR, further analysis was done to identify targeted municipalities in the "no child left behind" multi-sector coverage approach. Although children with disability is an important equity lens for the UNICEF Kosovo Office, due to funding limitations there were relatively fewer opportunities to implement children with disability–related projects in the 2016–2020 programme cycle, relegating children with disability to more advocacy-focused actions through the commissioning of the SitAns. The SitAn for Children with Disability lays out an extensive overview of the Kosovo situation and the challenges faced. It was subsequently integrated into an advocacy plan by UNICEF. In the last two years, stakeholders did see a shift in focus towards more children with disability–targeted programming.

4.2.1.3 Inform Planning and Allocation of Budget

64. **From the programme evaluations, there is evidence of UNICEF informing the planning processes and the policy framework** – for example, the revision of the Juvenile Justice code and amendments or the elaboration of the Justice for Children (J4c) indicators. The Law on Child Protection and the Law on Local Governance are evidence of UNICEF's influence on and collaboration with Kosovo Institutions. The document review showed that UNICEF's approach has been to rely on evidence for promoting decision making towards child well-being. To this end, UNICEF has had different interventions: a) evidence-based advocacy – MICS has been the only data resource for the institutions, and it has influenced Kosovo's eligibility to get funds from the Millennium Challenge Corporation; b) sectoral development – the MEST has allocated more funds after the MICS; c) legislative level – the Law on the Protection of Children with the special grant for the protection of children, which will influence the work of the Centre for Social Work. Interviews confirmed the documentation. Among Kosovo Institutions and other actors, UNICEF is perceived to be the "evidence organization", with a strong reputation for supporting studies and generating evidence to guide policy and planning.

65. **Although there are gains for policy development and planning, there is less evidence that UNICEF has had a significant impact on influencing the national budgetary allocation for policy implementation.** Children's rights do not figure prominently in the EU integration agenda, and consequently are not a major agenda item within the Kosovo Institutions, leading to subsequent budget de-prioritization. There are some examples in programme documentation of increased resources being allocated to social protection programmes. For example, the economic aid provided to children with disabilities was raised from 150 to 300 euros per family and foster care from 250 to 300 euros per child. UNICEF has also supported the approval of the Concept Document on Social Services, the Concept Document on Local Finance, and the development of a social protection budget brief. However, these have not yet led to substantial budget resourcing, and the overall funding allocation to health, education, and social protection from Kosovo Institutions remains low. The decentralized nature of the municipal budget allocation is another factor that limits the degree of budget allocation for appropriate policy implementation. The pilot of the Gjakova Fit for Children exercise supported by UNICEF did demonstrate how municipal-level engagements could help support increased resource allocation to child well-being.

66. **In contrast, UNICEF has been more involved in providing support for policy implementation through the implementation of programmes or projects tied to donor funds.** UNICEF is seen as collaborating in annual budgeting planning and assuring

the coordination of other actors and donors. This coordination is found at both the central level and in targeted municipalities (such as the Gjakova Fit for Children pilot). Partners perceive UNICEF as having a stronger strategic position for off-budget resourcing, both because of its coordination capacity and because it provides specific financial support within the off-budget framework – for example, funding the Kosovo Agency of Statistics (KAS) to complement UNICEF's advocacy for the inclusion of disaggregated data on children under 16 or greater attention to the Roma, Ashkali, and Egyptian communities. UNICEF's financial support to health and education systems through the home visiting programme and the ECD centres complements UNICEF's advocacy on planning and budgeting in these sectors.

67. Stakeholder interviews noted that because the budget allocation process at the central level is viewed as highly vulnerable to political interests and manipulation, support donor-funded programmes and decentralized municipalities are potentially more successful points of intervention. **At the municipality level**, **stakeholders noted significant capacity needs among municipal authorities for planning, budgeting, and monitoring. Stakeholders also perceived UNICEF as being well positioned for working at this level because of its reputation for reaching the "field," compared to other agencies.**

4.2.2 Balance and Approach[74]

68. As noted in the theory of change review, the UNICEF 2014-2017 global strategic plan outlined seven core roles to guide office programming: 1) Evidence generation, policy dialogue and advocacy; 2) promotion of cross-sectoral linkages; 3) leveraging and promotion of partnerships; 4) south-south cooperation; 5) identification and promotion of innovation and models of good practice; 6) capacity development; and 7) service delivery. These implementation approaches inform the basis of the UNICEF Kosovo Programming approaches. The specific elaboration of these approaches is weighted according to the consultation processes carried out in the design phase of a programme cycle. Therefore, the degree to which programme designs are based on consultation of multiple stakeholders is one indicator for determining the relevance of the balance and approach in a programme.

69. **UNICEF's Kosovo Programme Annual Plans are proposed and agreed in collaboration with Kosovo Institutions to ensure alignment with Kosovo priorities and the unmet needs of children and young people in local communities.** The 2018 SMR further detailed the articulation of the strategic alignment of UNICEF's approach, including UNICEF's engagement with the Strategic Planning Office under the Office of the Prime Minister, which has led to the adoption of the roadmap for the implementation of the National Development Strategy and the localization of the SDGs. It has also led to the development of the Child Rights Strategy and Action Plan 2019-2023, in which ECD was included as one of the specific objectives. The Kosovo Programme 2016–2020 also gives an overview of the contextual issues and bottlenecks that served as the basis for selection of areas of intervention with Kosovo Institutions.

70. The Kosovo Programme 2016–2020 and accompanying SitAn carried out during the design phase refer to child vulnerability as a justification for the activities. Stakeholder interviews confirm UNICEF's alignment in its approach. UNICEF has a reputation among stakeholders for commissioning assessments and analyses to highlight emergent or targeted issues and is seen as a trusted partner with good convening and coordination skills for mobilizing actors around specific issues. UNICEF is also seen as having particularly strong engagement with a wide network of NGOs in Kosovo – both for advocacy and for implementation. Its programme connection with other actors and support for other parts of the institutional systems is seen as less strong. For example, GIZ is considered the main actor on primary education system strengthening in Kosovo, but UNICEF does not have any formal agreements with GIZ around areas of overlapping interests. There are also few examples in

[74] Combining EQ1.2a (implementation strategies) and 1.2b (stakeholder priorities).

the project documentation of joint programming engagements with other major UN or external donors.

71. **There is a general consensus among stakeholders that the ways that UNICEF has worked is relevant to the Kosovo context and needs.** Each programme pillar is engaged in supporting a wide array of interventions and engagements informed by the global strategic plan's implementation approaches. In the Kosovo context, while all seven of the global intervention strategies can be seen throughout the programme documentation, the Kosovo Programme has particularly been weighted towards evidence generation, the identification and promotion of innovation and models of good practice, and capacity development. Practically speaking, these core roles were usually referred to by internal and external stakeholders in Kosovo as part of an integrated five-step process for institution building: i) support the development of policy through technical support or advocacy based on evidence; ii) develop innovative project models that illustrate the implementation of these strategies with affected populations; iii) provide targeted inputs and financial support for capacity development to fill gaps in institutional systems in order to implement these models; iv) identify best practices and lessons learned for these project models; and v) promote Kosovo Institutions to institutionalize ("take up") these models for scale-up.

72. **UNICEF has been most successful in the first four phases, which relied on evidence generation, capacity development and modelling. There have been more challenges regarding the final step of scale-up, which has implications for sustainability**. In the first phases, UNICEF has a strong policy track record, according to the document review; and, according to stakeholder interviews, it also has high visibility in the communications and public relations required for advocacy around laws and legislation. The UNICEF Kosovo Office document review can identify the development of multiple models (based to a large degree on the success of the youth models established by ILK) that have been promoted and replicated widely within other UNICEF Offices. around the world Interviewed stakeholders also affirmed UNICEF's reputation as a "model developer"; furthermore, the UNICEF Kosovo Office is appreciated by Kosovo Institution stakeholders for its targeted inputs and financial support to temporarily fill gaps in institutional systems through project implementation.

73. **The final step of the uptake of models by Kosovo Institutions and scale-up has faced considerable challenges due to systemic bottlenecks.** The 2018 SMR identified a lack of implementation of legislation at the local level and a lack of strategic development approaches at the municipal level as two of the bottlenecks to ensuring sustainability. The SMR also noted the need for increased coordination and collaboration among different sectors at the local level, such as education, health, and social welfare. To overcome the challenges to implementation and achieve success, stakeholders said there needed to be a substantially increased investment in resources, follow-up, and programming tactics at the municipal level. UNICEF annual reports reflect that the Kosovo Office has contributed to municipal budget planning and the development of local plans, which could be a precursor to scale-up and institutionalization. However, there is still more work to be done regarding budgeting, planning and the establishment of monitoring systems at the local level before scale-up is feasible. For example, the home visiting evaluation reported that some critical factors had been in place, such as legal and institutional mechanisms, but noted that the agenda is unfinished and requires further efforts to ensure that the programme reaches the targeted populations.

4.2.3 Integration of Lessons and Management Tools[75]

74. **The Kosovo Programme 2016-2020 reflects the integration of lessons learned**. The Kosovo Programme Document 2016–2020 describes an extensive consultation process during the 2016 programme design and highlights recommendations from the mid-term

[75] Combing EQ1.3b (previous evaluations) and EQ1.3c (other management tools).

evaluation in 2014 that were taken into account for the design of the 2016–2020 programme cycle. The most significant was to increase UNICEF's field presence beyond central-level policy and technical support. Based on the last mid-term review of the UNICEF Kosovo Programme (2014), recommendations were integrated into the 2016–2020 programme document. The Kosovo Programme 2016–2020 describes steps taken to reflect this shift in focus, including how the child protection programme was adjusted to shift from focusing on the establishment of the legal framework to strengthening the services provided through this framework and assessing how the legislation in place is translated into services. The focus also shifted to additional priority areas (i.e. children with disability, violence against children) and led to the establishment of the five-step approach of the modelling of services at the local level for different categories of children, including those who have been repatriated.

75. There were **two important legacies from the Kosovo Programme 2011–2015 that influenced UNICEF's 2016–2020 programming.** First, the UNICEF Kosovo Office had received a very large grant from an external donor for dedicated support to monitoring and evaluation in Kosovo Institutions. This allowed for the development of additional expertise positions for technical support to Kosovo Institutions in M&E, the elaboration of multiple research studies on children's needs, and substantial resourcing for the elaboration of the MICS in 2014. The second legacy was the establishment of the ILK in the UNICEF Kosovo Office. The ILK was tasked with the development of innovative models and was a major factor in the elaboration and rollout of the ADAP models for youth (UPSHIFT, PODIUM, PONDER). It is interesting that among interviewed stakeholders, UNICEF has a strong reputation as the "evidence agency", and a strong reputation for youth work, suggesting that **these types of strategic resource investments are important for strategic positioning.**

76. There was widespread agreement among Kosovo Institution stakeholders that UNICEF conducts consultation and reflection meetings with its partners to guide design and develop advocacy for policy implementation. **Stakeholders particularly noted how the advocacy campaigns are based on data from the field, and advocacy and awareness-raising activities build on local level feedback and analysis**.

77. **Advocacy and awareness-raising activities to inform design were cited across all of the programme pillars.** The CRM evaluation noted that the MICS carried out in 2014 was used as an advocacy tool in the design process of the new Kosovo Programme Document for promoting enhanced attention to Roma, Ashkali, and Egyptian communities. The MICS also contributed to the development of indicators frameworks for education and health systems. The publication of situation analysis reports on an alternative care system, early childhood education, social assistance, disabilities, gender-based violence, and an array of health issues such as immunization and birth registration was cited by respondents as influential in the design of UNICEF programming and engagement with the Kosovo Institutions. Additional details on advocacy informing design can be found in Annex 3 and Annex 4 for each of the programme components.

4.3 Effectiveness

Summary of Key Findings – Effectiveness

1. The collection of data sources demonstrates that the Kosovo Programme achieved substantive results in all four programme components, which can be disaggregated between central-level engagements (commissioning studies, focusing on policies, advocacy events, or convening/coordination), and municipal-level engagements (implementing project models, supporting local institutions, providing trainings or information).
2. Project-level reviews noted that as challenges and programme interventions were pursued and met, with outputs delivered, the benefits of the programme interventions often did not materialize for the affected populations because of ancillary system bottlenecks that also need to be addressed – usually related to budgeting and planning systems at the central and municipal levels.
3. Internally, there are limited knowledge management systems for tracking progress and contributions,

especially with regard to demonstrating strategic engagement with local and central institutions and for systematized use of monitoring evidence for advocacy. However, there have been efforts to improve the quality of internal systems for the new Kosovo Programme cycle.

4. UNICEF is perceived to be very proactive, flexible, and evidence oriented in assessing the context and needs of given sectors and target areas. One negative consequence of this flexibility and adaptiveness is that as the UNICEF Kosovo Office changes its focus areas, some previous priorities may be overlooked, and the transition is not always clearly understood by Kosovo stakeholders. Gender equality and attention to vulnerable populations is considered an integral part of UNICEF's work at the local and national levels; successfully reaching vulnerable populations remains a challenge, and there is limited evidence of gender analysis in documentation.
5. The UNICEF Kosovo Office undertook a Gender Review and developed a Gender Action Plan in which the various programme components identified additional elements that could be reinforced for mainstreaming gender in the next programme cycle.

4.3.1 Achievement of Results and Contribution to Child Rights[76]

4.3.1.1 Introduction

78. The overall Kosovo Programme and the four programme areas have been continually adapted over the course of the programme cycle to reflect the changing environment of the Kosovo Institutions and civil society actors. The next sections profile the key achievements and contributions to outcomes for each programme component before following with an overall assessment of Kosovo Programme contributions as a whole. There are discrepancies and variations among the different UNICEF data sources regarding outcome indicator data. For consistency, the following programme component tables reflecting the outcome-level indicators only show the information shared in the Kosovo Office Annual Reports' Results Assessment Module (RAM) details, based on the indicators and information reported in the RAM system. The tables profile each outcome and its outputs, and the standard and additional outcome indicators as recorded in the Kosovo Office RAM reports. Indicator values that are left blank reflect gaps in the RAM reports. More detailed programme summaries, including lessons learned, adjustments, and the full output and outcome indicators, are found in Annex 3 and 4.

4.3.1.2 Programme Component Summaries

Outcome 1: Education and Health

79. The following table summarizes the outcomes and outputs for the Education and Health Programme component and reports on the key achievements and Kosovo Programme Outcome indicators associated with this component. Reported indicator data is based on the Kosovo Office Annual Reports. Further disaggregation of findings for this sector are profiled in Annex 4.1.

TABLE 7: OUTCOME 1 SUMMARY AND INDICATOR DATA

Outcome 1	*By 2020, more children with disabilities as well as from Roma, Ashkali, and Egyptian communities, as well as Kosovo Albanians and Kosovo Serbs, have access to and utilize a quality continuum of healthcare and quality education services.*
Outputs	1. Strengthened capacity at central and municipal levels for scaling up home visiting schemes as a part of the decentralized family medicine systems for the provision of quality maternal health, and child health and well-being services, particularly for the most vulnerable children, including Kosovo Serbs, in collaboration with education and child protection sectors 2. Strengthened early warning systems at central and municipal levels (including schools) to prevent, monitor, and respond to dropout cases, particularly among the most excluded children from all communities, including Kosovo Serbs
Key	Adoption of strategies and action plans such as: the Strategic Action Plan on

[76] Combining EQ 3.1a (Achievement of results) and 3.1c (Contribution to children rights).

Achievements	Immunization; Procurement of vaccines; the drafting of the Strategy for Mother and Child Health; the Quality Assurance of School Performance system strengthened to set up new standards in the education system; the Violence Case Registry Module and Early Warning System integrated within MEST/EMIS; the home visiting programme recognized as part of the sectoral health strategy 2017–2021 and Primary Health Care administrative instruction; the programme is now formalized within Child Protection law and institutionalized within the municipal health system; expansion of the home visiting programme in 22 municipalities, which led to training of a total of 600 health professionals; endorsement of the Administrative Instruction by MEST on child and adolescent nutrition; the establishment of the ECD coordination mechanism and scaling up of ECD community-based centres.

Kosovo Programme Outcome Indicators					
Type	**Indicator**	**First Measurement**		**Last Measurement**	
		Year	**Value**	**Year**	**Value**
Standard	Live births that weigh below 2,500 grams	2014	6	2018[77]	4.9
Standard	Gross enrolment ratio in pre-primary education	2013	75	2018[78]	92.4
Additional	Percentage of children (including Kosovo Serbs) aged 12-23 months immunized with DTP3	2013	95	2018	95%
Additional	Percentage of Roma, Ashkali, Egyptian children aged 12-23 months immunized with DTP3	2013	63	2017	100% (Data source: National Institute for Public Health)
Additional	Exclusive breastfeeding rate under 6 months	2013	40		
Additional	Percentage of the Roma, Ashkali, and Egyptian children under five years who are stunted	2013	15		
Additional	Gross enrolment rate in early childcare and preschool facilities	2013	3	2018[79]	4.9
Additional	**Number** of children with disabilities enrolled in resource centres[80]	2013	1140	2019	346

80. **For the Education and Health outcome, the general movement from first reported measurement to last reported measurement is positive** according to values reported in the Kosovo Annual Reports. Overall, the number of children with disabilities enrolled in education has fluctuated due to lack of standardized data reporting for children with disabilities; therefore the RAM reporting only captures children with disabilities enrolled in recourse centres.[81] The home visiting programme model served as the primary point of focus within the programme component in terms of budget and staff investment. The formalization of home visiting programming within the Child Protection Law and the institutionalization of the programme within municipal health systems have consequently been key achievements. Additional key achievements cited in the programme documentation relate to the policy development sector and the establishment of central-level indicator frameworks, as well as the endorsement of action plans on immunization and the procurement of vaccines. In early child development, achievements have focused on scaling up the ECD community-based centres to extend ECD access to marginalized populations – especially Roma, Ashkali, and Egyptian .

81. **The integration of the home visiting model into the municipal health sector has been successful to date and contributes to the achievement of output 1.** Although

[77] Reported January 2019, but value itself from 2018.
[78] Reported January 2019, but value itself from 2018.
[79] Reported January 2019, but value itself from 2018.
[80] Due to lack reliable data on the enrollment of children with disabilities in regular schools, this indicator reflects only the number of children enrolled in resource centers
[81] The number reflects only those children with disability enrolled in resource centres.

successful, the home visiting evaluation stressed that more needs to be done in terms of setting up the structures around the model for it to be effectively sustained. In reviewed municipalities[82], only about 16 per cent of potential beneficiary families had been reached by the home visiting model through the local health facilities. The primary barriers relate to "complementary" factors outside of the model itself, such as the level of staffing required to allow health professionals to continue to attend the local health facility while at the same time engaging in the home visits, access to transportation and a budget to allow travel to the harder to reach locations, and the lack of an accountability framework in performance reporting that included home visits among the indicators for performance by the health professionals. The 2019 evaluation recommendations emphasized the importance of continuing to improve the coverage of the home visiting programme to ensure that poor and vulnerable households have improved access to the model.

82. **For the second output, the programming focus shifted in the latter half of the Kosovo Programme to emphasize the ECD component.** The number of ECD activities referenced in project reports increased substantially in the second half of the programme cycle, and there are fewer citations among the annual reports on activities related to the early warning system and monitoring (Table 9). **Based on the project reports, 80 per cent of pre-primary-age children in Kosovo now attend some form of pre-primary classes, representing a rise of 10 percentage points over a five-year period**. However, the available data shows that there are still significant barriers to accessing pre-primary education among poorer households as well as Roma, Ashkali, and Egyptian children. Even for the primary education system, the available data suggests that there have been significant improvements in primary school enrolment rates of both the Albanian majority and Roma, Ashkali, and Egyptian children. The lack of data creates difficulties in estimating the specific percentages – including for children with disability. UNICEF's primary actions related to output 2 have focused on the monitoring and inclusion of children with disabilities in the regular school system through support to a local NGO – HANDIKOS – and the Ministry of Education, Science, and Technology.

83. During the evaluation interviews, education stakeholders expressed concerns over the quality of education in Kosovo as a result of the low PISA assessment scores (Kosovo was ranked third from the bottom both in 2014 and 2018). **This has led to significant interest from the Kosovo Institutions in improving the *quality* of primary and secondary education**. The 2019 annual review exercise report with partners recommended strengthening central efforts to improve education quality and outcomes by focusing on improving teacher skills, strengthening the use of technology in the classrooms, and employing student-centred teaching pedagogies. For children with disabilities, the improvement of infrastructure for disability-friendly schools and improved teaching pedagogies for inclusive education were also highlighted.

84. Among the many lessons learned profiled across multiple reports (compiled in Annex 4.2), improvements in inclusive education were greater when school managers, not only school teachers, participated in inclusive education capacity development exercises. For the home visiting programme, continued efforts at incentivizing health professionals to increase home visiting coverage were important for continued success.

85. Programme documentation reflects a wide range of activities and partnerships under both outputs, with more than 18 institutional and NGO partners listed in the programme summaries. Table 3.2.2 in Annex 3 summarizes the key activities and products reported for this outcome in the Kosovo Office Annual Reports from 2016 to 2019. Some key patterns emerged:
    a. Although the lists of activities and products cover both the central and municipal levels, there are more activities listed for the municipal level, reflecting the strong focus on the provision of local services.

[82] Seven municipalities were reviewed out of the 19 involved in the project.

b. There is a very wide range of stakeholders involved in the activities – often representing smaller groups.
c. The number of individual activities listed expanded substantially in 2018 and 2019.

Outcome 2: Child Rights Monitoring and Social Policy

86. The following table summarizes the outcome 2 outputs for the CRM and Social Policy component and key achievements. Further disaggregation of findings for this sector are profiled in Annex 4.2.

TABLE 8: OUTCOME 2 SUMMARY AND INDICATOR DATA

Outcome 2	*By 2020, institutions in Kosovo at the central and municipal levels are accountable and responsive to monitoring children's rights, promoting social inclusion, and advancing a social protection system (grants and services) that is also responsive to the needs of the most marginalized children (including vulnerable returnee children belonging to all ethnic communities)*				
Outputs	1. The Office of Good Governance under the Office of the Prime Minister, the Child Protection and Justice for Children Council, KAS, and relevant CSOs have strengthened capacity in evidence-generation systems and child rights monitoring and reporting 2. Strengthened capacity of central and municipal institutions to legislate, plan, budget, and monitor the impact of child-sensitive policies and programmes for the most excluded children, including Kosovo Serbs 3. Media alliance for children's rights is established and together with CSOs (including CSOs from Serbian-majority municipalities) is influencing public policy and demand for the realization of children's rights, and is holding institutions in Kosovo accountable for the realization of children's rights				
Key Achievements	Kosovo Institutions adopted national Strategy and Action Plan on Children's Rights 2019–2023, Strategy for Inclusion of Roma and Ashkali communities; Labour and Social Welfare Strategy; mainstreaming SDG agenda into NDS; and other strategies. Supported drafting of first progress report for the implementation of the NDS; supported drafting of two new laws on social services and local finances. Implementation of MICS 2019–2020, co-financed by Kosovo Institutions. Harmonization efforts for education statistics between KAS and MEST and health statistics between KAS and the National Institute Public Health. Development of Framework of Mother and Child Health Indicators; Kosovo Education Indicators Framework; guidelines on the calculation of public expenditure indicators for pre-university education in Kosovo. Situation Analysis for Children and Women in Kosovo.				
Kosovo Programme Outcome Indicators					
Type	**Indicator**	**First Measurement**		**Last Measurement**	
		Year	**Value**	**Year**	**Value**
Standard	None				
Additional	% of GDP allocated to education, health, and social assistance	2012		2017[83]	
Additional	Health		2.6%	2018	2.34%
Additional	Education		4.1%		4.6%
Additional	Social assistance		0.6%		
Additional	Extreme poverty headcount	2011	10.2%	2018[84]	5.2%

87. The outcome-level indicators for outcome 2[85] are not well connected to the narrative of the outcome and the subsequent outputs, limiting their usefulness for tracking contributions. **Based on the documentation review, the CRM and Social Policy programme component reflects the greatest degree of integration with other programme**

[83] Reported January 2019, but value itself from 2017.
[84] Reported January 2019, but value itself from 2018.
[85] Recognizing that this outcome includes CRM, social policy, and advocacy and media, the term CRM will be used throughout for brevity.

components, providing support to the central-level Kosovo Institutions' monitoring and policy development. The key concepts as expressed in the outcome and outputs are to enhance social inclusion, increase evidence generation capacity, support legislation, plan and monitor at both central and local levels, and influence public policy development. In contrast, the indicators reflect the per cent of budget allocation to three social services and a measure of extreme poverty. Social inclusion and overall budget expenditures are different concepts. For example, one can have increased budget allocated to a particular social system, yet the system itself can still be exclusionary due to a variety of factors. Therefore, success in promoting social inclusion cannot automatically be assumed to lead to budget increases, and success in promoting budget increases cannot automatically be assumed to imply that social inclusion is enhanced. Both elements – increased budget allocation and social inclusion – are important but require different measures to determine success.

88. As such, changes in these high-level social statistics indicators are not that indicative of the immediate contributions of this programme pillar to enhanced social inclusion. The years of measurement of these indicators are also not well aligned to the programme cycle. Due to the lack of data in Kosovo, the office was obliged to use the most recent data available during the elaboration of the Kosovo programme 2016–2020 indicator, results, and resources framework. The baseline measurements were often from 2011 and 2012, while the last reported measurement of these values was often from 2017 and 2018 (plus only two of the four indicators had an endline datapoint). **With these caveats, there appears to have been a reduction in the extreme poverty headcount since 2011, and while investment in education has stayed relatively low, there has been a slight increase from 4.1 per cent to 4.6 per cent of GDP** (this may reflect changes in GDP rather than changes in actual funding levels to education).

    a. **Based on the documentation review, the CRM/Social Policy programme component reflects the greatest degree of integration with other programme components, providing support to the central-level Kosovo Institutions' monitoring and policy development**. The key partners directly cited in programme reports include the range of strategic-level Kosovo Institution agencies, including two offices in the Prime Minister's office (Good Governance and Strategic Planning), and they connect across multiple activities. For this reason, many of the activities in the annual reports reflected in the following table could be cross-referenced with the other programme component outputs. The CRM programme pillar is active in using UNICEF's convening role to mobilize cross-sectoral actors around child rights issues. In reference to the media and advocacy component, there have been increased references in recent years to engaging with the private sector as well as NGOs and Kosovo Institutions around child rights programming, including an increased emphasis on social media and social communication.

89. **The CRM achievements have been among the most commonly cited in annual reports and stakeholder interviews with regard to evidence generation harmonization and strengthening the capacity for data collection, tracking, and reporting among central-level institutions**. This included the development of guidelines for the estimation of public expenditures in education, the development of indicators frameworks, and SDG mapping. Currently, significant CRM focus and energy has been on the implementation of the 2019-2020 MICS, whose results are of considerable interest to Kosovo Institutions, donors, and UN peer agencies. The 2014 MICS was cited in the 2016 CRM evaluation as a crucial piece of evidence for developing the Kosovo Programme 2016–2020 and for articulating concerns and advocating government. The 2016 CRM evaluation further notes that the 2014 MICS was able to bring new insights into inequities experienced by the Roma, Ashkali, and Egyptian populations and contributed to the development of targeted programming for these populations. The 2014 MICS also

contributed to the Kosovo Institutions' ability to receive additional US and EU funding, and it is still used by UN and government actors for planning.[86] [87]

90. There are still very large gaps in the data reliability and availability for decision-making at the central level, and the CRM 2016 evaluation as well as the SitAns consistently cite the challenges of data harmonization and reliability for informing decision-making and policies. UNICEF's work with KAS and the Office of Good Governance (OGG) is perceived by stakeholders to have made important positive contributions, including in the development of the Accountability Framework for Kosovo. Output 1 also includes internal UNICEF activities, such as quality assurance for donor reporting and the adaptation of e-tools for strengthening internal monitoring and evaluation.

91. **The Social Policy achievements have been most common in the elaboration of policy and legislative frameworks at the central level**. This output cross-cuts considerably with the other programme components in terms of legislation. Municipal-level engagements are often intersectoral activities, bringing together child protection, education, and health activities (such as the prevention response teams, the Education Management Information Systems (EMIS) databases, and early warning systems for dropouts). The complicated decentralization roles with respect to the CRM duties and responsibilities of central-level institutions and municipalities have not been fully clarified or documented. UNICEF has supported the drafting of two new laws on social services and local finances that are intended to help clarify some of these elements within the decentralized context and promote more resourcing for children's rights from municipal authorities. At the local level, the pilot of the Gjakova Fit for Children model was seen as an important best practice for integrated multi-sectoral engagement for child protection.

92. Output 3 (Media and Advocacy) achievements intersect with many of the cited awareness-raising and advocacy events profiled in annual reports. **The third output has currently focused on promoting more connections to the private sector, including the establishment of a business reference group in 2019 for increased engagement with the private sector.** Evaluation interviews showed that Kosovo's work with and support for KOMF and other NGO networks was seen as crucial for civil society engagement around children's issues.

93. Lessons learned highlighted in annual reports and evaluations affirm the potential of engaging with diverse interest groups to create increased ownership of findings. Direct engagement at the decentralized level with municipal authorities – including mayors – has been important for increasing the willingness to commit resources for improved planning, budgeting, and monitoring of social services. Annex 3 lists the activities cited in annual reports for the Kosovo Programme 2016–2020 cycle for this outcome.

[86] Evaluation of the Child Rights Monitoring Systems in Kosovo (UNSCR 1244) May 2016 - MICS was a revolution in the data gathering process from KAS, and based on the data it provided other documents have been developed: Transformative Monitoring for Enhanced Equity (TransMonEE71), DevInfo/Census Info, the Multiple Overlapping Deprivation Analysis (MODA) and the descriptive analysis of the Annual Education Publication. The MICS data availability allowed the Kosovo Institutions to access additional EU integration grants. Plus, the MICS data was used by Kosovo Institutions and other UN and INGOs for presenting project proposals for donor funding.

[87] It is unfortunate that the upcoming MICS cannot contribute to the 2020 Kosovo Programme Document design in the same manner.

Outcome 3: Child Protection

94. The following table summarizes the outcomes and outputs for the Child Protection component.[88]

TABLE 9: OUTCOME 3 SUMMARY AND INDICATORS

Outcome 3	*By 2020, more boys and girls from the most excluded communities are resilient and benefit from a continuum of child protection services and social protection schemes, responding to violence, neglect, abuse, and inequitable access to justice.*
Outputs	1. Strengthened capacity at central and municipal levels to develop, budget, and implement a unified, effective system to identify, refer, and address cases of child abuse, exploitation, and neglect for all communities, including Kosovo Serbs.
Key Achievements	Approval of the Child Protection Law. 5,000 children benefiting from improved services in child protection. Revision of Juvenile Justice Code, revision of the JJC, Penal Code and Kosovo Family Law and development of the new CP Law and the establishment of the Open Educational Correctional facility for juveniles in Lipjan. Shortening the duration for pre-trial detention of juveniles to under six months.... Following advocacy efforts, the MLSW increased the monthly payment for children in foster care from EUR 150 to EUR 250, and for children with disabilities in foster care from EUR 250 to EUR 350. Development of the new model of the Community-based Rehabilitation Programme for children with disabilities, based on the bio-psycho-social principle of the International Classification of Functionality (ICF). Influencing the main provisions of the Draft Law on Inclusion by adopting the main CRC and CRPD principles and inclusion of the main standards deriving from the ICF on bio-psycho-social approach. Formalization through the Child Protection Law of Case Management Roundtables to identify, report, refer, and treat children at high and medium risk of abuse, neglect, and exploitation. Facilitation of the registration of the Kosovo Disability Forum (KDF) as an observer under the umbrella of the European Disability Forum.

Kosovo Programme Outcome Indicators					
Type	**Indicator**	**First Measurement**		**Last Measurement**	
		Year	**Value**	**Year**	**Value**
Standard	Number (per 100,000) of children in detention, disaggregated by pre-trial and post-trial	2016	8	2018	17
Standard	Number of children 0–17 years living in residential care	2016	120	2019	75
Additional	Percentage of children (girls and boys) aged 1–14 years who experienced psychological aggression or physical punishment during the last one month	2013	61%		
Additional	Percentage of abandoned children during the year and children without parental or kinship care benefiting from foster care services in all targeted communities	2014	48%	2020[89]	60%
Additional	Percentage of boys and girls in pre-sentence/pre-trial detention who spend more than six months in the year in pre-sentence/pre-trial detention	2014	8%	2018	0%

95. **The child protection programme outputs are actually higher-level aspirations than those described by the Kosovo Programme outcome indicators.** For example, the child protection outputs reference the capacity of central and local levels to develop, budget, plan, and implement child protection systems that address abuse, exploitation, neglect, and violence against children. In contrast, the Kosovo Programme

[88] Indicator data from Kosovo Annual Reports. Further details profiled in Annex 4.7.
[89] Measured in 2019 but reported in 2020.

outcome indicators measure changes only to children in detention and foster care.[90] Juvenile Justice and alternative care are important components to measure, but they cannot capture the potential gamut of "abuse, exploitation, neglect, and violence against children" or reflect the range of additional activities across child protection not covered by foster care or Juvenile Justice. **The two indicators that have reported endline measurements (from 2018) do show positive progress on foster care and juvenile detention, but the true impact of the child protection programming is likely greater than is captured by these two measures**.

96. Although centered in the Juvenile Justice activity, the child protection outcome has the broadest range of partnerships – from the strategic level of Kosovo Institutions through national and local NGO implementing partners and other civil society actors – with at least 24 different partnerships referenced in programme reports. The key achievements cited in the annual reports include the approval of the Child Protection Law (providing 5,000 children with benefits from improved services in child protection) and the establishment of a Child Rights Strategy.

97. The EU evaluation of the juvenile justice programme noted substantial gains in the legislative and operational framework, including the establishment of the sub-legal acts in the Juvenile Justice Code, the development of the J4C[91] indicator to influence policy change, and the operationalization of the new Open Education Correctional Facility in Lipjan. The EU evaluation did note that more needed to be done to ensure the sustainability of the Juvenile Justice work, including engagement with a broader range of juvenile justice sector actors, harmonization of respective legislative frameworks in child protection with the justice system, and increased capacity building for actors on the new legislation and procedures. The SMR 2018 report also noted the need for further support to child protection professionals to implement the new child protection policies, as well as establish systems for monitoring.[92] Situation analyses further noted that substantial challenges still exist in the system for child protection, including a fragmented child protection system, lack of capacity for budget planning, monitoring, and allocations at both central and local levels, limited technical capacity at the municipal level, and limited involvement by communities and civil society in children's rights. Annex 3 summarizes the key activities and products reported within this outcome in the Kosovo Office Annual Reports from 2016 to 2019.

Outcome 4: ADAP

98. The following table summarizes the outcomes and outputs for the ADAP component.[93]

TABLE 10: OUTCOME 4 SUMMARY AND INDICATORS

Outcome 4	*By 2020, adolescents and youth (girls and boys) are more resilient and have capacities and opportunities to seek and secure meaningful participation in local governance systems to influence policies, programmes, and services, and to transition successfully from school or NEET (adolescents and youth not in employment, education, or training) to quality education and gainful employment.*
Outputs	1) Strengthened capacity of central institutions and targeted municipalities (including Serbian majority municipalities) to develop and scale-up inclusive mechanisms for the participation and empowerment of adolescents and to increase adolescent and youth's professional readiness to transition from school or NEET3 to employment
Key Achievements	Development of Kosovo Youth Strategy (2019–2023). Amendment of the Law on Youth Empowerment and Participation. Administrative Instruction on Youth Volunteer Work approved. The accreditation of skills-based programmes

[90] With the exception of one outcome indicator which assesses the percentage of children who experience aggression or physical punishment.
[91] J4C = Justice for Children
[92] Further details in Annex 4.7.
[93] Indicator data from Kosovo Annual Reports. Further details profiled in Annex 4.8.

	(UPSHIFT, PODIUM and PONDER) completed. 26, 606 adolescent girls and boys participated in UPSHIFT, PODIUM, PONDER and other interventions. Young people initiated 310 youth-led projects, directly or indirectly affecting more than 240,439 young people. 25 of these projects have become businesses and a further 31 have become charitable or Civil Society Organizations (CSOs).

Kosovo Programme Outcome Indicators[94]

Type	Indicator	First Measurement		Last Measurement	
		Year	Value	Year	Value
Standard	Number of children, adolescents and adults directly benefited by volunteers through programme activities during the year of reporting[95]	2019	3000	2020	47096
Additional	**Number**[97] of adolescents (15–19 years) and youth (20–24 years) actively participating in local decision-making processes via local youth related structures and mechanisms	2014	35%	2018[98]	48%
Additional	% of adolescents (15–19 years) and youth (20–24 years) NEET (Not in Employment, Education, or Training)	2012	35%	2018[99]	27.4%

99. The indicator data as reported in the annual reports is supplemented with Tracer Study data as relevant. Annex 3 summarizes the range of activities drawn from the ADAP programme in the Kosovo Office Annual Reports. The Youth Tracer Study provided a more focused review of the long-term impact of the UPSHIFT, PODIUM, and PONDER models. Full details can be found in the Annex 13 Tracer Study report, but given the importance of this component in the evaluation TOR, a brief synopsis of findings from Annex 13 are integrated into this section, along with data from stakeholder interviews and document reports from the ADAP programme. The Tracer Study data comes primarily from a limited, 313-respondent survey administered via Survey Monkey to those youth involved in one of the three models. Thus, the patterns may not be generalizable.

100. **For the ADAP outcome, youth participation in youth-related structures has increased over the Kosovo Programme cycle, and the official indicator of the per cent of adolescents not in employment, education, or training has been reduced.** Youth participation in youth-related structures has increased over the Kosovo Programme cycle. The RAM data shows an increase in youth participating in youth-related structures from 2014 to 2018 (35 per cent vs. 48 per cent), and in the Tracer Study 80 per cent of the surveyed youth reported participating in youth-related structures. **The RAM data also records that for Kosovo, the percentage of youth in employment, education, or training has increased since 2016.** The RAM data for Not in Education, Employment or Training (NEET) reported a positive trend from 35 per cent of youth in NEET in 2012 to just 27.4 per cent in 2018; and among the youth survey participants, only 10.2 per cent reported not being in education, training, or employment.

101. This programme component, more so than any other in the Kosovo Programme, has a significant focus on the direct implementation of activities. **The majority of programming attention, time, and human resources is invested in the management and implementation of the three models – UPSHIFT, PODIUM, and PONDER**. However, there have been other activities recorded in annual reports,

[94] Some data included from Tracer Study to supplement Kosovo Programme outcome indicators.
[95] This indicator has been included in 2019 and presents Annual Reporting on numbers.
96 ADAP data for January – May 2020.

[97] Indicator reports number but then subsequent indicator values are reported as percentages. It is not clear to which percentages this refers.
[98] Reported in January 2019, but 2018 measurement.
[99] Reported in January 2019, but 2018 measurement.

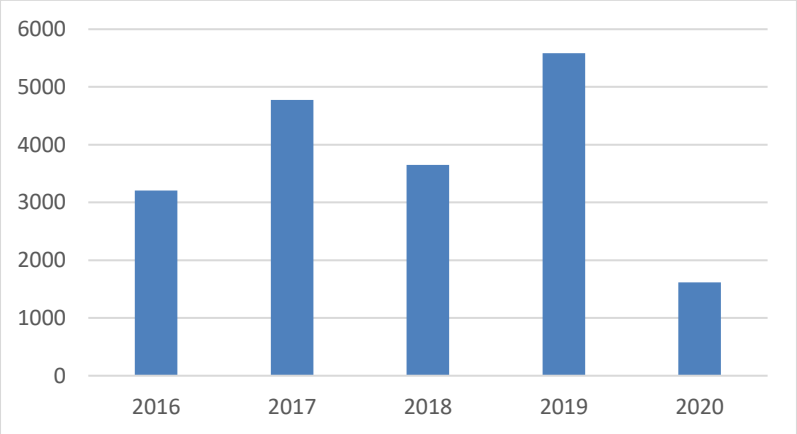
including the establishment of youth innovation hubs, mentoring and internship projects, a volunteering platform, and other information-sharing platforms.

102. **Project Models**:[100] The UPSHIFT model works with a cohort of 3–5 youth who have applied together to carry out a social project. The youth go through a short training session together with an implementing partner that focuses on life skill development, critical thinking, and employability. After the training, some cohorts receive seed funding to implement a social project over the course of three months. A social project is to be a private enterprise activity with social benefits – such as the establishment of plant stands in public centres or the establishment of a 3-D printing workshop available for youth to use. The types of social projects carried out vary considerably across the cohorts. The PODIUM model follows a similar pattern, except that the youth are expected to engage in an awareness campaign after the training and do not receive seed funding. The PONDER model is an individual-oriented model intended to improve critical thinking and media awareness. After the training, participating individuals are to be linked with an internship in a media company or other business.

103. In the past years, UPSHIFT has undergone two phases: 1. the proof of concept phase in Kosovo carried out by the ILK, whereby networks were built and the content and ability to work with adolescents proven; and 2. working with marginalized adolescents, whereby amendments and adjustments were instituted to adapt the programme so that it works well in settings characterized by high degrees of marginality. UPSHIFT has been selected as a promising solution by both the World Bank's Solutions to Youth Employment and Generation Unlimited, and it has been the basis of Generation Unlimited's acclaimed Global Youth Challenge. UPSHIFT has been replicated in 22 countries through UNICEF's network, while it has been taken up by UNICEF Innovations as a product to be scaled up globally.

104. **The youth models have scaled up their outreach considerably over the Kosovo Programme 2016–2020.** According to one of the UNICEF databases, between 2016 and 2020 the three youth models (UPSHIFT, PODIUM, PONDER) reached 18,833 adolescents from 34 municipalities through 309 project cohorts. There has been an increase in the scale-up of the models, with the largest number of participants coming in 2019 (Figure 2). The percentage of women participating by model has held relatively constant (56 per cent) year to year. There has been increased representation of non-Albanian populations in the most recent years, but the overall percentages are still quite low, with about 91 per cent of the participants being Albanian Kosovar (Figure 3) in each of the models (Figure 4). UPSHIFT represents the majority of participation, or 54 per cent (Figure 5).

FIGURE 2: PARTICIPANTS BY YEAR – UPSHIFT, PODIUM, PONDER



[100] Other youth-oriented projects such as Techstitution reached an additional 7,576 persons during the Kosovo Programme cycle.

Figure 3: Gender and Ethnicity by Model

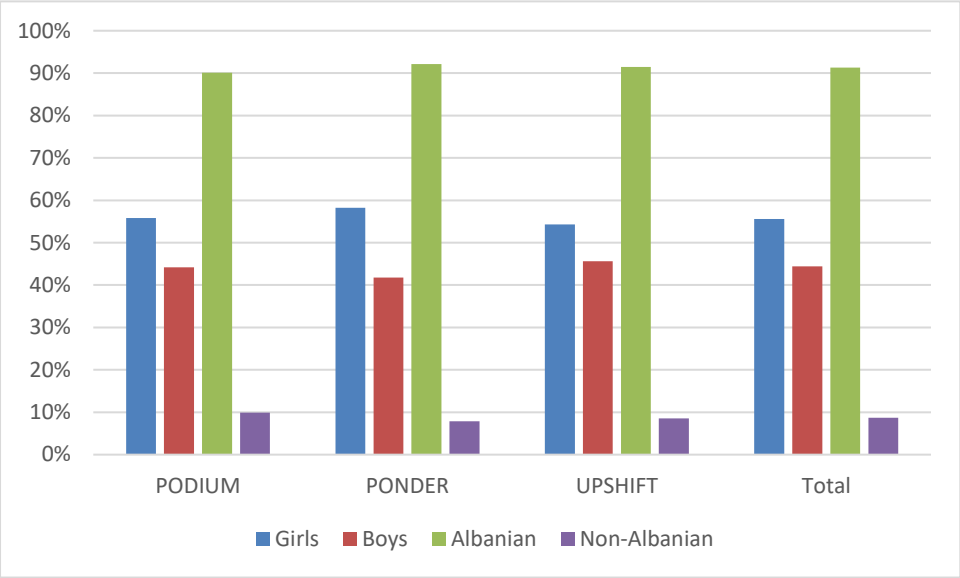


Figure 4: Gender and Ethnicity by Year

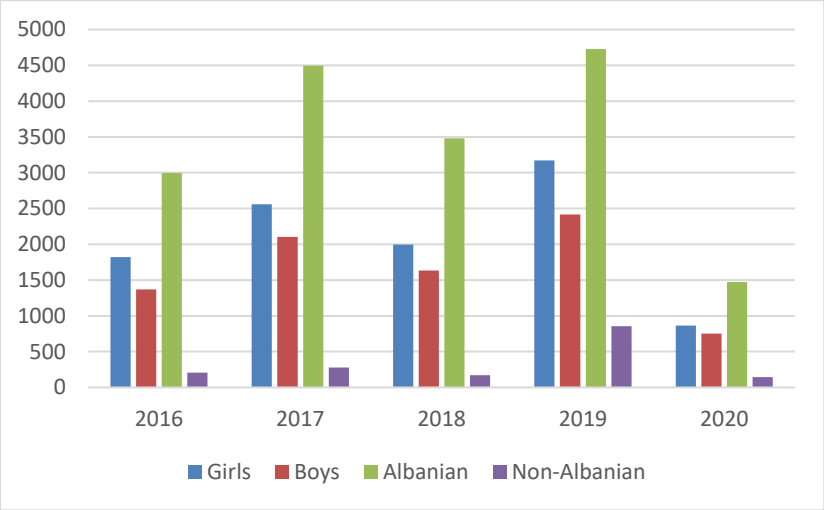
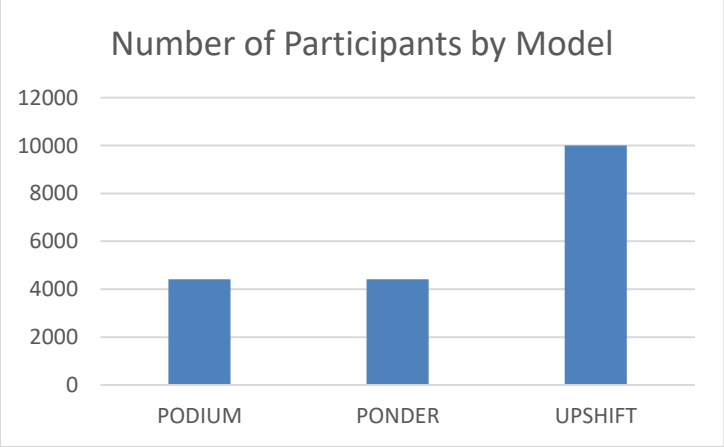


Figure 5: Number of Participants by Model



105. UNICEF measured the effect on youth of participation in these models on five dimension. These were later remeasured in the Youth Tracer Study.[101]

a. Education: level of education and focus of study
b. Economic Activities: employment activities or other income sources
c. Readiness Self-assessment: skills and competencies related to employability[102]
d. Participation and Empowerment: degree of inclusion in social groups and cohorts, volunteering, and inner strength
e. Skills Improvement: assessment of degree of contribution to 11 different factors (such as teambuilding, communication, or economic integration)

106. **Findings from the Tracer Study survey showed high satisfaction with all three models, and respondents reported being substantially influenced in their career orientations and education as a result of participation.** The primary long-term contributions have been in the development of "soft skills" (communication, teambuilding, etc.), education, participation in clubs, and volunteering. The seed funding component of the UPSHIFT model was crucial for achieving empowerment in comparison to those participants who only received trainings.

107. **The seed funding social projects from UPSHIFT have more sustainability than anticipated, with 40 percent of the social projects observed in the 2016 Tracer Study still active.** Among the FGDs, the groups from the UPSHIFT seed funding in 2016 and 2017 showed substantially greater empowerment and ongoing capacity compared to the groups that did not receive seed funding. One reason the seed funding may have been so crucial is that it involved a longer period of accompaniment and interaction with the youth. One universal recommendation from the youth FGDs and KIIs for all youth-related activities, whether with or without seed funding, was for UNICEF to integrate more long-term accompaniment with the youth cohorts beyond the span of the project activities. The following table summarizes the key patterns on the empowerment dimensions.

TABLE 11: SURVEY RESULTS BY EMPOWERMENT DIMENSION

Dimension	Key Summaries
Education	• 48% are still in studies or training • 72% reported that the participation contributed to their education • 51% reported switching their education focus after participation in the modules
Economic Activities	• 77% are now employed in some form • 71% were employed in some form at the time of their participation
Readiness[103]	• Current readiness score is high (79 out of 100) • No statistically significant difference from their readiness scores at the time of participation • No difference among the models • No difference among years
Participation and Empowerment	• 80% are currently involved in clubs and groups • 73% are currently engaged in volunteer activities – these are almost exclusively related to litter pick-up or environment related • 54% of cohorts are still connected – 92% in most recent years but even 30% from earlier • 23% believe that their views are considered in the Municipality. Higher percentages in most recent years • 65% say that their vote makes a difference in the Municipality. Higher percentages in earlier years.

[101] The Tracer Study survey also included a component asking respondents to assess the relevance and quality of the implementation of the activities with their cohort.
[102] One subset of questions pertained to specific knowledge of business practices that were not relevant for the PONDER respondents – therefore, this measure included a general readiness section and a business-only section that only UPSHIFT participants were to fill out.
[103] Life skills related to employability.

Skills Contributions	• Highest contribution ratings were for: Teambuilding, personal organization, and communication skills • Medium rating: Education, inner strength, problem solving, volunteering, and clubs • Low ratings: Budgeting and community engagement • Lowest rating: Economic integration
Quality of Activities	• 97% reported satisfaction with the activities • 55% of PONDER participants reported having an internship and 56% of these rated them as useful and 16% reported that they obtained subsequent employment through the internship • Only 23% reported having follow up interactions from the NGO or UNICEF after the model was completed

108. While the social projects were popular, **evidence from the FGDs and the survey data suggests that the selection process may have unintentionally recruited youth who were already integrated into markets, had pre-existing connections with municipal institutions, and were already highly empowered**. According to the UNICEF monitoring database, about 95 per cent of the participants were Kosovar Albanian, further suggesting that the harder-to-reach social groups have still been under-recruited in the selection process. So too, the readiness self-assessment scores from both the UNICEF monitoring data and the Survey Monkey survey suggest that **participants were already empowered before participation in the models**. The average composite scores from both the UNICEF monitoring data (pre- and post-) and from the Tracer Study survey for current empowerment are quite high and are not statistically different between pre-, post- and current values – no matter which year they were involved (2016–2020) or which model they participated in (PODIUM, PONDER, UPSHIFT).

109. This may also explain the relatively low NEET scores among the Survey Monkey respondents compared to the national data and could be **indicative of a selection bias towards youth who were already more integrated into education, employment, or markets.** In the youth survey, a very high percentage of youth had reported being employed at the time of participation in the youth models compared to the national average (71 per cent versus 51 per cent).[104]

110. **Youth respondents appear to be highly connected to groups in their contexts and engage in volunteer activities,** with a high degree of ongoing connection with their cohorts. One interesting pattern is that respondents were fairly pessimistic about their influence with the municipality authorities – suggesting an area for future integration into the activities. However, the more recent participants tended to be more optimistic about their influence in the municipalities compared to participants from earlier years.

111. **Many of the participating youth in the ADAP programme appear to have had membership in the Local Youth Action Committees (LYACs) and a close connection with the NGO implementing partner, but in separate ways that did not overlap with each other**. They could not identify examples of multi-actor engagement with youth. When asked for recommendations for programming activities, 60 per cent of the FGDs put forward a recommendation that UNICEF should consider extending its **network of NGOs** and municipalities to strengthen relationships with local institutions. Eighty per cent of the FGDs recommended additional longer-term accompaniment with their cohorts by the implementing partners or UNICEF after the completion of the trainings or social projects.

112. **There is no commonly shared understanding of the overall objective of the models (for example, employment or reduced migration), which limited the focus of the activity development.** The model activities were seen as having made good contributions to a wide range of factors, but when respondents were asked what the overall

[104] See Annex 13 for more details.

objective of the model activities were, each tended to give very different answers, including education, market integration, reduction of migration, improvement of citizenship, increased political advocacy, youth mobilization, and others.[105] Although the documented logic of the UPSHIFT model is oriented towards improved market integration through the promotion of social entrepreneurship and social integration, this appeared to be a relatively low contribution. Survey Monkey respondents rated **market integration as the lowest** of the 11 factors to which UPSHIFT contributed.[106]

Transition and Scale-up of ADAP Models

113. Because this programme component relies the most heavily on direct implementation through implementing partners, the questions of programme scale-up and uptake are more prominent than for other programme components. The **direct implementation of the ADAP programme activities is successful through implementing partners; however, there is less evidence that the Kosovo Institutions and municipalities are able to take up these activities for attending youth.** In the partner list, this programme component comprises the largest number of local NGOs or civil society partners and the fewest partnerships with Kosovo Institutions. However, the outputs as phrased in the Kosovo Programme Indicator, Result and Resource Framework are focused on institutional capacity strengthening – which is not necessarily possible by supporting NGOs to carry out activities. The activities cited in UNICEF reports primarily emphasize the implementation through partners of the various youth models directly with youth. Stakeholders noted that there remain challenges for transitioning the PODIUM, PONDER, and UPSHIFT models to Kosovo Institutions (meaning uptake and scale-up by local- and central-level Kosovo Institutions). Stakeholders also noted that there is a gap in connecting the UPSHIFT, PODIUM, and PONDER activities with pre-established youth or municipal structures. For example, a youth innovation hub in Gjakova was established on the same street as the local youth council centre supported by the municipality, but there was no formal connection between these two entities.

114. Based on the annual reports and interviews, it appears that **the UNICEF Kosovo Office ADAP team has taken a two-pronged approach to the scale-up of the ADAP programmes – but neither directly involves the municipalities or the Kosovo Institutions connected to youth** (such as the MCYS). There is a plan in the ADAP programme to institutionalize UPSHIFT via integration into the secondary education curriculum. The models have been accredited by the MEST, and there are plans to pilot the integration of these programmes in the secondary education system in late 2020. Although one approach to sustainability, this strategy has engendered concern among stakeholders who fear it may dilute the potential impact of the model and wonder whether the integration of the model is the most appropriate solution to an education sector gap. According to Tracer Study FGDs, the youth themselves strongly appreciated the pedagogy of the trainings in the models for improving critical thinking skills and other life skills. The youth themselves advocated for this type of pedagogy in the education system, where they perceived a gap in critical thinking. Improved critical thinking skills in the education curriculum could help contribute to addressing the education stakeholders' concerns regarding Kosovo's low PISA scores. However, there were concerns expressed by both education and youth stakeholders that this approach may not be optimal – in particular, that adapting UPSHIFT to the education curriculum would reduce the potential impact of the model. At the same time, there were also concerns that if the intent is to improve PISA scores, there may be better solutions than integrating the UPSHIFT model into the curriculum.

[105] The programme documentation is clearer on the objectives of the models, but interviewed stakeholders often had different interpretations than described in the documentation.
[106] Respondents also rated community engagement and budgeting/financial skills relatively low.

115. **The second approach taken by the UNICEF Kosovo Office ADAP team for scale-up of the models is through a stronger connection to private sector businesses.** The UNICEF global programme Generation Unlimited emphasizes greater integration of UNICEF programming with the private sector. Since 2018, there are more references in annual reports to integrating private sector support with ADAP programming. These include opportunities for internships, a mentoring programme, and private sector financing for seed funding or other activities. Annual reports record a high number of activities with the private sector, but relatively few activities oriented towards strengthening central- and municipal-level institutions (such as the MCYS or the Youth Councils).

116. Although the UPSHIFT, PODIUM, and PONDER models are recognized as valuable, there are different priorities among UNICEF and Education stakeholders regarding the relative priorities of sustaining the models or strengthening education systems. For example, private sector engagement with UPSHIFT, PODIUM, and PONDER aligns with global UNICEF priorities, and the curricular integration of UPSHIFT aligns with education stakeholder concerns regarding low PISA scores and the potential for improved critical thinking. There is also an intent to increase private sector engagement for supporting the ADAP models, in line with UNICEF global priorities and the Generation Unlimited initiative. However, stakeholder interviews revealed that **this private sector engagement, while potentially promising for sustaining the models, would not align with Kosovo Institution education stakeholders' concerns regarding low PISA scores and the general quality of education.**

4.3.1.3 Kosovo Programme Results Summaries

117. During the data collection phase, the evaluation interviews asked stakeholders to cite the most significant accomplishments of UNICEF in the current Kosovo Programme. **The collection of wide-ranging observations demonstrates that stakeholders perceive the Kosovo Programme to have achieved substantive results in all four programme components.** Capacity strengthening, advocacy and policy development, and innovation were consistently cited as high-level accomplishments across all programme areas. The UNICEF Kosovo Office was also commended for both its upstream and downstream approaches as well as its focus on the lifecycle approach.

118. At the activity level across the four programme components, the UNICEF Kosovo Office has reported a wide range of activities and products within this current programme cycle that can be disaggregated between central-level engagements (commissioning studies, focusing on policies, advocacy events, or convening and coordinating events) and municipal-level engagements (implementing project models, supporting local institutions, or providing training or information).

119. The Theory of Change has been the implicit framework of analysis, together with the evaluation questions, sub-questions, and related indicators. Therefore, the elements of the Theory of Change – and potential gaps – have been highlighted throughout the narrative. The primary change strategies employed by UNICEF can be summarized as: evidence generation, influence/advocacy, and coordination/collaboration.[107]

120. UNICEF **programmes and projects are seen as successful at achieving the desired products or outputs**. Even with delays due to external challenges (such as teacher's strikes or changes in Kosovo Institutions), the vast majority of projects are implemented within the planned time and are reported as achieving their results. Interviewed stakeholders affirm and appreciate UNICEF's technical support. The long-term intervention and achievements in the Kosovo Programme are evidence of UNICEF's positive contribution to children's rights. Document review and stakeholder interviews noted that the strategic documents and advocacy produced by UNICEF have accompanied the fulfilment of a normative agenda aligned with Kosovo Institution priorities.

[107] The Annex 3 tables provide more nuanced analysis of the individual ToCs and programme achievements.

121. However, the compilation of programme reports, thematic evaluations, and stakeholder interviews assessing the entire Kosovo Programme performance highlights several important lessons for consideration. Most notably, **even as projects have been successfully completed and outputs delivered, the benefits from these projects do not reach the affected populations because of "ancillary systemic bottlenecks[108]" outside of the control of the project but that also need to be in place for the project to be successful**. These factors include budgeting procedures and resourcing, clarification of job descriptions and roles and responsibilities, inclusion of new projects in performance appraisal and accountability systems, establishment of monitoring systems for tracking progress, and socialization of new frameworks and their implications for implementation. Furthermore**, the situation analyses of children in Kosovo from 2014 and 2015 (during the Kosovo Programme 2016–2020 design) are very similar to the situation analysis from 2019 that contributed to the development of the new Kosovo Programme 2021–2015, suggesting that relatively little has changed in the overall Kosovo context** (this pattern is triangulated with stakeholder observations affirming a similar trend).

122. **Each of the programme components operates slightly differently, with a different mix of institutional and civil society actors.** At the one end of the spectrum, the CRM and Social Policy programme component focuses mostly on the central Kosovo Institutions and has elaborated a set of systemic interventions targeting institutional processes, including framework indicators, harmonizing child-related data, developing databases, and subsequent data collection, management, and analysis processes. This programme pillar is somewhat less "projectized" than the other pillars and therefore provides more ongoing accompaniment to Kosovo Institutions in support of the Institutions' activities. In many ways, **the CRM programme component reflects the type of support that Kosovo Institutions have requested from other programme components as well.** The ADAP programme component represents the other end of the spectrum, with a strong localized focus on direct beneficiaries through specific activities. These activities are among the most recognized in UNICEF's portfolio within affected populations and civil society because of their direct connections with vulnerable populations.

123. The other two programmes represent some combination of institutional focus combined with project activities targeting niche populations. As a result, aggregating beneficiary participation to outcome-level changes is challenging. The ADAP component is able to aggregate beneficiary data best because of its focus on direct implementation with youth. The CRM and social policy programmes have the fewest options to report beneficiaries because of its emphasis on systems, but in theory it would have the potential to impact the greatest number of people in Kosovo. The other two project components occupy a middle ground combining institutional strengthening approaches with specialized attention to niche populations (such as teachers). These activities are reported as separate interventions[109] targeting multiple stakeholder groups[110] for different outputs.[111] As a result, beneficiary numbers are disaggregated across a wide range of disparate activities, inhibiting consolidation to outcome-level changes. This pattern is consistent with an implementation approach predicated on the development of multiple smaller specialized services (models) and reflects the **challenges of linking this type of programme intervention strategy to overall state-building contributions**.

124. Even though there is substantive stakeholder affirmation of UNICEF accomplishments and contributions, **the actual quantification of UNICEF effectiveness is limited by the**

[108] Ancillary system bottlenecks would be elements inside institutional systems that may not be directly addressed within a project but which may affect the success of a system's functioning – such as performance review processes, job descriptions revisions, ancillary budgeting (for transportation for example), staffing levels, or capacity development systems).
[109] For example: Reports, Policies, Trainings, Awareness Raising, and so forth.
[110] For example: Kosovo Institutions, Municipality Stakeholders, Teachers, Nurses, Social Workers, Women, Children, Youth, Social Service Centres, NGOs, and so forth.
[111] Health, Education, CRM, Child Protection, and so forth.

degree of internal and external data available. Although they are positive about UNICEF contributions, respondents had difficulty describing any significant outcome-level or social changes beyond anecdotal references to specific cases or locations. Consequently, **the overall impact of UNICEF contributions on the Kosovo context cannot be easily linked to available data.**

125. The Kosovo Programme 2016–2020 indicators are predominantly high-level social statistics (for example, national mortality rates) based on the Kosovo Accountability Framework or else are tied to activity and output levels (for example, number of activities or number of participants). The activity and output-level indicators serve to demonstrate UNICEF actions. However, there are limited intermediate indicators that show coverage (per cent of population reached) or milestones for institutional strengthening as a result of UNICEF interventions. This limits the degree to which the effectiveness of the Kosovo Programme can be assessed through quantitative data. A second challenge pertains to **the availability of data for these indicators.** Externally, many of the KPIs within the Kosovo Accountability Framework have not been updated since the 2014 MICS data. Another MICS exercise had been intended for 2019, but it was delayed until 2020 and was therefore unavailable at the time of this report. Due to the lack of data in Kosovo, the office was obliged to use the most recent data available during the elaboration of the Kosovo programme 2016–2020 indicator, results, and resources framework. The baseline measurements noted in the RAM reports were often from 2011 and 2012, while the last reported measurements of these values were often from 2017 and 2018.

126. In addition, project-level reviews noted that as challenges were met, programme interventions pursued, and outputs delivered, **the benefits of the programme interventions often do not materialize for the affected populations because of ancillary systemic bottlenecks that also need to be addressed** (usually related to budgeting and planning systems at central and municipal levels).

4.3.2 Factors Influencing Results[112]

127. According to UNICEF personnel, the **primary external factor limiting the achievement of results was instability within Kosovo Institutions**. This has had an effect on the timely implementation of projects, requiring the re-establishment of relationships and agreements, and the continual reassessment of the implications of policy shifts and institutional turnover. Although UNICEF's normative agenda aligns with Kosovo Institution development plans, strategies, and policies, there is also limited fiscal space per capita for investment in the child and human rights agenda. Much of the available investment and budgeting has been focused on infrastructure development (often connected with the EU integration agenda), with correspondingly low investment in health and education.[113]

128. As part of overall social inclusion programming, attention to the Kosovo Serbian population is a UNICEF priority in the Kosovo Programme 2016-2020. It is more challenging with the duality of the education and health systems[114] in the north, which affected the extent to which UNICEF can contribute to the communities. Nonetheless, stakeholders praised the Mitrovica team for being open and ready to consult both systems and inform their strategies, which helps counterparts understand the potential for reform and realistic change that can be made.

129. In regard to education, UNICEF supported educational infrastructure improvement in Kosovo Serb-majority municipalities by helping with water and heating systems and the distribution of didactic materials and trainings for staff. UNICEF introduced the concept of

[112] This section combines EQ 3.1b (factors affecting results) and 3.2 (risk management).
[113] Between 2% and 4% of the annual budget is generally allocated to health and education sectors according to the MICS data.
[114] The Serb majority municipalities in North Kosovo operate according to the laws of Serbia, UNMIK, and Kosovo. The implication for UNICEF programming is that this includes parallel education and health systems that are either aligned with Serbian systems or with Kosovo systems and attended by the respective populations.

foster care in the northern region and supported the establishment of social development centres in Municipalities as a form of outreach to children of vulnerable families. In collaboration with implementing partners, UNICEF supported the establishment of nine ECD centres, of which three were subsequently turned over to management by the Municipalities. Following on UNICEF's support, in three of the ECD centres, USAID also invested in the reconstruction of premises. For the ADAP programme, UNICEF brought together youth across ethnic lines to engage in building social cohesion. The youth tracer study respondents were about 11 per cent Kosovo Serbs, and the pre-and-post monitoring database for the ADAP models contained about 2 per cent Kosovo Serb youth participants.

130. There is evidence of the UNICEF Kosovo Office identifying internal and external factors and adapting mitigation measures to improve results. **The Kosovo Programme 2016–2020 documentation also shows adjustments and integration of lessons learned during implementation**. The most visible example of adaptation and integration of lessons learned is from the 2018 SMR, which not only provided detailed adjustments to each programme component, including implementation strategies, activities, and monitoring indicators, but also described how the adjustments are aligned with the upcoming Regional Office strategy. Additional documentation that demonstrates programming analysis and shifts includes periodic reviews (annual and every six months) on programme progress; and ongoing reflection and consultation meetings with targeted ministry counterparts. The thematic evaluations also highlight the integration of lessons learned. For example, the InGear evaluation reported that the programming was built on the lessons learned of the previous programme, with improvements to structure and reporting. Finally, throughout the Kosovo Programme cycle, the UNICEF Kosovo Office continued to commission studies that were used for advocacy and awareness raising, including studies in 2017 and 2018 on disabilities, the situation of children and women, foster care, youth, GBV, and health.

131. **There is agreement that UNICEF conducts internal and external consultations with implementing and strategic partners as a way to learn of needed adjustments to the programme.** For example, the most recent annual reports noted that since the 2018 SMR, there has been a greater emphasis on increasing the reach of activities to the most vulnerable and hard-to-reach populations. This has led to a programme shift of piloting an integrated approach to demonstrating promising solutions at the municipality level in partnership with mayors and other stakeholders. This was only initiated in the past year but reflects adjustments to earlier findings about the difficulties of accessing hard-to-reach populations. **UNICEF is perceived to be very proactive, flexible, and evidence oriented in assessing the context and needs of given sectors and target areas.** For example, the civil society stakeholders and local authority representatives in Zubin Potok note that UNICEF is very active in consulting local stakeholders, assessing the needs of targeted groups (vulnerable children, the education system, and so forth), and developing rapid responses to the emergent needs. The UNICEF response within the COVID-19 pandemic was cited frequently by stakeholders as a particularly successful response to needs.

132. While this flexibility has allowed UNICEF to respond to the changing context and remain relevant, it does come with a potential cost. **One negative consequence of this flexibility and adaptiveness cited by stakeholders is that as the UNICEF Kosovo Office changes its focus priorities, other priorities may be overlooked, and the transition between priorities is not always clearly understood by stakeholders**. For example, in the child protection programme component, programme activities shifted after 2018 to an increased focus on children with disability activities, but there were fewer references in the documentation to the protection of children against violence compared to earlier in the Kosovo Programme 2016–2020 cycle. From the interviews, not all education stakeholders felt informed about why UNICEF had shifted its focus away from formal primary education support. This led to the impression that the UNICEF Kosovo Office tended to be involved in many different smaller initiatives – "jumping around" as it were –

leading to a lack of clarity as to whether targeted strategies, models, and gap-filling measures remained coherent as a whole.

133. Internal Monitoring. One mechanism for maintaining focused attention in the midst of flexibility is to have a strong internal monitoring and quality control system to ensure that ongoing activities remain linked to overarching objectives. **Internal monitoring data systems are underutilized for systematically informing programme adjustments and advocacy**. There are limited knowledge management systems for tracking progress and contributions, especially with regard to demonstrating strategic engagement with local and central institutions and the systematized use of monitoring evidence for advocacy. Furthermore, not all of the programme initiatives or implementing partner agreements have a matrix of indicators developed to track progress towards overarching objectives making the linkages between implementing partner activities and UNICEF Kosovo Programme objectives less visible. There is also less documentation available to indicate how indicator progress is analysed and used for programme adjustments. And there is not always an articulated connection that can be calculated and tracked between the Kosovo Programme outputs and the achievement of indicators and objectives . Finally, as noted as well in the 2018 SMR, the programme component indicators do not show a clear linkage with the overall Kosovo Programme objectives with respect to a) closing equity gaps; b) addressing gender; c) tracking urban and rural disparities; and d) demonstrating strategic engagement with central and local institutions. The last element is perhaps the most important given the overall importance of system strengthening within the Kosovo Programme narrative.

134. There are additional challenges to internally tracking programme achievements at the activity and output levels. The Internal Monitoring Framework report in 2019 cited the lack of an organized means to collect, analyse, and monitor data on programmatic interventions, with large gaps in reliable data, inaccurate information, and the absence of systematic disaggregated data. Concerning factors included: a) lengthy data collection periods; b) the lack of substantial data on results; c) data discrepancies between UNICEF and implementing partner reports; d) failure to receive additional data from partners; and e) missing internal projects. The lack of quality internal data presents a reputational risk as it can be interpreted incorrectly as a lack of transparency.

135. The process for collecting data – from implementing partner reports through programme component activities, outputs, and outcomes – was insufficiently streamlined and detailed to capture needed information and disaggregated data by implementing partners. For example, during the first half of the programme cycle from 2016 to 2018, the monitoring framework in the Project Contract Agreements (PCAs) did not contain indicator matrices with sufficiently disaggregated indicators linked to Kosovo Programme targets. Therefore, implementing partners reported on minimal indicators, which in some cases were not disaggregated for equity monitoring.

136. A desk review of internal documents showed substantial gaps in reporting on outcome-level achievements and discrepancies among multiple document sources. Activity and output-level tracking was also highly variable across individual projects which limited the degree to which they could be used to inform decision-making.[115] For example, internal monitoring reports may highlight numbers engaged in activities, but often they are **not linked to assessing the coverage (the denominator), and there are few outcome-level indicators with reliable data to track impact** and social change. The lack of municipal-level population estimates by age group hinders any calculation of coverage at the municipality level. The UNICEF Kosovo Office jointly with the Office of Good Governance has been advocating and supporting KAS to accelerate efforts to calculate these estimates.

[115] The SMR provided a moment for a more consolidated analysis and a step towards improved coherency of internal data.

137. Even when these data are utilized for adjustments, there is relatively little systematic documentation of the changes or explanation of how they help to maintain programme coherence. This means that even if there is internal coherence, the programme documentation can give the impression of disconnected activities. It should be noted that the 2018 SMR exercise significantly improved the overall documentation and coherence of the programmes, and more progress has been made in the last year of the Kosovo Programme in terms of improving internal monitoring systems for coherence, adjustments, and decision making. Additionally, the office introduced e-Tools, an integrated platform for digitalization of all project agreements that will allow for real time monitoring and reporting.

138. Since 2018, **the Kosovo Office has been in the process of developing new M&E systems** (including the introduction of e-Tools)**,** and there are expectations that these revisions, combined with the rollout of the MICS in 2020, can help provide better data for programming in the Kosovo Programme Document 2021–2025. A stocktaking exercise of KPIs relevant for the UNICEF internal indicator, results and resource framework was carried out in 2018 and led to the readjustment of some indicators for subsequent measurement, although there are **still few intermediate-level "coverage" or "institutional milestones" indicators that could reflect scale-up or institutional strengthening success.**[116]

139. In terms of risk management, document review suggests that overall **UNICEF's Kosovo Programme is built upon lessons learned in order to mitigate risks during implementation, including some changes implemented to address the internal data management processes**.

140. Furthermore, for external risks, the Kosovo Programme 2016–2020 outlined the lessons learned from the SitAns and previous reviews, and it described how these were to inform the design of the programme. The 2018 SMR profiled a series of lessons learned and outlined how these were to be factored into programme adjustments. Examples cited include risks to the implementation of activity-level interventions, as well as assessing potential partnerships and relationships among the Kosovo Institutions. Despite these two documents, **external factors that influence the success of activity completion have not been well documented, even though UNICEF has initiated appropriate efforts to do so**. The systematic documentation link to the SitAns in planning documents reflects the intention to identify and address key bottlenecks. However, after design, there appears to have been relatively little *risk management documentation* available across the Kosovo Programme 2016–2020 until the SMR exercise in 2018. This presents a risk in itself given the prospect of staff transitions, and it limits the potential of the UNICEF Kosovo Office to monitor risks over time as part of its internal M&E system.

4.3.3 Gender and Vulnerability

141. **Gender equality and attention to vulnerable populations are considered integral parts of UNICEF's work at the local and national levels; however, successfully reaching vulnerable populations remains a challenge.** As a normative stance, gender and vulnerability are consistently reflected in programme documentation. External stakeholders perceive UNICEF as strongly oriented toward social inclusion, especially with regard to Roma, Ashkali, and Egyptian communities and children with disability.

142. The InGear programme evaluation contended that the project has been effective at reaching out to target beneficiaries in the ADAP programme, and the home visiting model in ECD is considered crucial for reaching hard-to-reach populations, but **these efforts required further modification to reach the most vulnerable.** As noted in the results section, the ADAP participation is still heavily skewed towards Kosovo Albanians and urban centres,

[116]These adjusted outcome indicators tend to be focused on more output level indicators (such as number of persons trained) rather than outcome level indicators (visible behaviour change or social change).

and the home visit model is not able to engage fully with hard-to-reach populations due to structural limitations in the health system. The ECD centres are also underutilized by Roma, Ashkali, and Egyptian populations and other hard-to-reach groups in rural areas.

143. Gender. UNICEF has increased its alignment with the RO on gender issues and global action plans. Gender dimensions are generally included in the programming, but the interventions appear to be more opportunistic than systematic. There are divergent perspectives from external stakeholders on the relative need for prioritization of gender among the stakeholders, with some pointing to the greater importance of attention to Roma, Ashkali, and Egyptian communities, children with disability, and youth. The Kosovo context still faces limited prioritization of gender mainstreaming by external actors and constrained capacity for implementation, with the lack of a full-time gender point person in the KO. The gender focal point in the office is not from a programme area, even though the Gender Programme Review in 2019 recommended that there be a full-time gender advisor from a programme area. Even with limitations, there have been successes in integrating gender into project activities, including the home visiting programme and the ADAP programme. Furthermore, SADD is usually reported in activities involving hard-to-reach populations. However, the traditional demotion of gender in the Kosovo context has implications for programming design and adjustments, leading to **relatively little gender analysis regarding project and programme interventions or models.**

144. Gender mainstreaming has been integrated into the ADAP programme with UPSHIFT and PONDER, although attention was devoted more to promoting women's participation than to a gendered analysis of the models themselves. For example, in the ADAP programme, one of the conditions for recruitment was that there had to be equal numbers of boys and girls included in each cohort, but there was no documentation reflecting the degree to which women and girls were consulted to *inform* the *design* of the modules (or men and boys for that matter). Stakeholders did note that women seemed to be more likely to participate than men[117], although this did not seem to be a deliberate design component.

145. In 2019, **the KO developed a Gender Action Plan based on the Gender Review recommendation in which the various programme components identified additional elements that could be reinforced for mainstreaming gender**. The Review noted that the Kosovo Office disaggregates the number of boys and girls benefitting from programmes at the programme level, and gender balance is an important consideration in the recruitment for all activities (such as UPSHIFT or peer mediators). Attention to vulnerable populations and to gender equality is considered by UNICEF personnel to be an integral part of each intervention, both nationally and locally, in the areas of education and health. In addition to mandates for equal participation of men and women in project activities, UNICEF staff reported that all strategies, policies, standards, and curricula developed with the support of UNICEF are reported by staff as undergoing additional validation from gender equality experts. In addition, interviewees cited gender integration in the home visiting programme through activities with fathers addressing social norms and the promotion of positive parenting practices with a specific emphasis on the father's involvement.

146. The review also noted the need to further strengthen GAP indicators and outlined a series of recommendations. The KO developed a management response for these recommendations in late 2019, and they are intended to be integrated into the Kosovo Programme 2021–2025. During data collection interviews, UNICEF stakeholders did not reference the Gender Action Plan when asked about programme adjustments When asked about gender integration in UNICEF activities, external stakeholders cited examples of gender parity considerations in project participation but could not cite examples of gendered analysis. For example, stakeholders from Kosovo Institutions reported that no specific programme on gender has been included in the capacity-building programme for professionals. Partners also reported

[117] 56 per cent of the participants over the four years of the cycle were women

that the focus of interventions, even on issues of gender, depends on the individual leadership commitment within each organization.

4.4 Efficiency[118]

Summary of Key Findings – Efficiency

1. The UNICEF Kosovo Office has a reputation among donors, UN, and Kosovo Institutions for responsive and timely programming.
2. The budget for the Kosovo Programme has been relatively stable – averaging between US$ 2.6 to $2.9 million annually throughout the Programme cycle.
3. The Kosovo Programme 2016–2020 was able to fund about 84 per cent of planned budget for the cycle, within expected parameters based on available data.
4. The percentage of other resources compared to RR is considered higher than other UNICEF country offices in the region. This has advantages and disadvantages. One advantage is that the substantial external resourcing allows for higher levels of staffing within the KO comparatively. The disadvantage of this balance in OR and RR is that many of the additional staff are on contracts connected to specific project cycles rather than the Kosovo Programme cycle. When a project cycle ends, presumably the staff contract would end as well, unless a new project was elaborated with donor funding.
5. Different UNICEF, Kosovo Institutions, and donor timelines have a subtle effect on staff composition and may be one impediment to meaningful follow-up on project interventions.

147. One **factor influencing both efficiency and effectiveness is related to staffing shortfalls within the UNICEF Kosovo Office during the Kosovo Programme**. Throughout the 2016–2020 period, several high-level positions were vacant or were designated as Officer in Charge (OIC). This was addressed after 2018, with a number of key vacant positions filled. Vacancies and OIC postings have implications for management and impact because the mandates for persons filling interim positions is primarily to maintain processes rather than define new programme strategic directions or promote adaptation and innovation. Although these interim postings could have adversely affected strategic decision making, respondents and existing documentation suggest that timeliness was still maintained.

148. **The UNICEF Kosovo Office has a reputation among donors, UN, and Kosovo Institutions for responsive and timely programming.** CSOs and implementing partners did not report any concerns with deviation from expected plans. Partners perceived UNICEF as flexible enough financially to accommodate any unplanned expenses or activities that were needed to ensure the effective implementation of the programme.[119] In terms of resourcing, the budget for the Kosovo Programme has held relatively stable – averaging between US$ 2.4 and 2.9 million annually throughout the Programme cycle (Table 8).

TABLE 12: KOSOVO FINANCIAL SUMMARY BY YEAR (2016–2020)[120]

	2016	2017	2018	2019
CONTRACTUAL SERVICES	285,300	323,708	316,087	339,971
EQUIPMENT, VEHICLES AND FURNITURE	22,644	3,380	40,554	90,853
GENERAL OPERATING + OTHER DIRECT COSTS	268,700	340,534	333,170	368,610
INCREMENTAL INDIRECT COST				
STAFF AND OTHER PERSONNEL COSTS	846,185	809,545	816,790	813,717
SUPPLIES AND COMMODITIES	29,354	26,390	67,054	69,601
TRANSFERS AND GRANTS TO COUNTERPARTS	858,184	1,097,107	1,001,969	885,439

[118] TOR questions focus primarily on timely completion of activities.
[119] There was one reference to a delay in a joint programming, but this seemed to be due to delays in HQ level permissions required at project onset rather than delays within the KO itself.
[120] Data from a financial information Excel spreadsheet shared with the ET during the collection phase.

TRAVEL	150,009	105,782	101,862	186,123
Unknown	24	283	-307	
Grand Total	**2,453,000**	**2,706,729**	**2,677,179**	**2,754,314**

149. The budget is divided between about 40 per cent for programme salaries and 60 per cent for activities. In terms of staffing sufficiency, there is some observed variation among the programme components. **There is limited documentary evidence of UNICEF Kosovo Office analysis of staffing sufficiency for carrying out programme objectives**. The primary factor appears to be degree to which project funding can be accessed for a programme component. About one third of this funding comes from UNICEF (referred to as RR), and the remainder from other resources (OR) – donor resources or thematic grants. One advantage of the high levels of donor resources is that the **substantial external resourcing allows for higher levels of staffing within the KO for those programme components which are able to access OR through donor funding.**

150. The disadvantage is that **many of these additional UNICEF staff are on contracts connected to specific project cycles rather than the Kosovo Programme as a whole,**[121] and many roles are filled by consultants engaged for the delivery of a specific product. When a project cycle ends, presumably the staff contract ends as well, unless a new project is elaborated with donor funding. This creates the potential for some volatility in staffing and for institutional memory loss. **There are also challenges for maintaining follow-up, relationships, and support to specific actions or partners if the staff involved are connected to project cycles.** Interviews with stakeholders noted that UNICEF found it challenging to provide sufficient follow-up or investment of time to initiatives once they have ended, and stakeholders sometimes perceived UNICEF's focus shifting quickly, depending on donor and funding availability.

151. For the Kosovo Programme as a whole, the distribution of staffing among the programme pillars becomes linked to the availability of OR. Programme components with fewer project resources (OR) will have less staff available, regardless of overall programme objectives and outputs. The programme component with the fewest OR resources is the CRM and Social Policy component. Given the importance of evidence and data in UNICEF's programming in Kosovo, **it is the opinion of the ET that the staffing levels for CRM and Social Policy are particularly insufficient to meet the objectives of the programme component**.

152. One **subtle external challenge that affected the results was the different timelines for planning among UNICEF, Kosovo Institutions, and donors**. UNICEF programming is predicated on five-year strategic plans. Kosovo Institutional volatility implies that plans and priorities shift more rapidly as institutional turnover occurs. Donor project cycles tend to be shorter (usually between one and three years). Balancing the timing among these three processes can present challenges for alignment and continuity, and it needed to be factored into the design of programme interventions and linked to the proper calendar for creating new legislation.

153. Internally, UNICEF staff members cited concerns regarding capacity for procurement during times of high stress or when establishing new types of relationships, working with new counterparts, or aligning systems among joint collaborations. For example, payments to enumerators when Kosovo Institution regulations differ from UNICEF regulations was seen as a problem. Even with these internal concerns, however, ***externally*** **UNICEF is seen as timely in responding to unexpected events**. During the interview phase, the COVID-19 pandemic response had just begun in Kosovo, and respondents consistently emphasized that UNICEF was the fastest responder to mobilize support to affected populations. **The budget**

[121] This is referring to UNICEF staff whose contracts are linked to a project cycle rather than the Programme cycle. This does not include the funding from projects that are used to contract consultants.

structure allows for flexibility, and there is also enough trust with established donors to make rapid adjustments.

154. UNICEF staff and the main stakeholders affirm that the majority of activities have been delivered within intended timeframes. UNICEF operates on an annual work plan for multiple sectors. Midterm and annual reviews are conducted. During these exercises, UNICEF consults with partners to agree on plans and timelines. The only cited instance requiring a timeline adjustment was the functional review of the Rule of Law Sector, which started in 2016; ongoing political changes prevented its timely conclusion. External stakeholders did note that certain project activities with education stakeholders were delayed due to a teachers' strike. However, this was not considered to be a project delay since it was due to external factors. In terms of overall programming efficiency with respect to budgeting, resourcing, and utilization, Table 9 profiles financial efficiency by programme area.

TABLE 13: FINANCIAL INFORMATION KOSOVO PROGRAMME 2016–2020 (AS OF JANUARY 2020) [122]

Outcome	Planned (USD)	Funded (USD)	Percent[123]	Utilized (USD)	Percent[124]	Observation
Health & Education (ECD)	5,066,637	4,060,780	80%	2,895,372	71%	Underutilization primarily from a Luxembourg grant SC170367.
CRM	3,539,987	2,877,476	81%	2,264,002	79%	CRM received more funding than planned. Social Policy underfunded substantively by contrast.
Child Protection	3,690,309	3,027,656	82%	2,618,864	86%	Largest utilization shortfall related to a global Child Protection grant.
ADAP	3,143,431	3,247,513	103%	2,480,098	76%	ADAP received more funding than planned. Largest contribution to underspending percentage is related to an Austrian grant (6% spent).
Other[125]	805,516	476,359	59%	449,837	94%	Largest shortfall of funded versus planned is in Programme Coordination (about 33%).
Total	16,245,880	13,689,784	84%	10,706,023	78%	Funding commitments generally matched planned except for the programme effectiveness outcomes and programme coordination which were significantly underfunded compared to planned.

155. **The Kosovo Programme 2016–2020 was able to fund about 84 per cent of the planned budget for the cycle.** Of the funding available, the Programme reported utilizing 78 per cent to the reporting date (December 2019). The estimates of utilization are not precise because the reported financial information is from January 2020, and there remains one more year of implementation that will affect final utilization numbers. Estimating equal distribution of funding across a five-year cycle would imply that expected utilization at this point should be 80 per cent. Therefore, almost all of the profiled programme components are within expected parameters based on available data.

156. The **most significant funding shortfall pertained to the programme coordination, programme effectiveness, and social policy elements**. The social policy component was underfunded (about 67 per cent of planned), even though the overall outcome 2 was relatively well funded. For the other programme components, **four grants (among many in the financial table) represent the bulk of the shortfall in utilization**. The ADAP programme and Outcome 2 received more funding than planned

[122] From Summative Kosovo Programme Implementation Report (2016–2020), January 13, 2020.
[123] Difference between planned and funded for the Kosovo Programme.
[124] Difference between funded and how much of budget was spent.
[125] Management, Programme Effectiveness, Evaluation Research.

during the Kosovo Programme cycle. It is noteworthy perhaps that it was these two components that had received significant special investment in the Kosovo Programme 2011–2015 as well: they are two pillars of UNICEF's reputation (youth and evidence) in the Kosovo Programme 2016–2020 cycle, according to interviewed respondents.

157. **Duplication of efforts is one concern within Efficiency**. Respondents noted that there were moments when the UNICEF programme overlapped with other programming or invested in setting up parallel structures. One example was that in one municipality UNICEF opened a youth hub in the same street where a Kosovo Institution Youth centre was already located – leading some to question whether the UNICEF hub could have been integrated centrally in some way to combine forces. It should be recognized that UNICEF programmes are also sometimes duplicated by others. The popularity of the UPSHIFT model and its emphasis on market integration and employability has led other external actors to develop similar programmes, but not in collaboration with existing UNICEF programming in this field.

4.5 Sustainability[126]

Summary of Findings – Sustainability

1. There is a conceptual divide between UNICEF and Kosovo Institutions regarding sustainability. Kosovo Institution representatives tend to discuss sustainability from the perspective of strengthening systems. UNICEF personnel and NGO stakeholders tend to discuss it from the perspective of the scale-up of models.
2. Whether for sustainability or for scale-up, the Kosovo context contains barriers and bottlenecks for delivery of services that are considered pervasive and systemic. The largest number of barriers are related to the institutional systems dimension, although central level budgeting is still limited for child friendly policies.
3. Focused attention on municipality-level engagement for the scale-up of models is a high priority in the new Kosovo Programme and requires identifying and cultivating additional partnerships and relationships at the central and local levels.
4. There is limited evidence regarding the elaboration of Kosovo Programme exit strategies that outline the conditions necessary for transitioning from institutional support or programmes. As a result, when projects end, support is often seen – by Kosovo Institution representatives – as terminating too soon and too abruptly.
5. There is limited evidence of a documented strategy outlining the conditions, processes, and expected evolution required for UNICEF models to be taken up by local institutions.

158. Sustainability can be interpreted through different lenses. Is sustainability focused on the capacity of institutions to deliver services, or is it focused on the capacity of discrete models or initiatives to be carried forward? The former would imply strategies related to the strengthening of systems, mechanisms, and resources to allow Kosovo Institutions to function effectively and deliver quality services. The latter would concern how to integrate specific models or specialized services into an existing system. For the purposes of clarification in this section, the former concept will be referred to as *sustainability* and the latter as *scale-up*. Although in some respects, the same bottlenecks or barriers may be associated with either concept, different implications arise regarding the prioritization of bottlenecks or their point of entry.

159. UNICEF Kosovo Office respondents referred to both of these forms of sustainability, but how sustainability was discussed depended on the stakeholder category involved. **Kosovo Institution representatives tended to discuss sustainability from the perspective of strengthening systems. UNICEF personnel and NGO stakeholders tended to discuss sustainability from the perspective of scale-up of models.** For example, UNICEF stakeholders would hold that the institutionalization of the home visiting programme was an example of system strengthening. In contrast, Kosovo

[126] This section explores the extent to which the programme interventions can be scaled up and to what extent the capacity of Kosovo Institution partners will ensure the sustainability of programmes and Kosovo Institution delivery of services.

Institution representatives made observations that the health system is not yet strong enough to effectively manage the home visiting programme. While both approaches are important, the relative starting points of the respective stakeholders will shape how sustainability is assessed.

4.5.1 Bottlenecks, Institutionalization, and Scale-up[127]

160. Whether for sustainability or for scale-up, **the Kosovo context contains barriers and bottlenecks for service delivery that are considered pervasive and systemic**. The evaluation applied a capacity strengthening framework that covers three dimensions.[128] The first dimension is referred to as the Enabling Environment and includes elements such as the policies and resourcing from Kosovo Institutions. The second dimension is the Institutional Systems and Mechanisms such as procedures, standards, curricula, guidelines, job descriptions, monitoring, and accountability. The final dimension is Individual Technical Capacity, such as the specific technical skills that individuals within Kosovo Institutions may have for implementing their duties and responsibilities. The global UNICEF Strategic Plan's implementation strategies link to respective dimensions. For example, evidence generation and advocacy would address policy and resourcing bottlenecks. The promotion of models of good practice could be considered a means to address institutional bottlenecks, while capacity development would support individual technical capacity limitations.

161. The Kosovo Programme Document outlined a wide range of bottlenecks at the time of design, and subsequent annual reports noted important bottlenecks for each programme area. Similarly, during the evaluation interviews, stakeholders across all levels said that Kosovo has sophisticated policies, but that these are not implemented. Access by vulnerable populations to the benefits offered by existing services and policies is often limited. Table 15 presents some of the primary bottlenecks extracted from KII interviews and the document review aligned with these three dimensions. Some of the factors cited from interviews may have implications for more than one dimension and are listed twice when this is the case.[129]

[127] Combining EQ4.1a (Bottlenecks), EQ 4.1b (Models Scale Up), EQ 4.1c (Institutionalization) and EQ4.1d (UNICEF Kosovo Programme actions).
[128] Used by other agencies such as the World Food Programme and the Food and Agricultural Organization. See for example: 2017. WFP Corporate Approach to Country Capacity Strengthening (CCS) or FAO: http://www.fao.org/in-action/water-for-poverty-in-africa/tools-and-methodologies/capacity-development-framework/en/
[129] Kosovo Programme Document, Kosovo Annual Reports, SMR 2018.

TABLE 14: MOST FREQUENTLY CITED INSTITUTIONAL BOTTLENECKS

	KII Interviews	Annual Reports and Evaluations
Central Level	**Enabling Environment** • Need for further harmonization and coherence among different laws and policies[130] • Limited budget allocation for social policy and research **Institutional Systems and Mechanisms** • Political volatility and subsequent turnover in Kosovo Institution representation and staffing • Segmented approach to service provisions with limited coordination and coherence among different sectors • Limited Inter-Institutional coordination mechanisms for promotion of intersectoral strategies and policies • Dual system in the north (for accessing harmonized services) • Budget allocation processes and priorities (in terms of roles and responsibilities for budgeting between central and local levels) • Absence of reliable data at administrative, monitoring, and social statistics levels to inform policy decisions and implementation follow up **Individual Technical Capacity** • Turnover in Kosovo Institution representation and staffing	**Enabling Environment** • Lack of budget resourcing • Low public expenditure rates • Limited responsiveness of Institutions to children's rights • Decreasing donor presence **Institutional Systems and Mechanisms** • Political instability • Weak implementation of the legal and policy frameworks • Limited cross-sectoral collaboration • Lack of institutional capacities to generate reliable basic data for decision making • Limited coordination among sectors with overlapping mandates • Fragmented implementation **Individual Technical Capacity** • Turnover in Kosovo Institution representation and staffing
Municipal Level	**Enabling Environment** • Limited political will to persuade Municipality assembly to vote to plan and regulate social services resources or models **Institutional Systems and Mechanisms** • Limited awareness of relevance of proposed models and potential benefits • <Models only> Lack of clarity regarding transition plan from UNICEF promotion to Municipality uptake. • Limited municipal level capacity for planning, budgeting, and monitoring decentralized services • Lack of clarity regarding respective roles and responsibilities • Lack of coordination among municipal authorities, CSOs, and implementing partners on social services **Individual Technical Capacity** • <Models only> Lack of clarity regarding transition plan from UNICEF promotion to Municipality uptake. • Lack of clarity regarding respective roles and responsibilities	**Enabling Environment** • Lack of strategic development approach for Municipal level **Institutional Systems and Mechanisms** • Local level actors frequently not updated on changes in legislation or processes • Lack of capacity for budgeting, planning, implementing, and monitoring by municipalities • Limited capacities of local NGOs to provide requisite child services • Differential access to services by vulnerable and marginalized groups **Individual Technical Capacity** • Local level actors frequently not updated on changes in legislation or processes • Lack of capacity for budgeting, planning, implementing, and monitoring by municipalities • Limited capacities of local NGOs to provide requisite child services

[130] For example, the law on Child Protection does not refer to minimum standards foreseen in the law on Social Services.

162. Enabling Environment. T**he primary remaining bottleneck within the enabling environment was the limited resourcing available for adequate budget allocations to support the implementation of specific child-oriented policies**.[131] Through its policy component, UNICEF is seen as having made substantial contributions to the enabling environment. UNICEF is perceived to have contributed to the budget planning and development of the local plans, but primarily with respect to the off-budget components (donor-funded projects integrated into overall strategies). However, there is limited evidence regarding funding allocation within decentralization and municipal management. UNICEF has worked in this sphere, but only recently, according to activity tables.

163. Individual Technical Capacity. Individual technical capacity was cited as a bottleneck in both interviews and document reports. However, this may have been conflated with the existence of institutional mechanisms, because at the same time, stakeholders consistently noted that they perceived that needed individual technical capacity was available within the system at the central level. This does vary depending on which ministry or sector is involved, but this dimension is not seen as a primary bottleneck for sustainability. This is reflected in the relatively few bottlenecks cited in interviews or documents related to individual capacity. The one exception to this is at the level of the municipalities, where municipal actors – authorities and NGOs – were perceived to need further capacity development to carry out the necessary roles and responsibilities.

164. Institutional Systems. **The largest number of barriers cited are related to the institutional mechanism dimension,** including coordination processes, clarification of roles and responsibilities, accountability mechanisms, reporting, and so forth. During the 2016-2020 Programme, the UNICEF Kosovo Office often **took a tactical approach, temporarily addressing institutional bottlenecks through projects implemented with donor support. However,** institutional bottlenecks need to be permanently filled through the allocation of national budget resources, the integration of support by auxiliary systems (human resources, performance reviews, capacity development, instruction guidelines for institution representatives, and so forth), and the development of a trained cadre of technical personnel able to manage and implement these mechanisms. A project-oriented approach would be to develop a temporary system of support by developing a specific product or funding a particular mechanism with resources from donors. The limitation of these approaches is that the product, mechanism, or resourcing is linked to a donor project cycle. Once the cycle ends, the institutional bottlenecks often return. In addition, UNICEF has pursued approaches that seek to strengthen access to services for specific populations (for example, children with disabilities getting access to education) rather than clearing bottlenecks that limit the quality of the services. For example, stakeholders in the north mention support to Kosovo Serbs through foster care (starting with awareness raising and addressing social protection systems and approaches to foster care), rehabilitation of educational infrastructure, and investment in water and sanitation in schools. Stakeholders also noted contributions to increasing access to preschool for children from rural areas through the opening of ECD centres and inclusive UNICEF policies and care of children with disabilities. While popular, **there are challenges to sustainability since temporarily filling structural gaps through short term donor projects may not create the systems for sustaining the gaps once a project or intervention ends**.

165. There are examples of successful system-strengthening interventions within the Kosovo Programme documentation. In the Child Protection component, the EU evaluation and stakeholder interviews reveal that UNICEF contributed to the establishment of a juvenile justice system model in Kosovo. This model has helped overcome system barriers, such as attitudes toward alternatives to detention and the required systems for collaboration between the probation and correctional services. At the central level, juvenile justice is now

[131] Not dependent on donor project funding to sustain

seen as a priority for the Kosovo Institutions in terms of legislative development and implementation. Similarly, UNICEF has supported municipal efforts to include or increase a dedicated budget line for social work centres by supporting the development of the laws on social services and on local finance, including a social grant. UNICEF interventions in the area of education and health ensure national coverage, and almost all involve the participation of local-level governments. Although the actions are considered scalable by education stakeholders, questions were raised regarding the capacity of the central level to continue these efforts without UNICEF support. In the ADAP programme, there are ongoing efforts to integrate the UPSHIFT model into the secondary education curriculum as a means of scaling up access. Furthermore, through the CRM programme, UNICEF has supported the improvement of basic administrative data in health, education, and other sectors.

Transitioning from UNICEF Programme Support

166. There are three important considerations related to transitioning and scale-up of programmes: 1) tracking the bottlenecks to ensure that they have been addressed, 2) transitioning UNICEF support, and 3) promoting uptake and scale-up of models.[132]

167. 1) Tracking the bottlenecks chain. As mentioned earlier, respondents consistently noted that there is a chain of bottlenecks and systemic factors that inhibit the realization of central-level policies to cascade benefits to affected populations. The Kosovo Programme 2016–2020 also outlines a list of bottlenecks, and in the design process, UNICEF consults with other actors to see how they are being addressed. However, there is a lack of documentation connecting the chain of bottlenecks and outlining how the approaches will contribute to their alleviation. Therefore, the actions addressing institutional systems have **tended to be episodic, often embedded within a specific project, rather than an explicit strategy** based on a documented analysis of all the institutional factors contributing to bottlenecks**.**

168. This episodic quality varies among the programme components, with some having a more predefined mapping of bottlenecks and strategies for tracking progress. A review of the Theories of Change and the programme assumptions for each component shows that interventions tend to be heavily inclined towards either the enabling environment or individual capacity strengthening. Change strategies outlined in the ToCs are oriented towards awareness raising and advocacy (creating political will), transferring knowledge, and providing information (for awareness raising). However, for the Kosovo Programme as a whole, although there were institutional bottlenecks described during the design phase, there is limited evidence of an ongoing **systematic mapping and prioritization of institutional bottlenecks on selected issues from the central to local levels. This mapping could be used to track "the flow" of effects from policy to affected populations.**

169. 2) Transitioning Institutional Support. **There is limited evidence regarding the elaboration of Kosovo Programme "exit strategies" that outline the conditions necessary for transitioning from institutional support or programmes**. For example, in the new Kosovo Programme 2021–2025, there has been a shift from juvenile justice to ECD and youth without describing how the transition was to be accomplished or articulating the conditions that would allow for a shift away from juvenile justice. There is a range of ancillary systemic bottlenecks that impede the realization of project benefits. However, the systems themselves may also not be sustained. For example, in collaboration with the Kosovo Chamber of Advocates the UNICEF Kosovo Programme has significantly contributed to lawyer specialization in juvenile justice. The ending of the project – and financial support and technical accompaniment – could result in the reversion of project gains, given that there is still a need to standardize the capacity-building component and unify training modules. The Kosovo Programme Document does not adequately prescribe

[132] Scale up of the ADAP models was covered in the ADAP Outcome section of the Effectiveness chapter. This section is exploring the uptake of models by Kosovo Institutions across the Kosovo Programme as a whole.

the pre-conditions needed to consider transitioning, nor does it outline what a transition process would look like. As a result, **when projects end, support is often seen – by Kosovo Institution representatives – as terminating too soon and too abruptly**.

170. Model Uptake and Scale-up. **There does not appear to be a documented strategy outlining the conditions, processes, and expected evolution required for UNICEF models to be taken up by local institutions**. This element is the fifth step in the implementation strategies generally employed in the Kosovo Programme Document 2016–2020 (uptake of models and institutionalization). There appears to be a gap in the Kosovo Programme Document outlining which conditions are necessary for uptake of models by Kosovo Institutions (at either the central or local level) and which systems need to be targeted for strengthening before this uptake can occur. There is a sine qua non document from the Regional Office that describes the vision for scale-up and uptake, but this was not referenced by UNICEF stakeholders or Kosovo Institution stakeholders during interviews. Nor are there KPIs in place for assessing the degree to which institutional capacity has been strengthened or targets for when it is sufficient to move to transition. Because of these document gaps, scale-up approaches may be well considered, but are difficult to monitor against progress. The current strategies for scale-up have targeted individual municipalities within the overall decentralized governance structure in order to convince municipal authorities to integrate models into the planning, budgeting, implementing, and monitoring of municipalities. Further scale-up may be dependent on accessing central-level systems that supervise local level decision making. **Advocacy efforts to increase national-level ownership appear to have influenced Kosovo Institution stakeholders in terms of articulating the importance of scaling up attention to children's rights, but this has not come with a subsequent increase in funding or revision of institutional systems to further these efforts**.

4.6 Synergies[133]

Summary of Key Findings – Synergies

1. UNICEF Kosovo Office stakeholders can provide examples of internal cross-sectoral synergies, although these are often at the level of activities rather than outcomes.
2. There is evidence of a recent increase in inter-sectoral actions within the Kosovo Office, particularly within local-level operations.
3. UNICEF has created, cultivated, and maintained good relationships across multiple levels of stakeholders and is trusted and respected at multiple levels.
4. UNICEF is seen by UN agencies as a good partner in terms of supporting the UNSDCF planning processes.
5. The UNICEF Kosovo Office is strategically well positioned within the UN Kosovo team and supports several UN thematic groups such as operations, youth, and M&E/SDG. However, there is a need to further strengthen the external synergies on joint programme implementation.
6. The UNICEF Kosovo Office has made considerable achievements in evidence, advocacy, and policy development, and UNICEF plays a strong normative role for children's rights. The primary gaps in the ToCs are related to the strengthening of institutional mechanisms to connect policies and legislation with operationalization to vulnerable populations.

171. Synergy is disaggregated into two dimensions. *Internal synergy* describes the degree of Intersectorality and coordination within the UNICEF Kosovo Programme. *External synergy* involves the extent of Kosovo Programme coordination with other actors, including Kosovo Institutions, the UN, and development partners.

4.6.1 Internal Synergy: Intersectorality

172. **UNICEF Kosovo Office stakeholders can provide examples of internal cross-sectoral synergies, although these are often at the level of activities rather than outcomes** (for example, basic data technical support from CRM to Education or the

[133] Combined EQ5.1a (Intersectorality) and EQ5.1b (Coordination).

application of an ADAP module in Child Protection). There is limited evidence of a logical framework or ToC in the Kosovo Programme Document 2016–2020 connecting intersectoral activities to strategic objectives or outcome-level synergy. UNICEF interviews noted that people perceive a tendency for each programme component to work in relatively siloed approaches. Examples reported to the ET during interviews included programme staff being unaware that they were sharing the same implementing partner with another programme or Kosovo Institution representative for a particular activity.

173. **In contrast, the analyses of activities and outputs highlighted in the Annex 3 tables depict greater internal synergies than stakeholders described in evaluation interviews**. Much of this internal synergy pertains to support by the CRM and Social Policy programme component towards other programme pillars. The CRM and Social Policy components have built synergy with the other pillars by providing support to Kosovo Institutions in Health, Education, and other areas in order to collect and organize basic administrative data and monitoring systems. The social policy dimension of the pillar also provides much of the support for policy elaboration within the other programme components, and it is the primary point of connection to the national civil society networks (such as KOMF) as well.

174. There are two examples of Intersectorality in the programme documentation regarding programme pillars that do not involve CRM. The first is through the application of the UPSHIFT model within the child protection juvenile justice programme at a correction centre, as described in the 2019 annual management reports and the Juvenile Justice Evaluation. The other example was the ECD component of the education and health sectors, which linked these two sectors at the point of the mother and child, as described in the SMR 2018 document. Kosovo Institution stakeholders noted that this conceptualization of ECD was seen as innovative in context and provided a model for institutional intersectionality.

175. **There is evidence of a recent increase in intersectoral actions within the UNICEF Kosovo Office, particularly within local-level operations**. For example, stakeholders noted that having a zone office in Mitrovica helps UNICEF address a range of priorities and needs in the north in an integrated manner. The office contains only a few staff who have to work cross-sectorally to link programmes conceptually and implement the discrete activities in each of the programmes. Another example of intersectoral engagement is through pilots at the municipal level, such as the Gjakova Fit for Children pilot or the piloted juvenile justice model in Lipjan. These municipality-based pilots allowed for UNICEF to create local-level synergies connecting multiple actors for intersectoral collaboration.

4.6.2 External Synergy: Coordination and Alignment

176. The coordination component has already been covered other sections. **UNICEF has created, cultivated, and maintained good relationships across multiple levels of stakeholders and is trusted and respected at multiple levels.** It is seen as operating in different positions and with different ministries – collaborating with central and local institutions, with a particular emphasis on sensitizing policies for children and vulnerable groups. UNICEF has a reputation for advocacy and for maintaining the visibility of the children's rights agenda among Kosovo Institution stakeholders through its coordination and engagement. To ensure alignment, UNICEF holds multiple consultations with institutional actors during reporting cycles throughout the year. UNICEF is also seen as active in supporting civil society through coordinated advocacy initiatives and technical capacity support to local NGOs.

177. Within the UN, UNICEF is positioned as a key agency to lead on specific thematic groups such as the M&E/SDGs, youth, social inclusion, and operations; and to support other agencies who take the lead on other thematic groups such as communications or gender. UNICEF is seen by UN agencies as a good partner in supporting the UNSDCF planning processes. UNICEF is also seen as the second largest UN actor in the Kosovo context, according to UNDAF figures, and it has a significant voice as a result. The UNICEF Kosovo

Office has good strategic relationships with UN partners and leads several UN thematic groups such as operations, youth, and M&E/SDG. However, there is a need to further strengthen external synergies with UN actors on programme implementation. Among the interviewed UN stakeholders, although UNICEF is leading or supporting a number of thematic groups, UNICEF's specific contributions to these groups were largely limited to the Data and SDG sector. By far, the most common contribution of UNICEF referenced by the UN stakeholders has been supplying evidence and data (such as the MICS). Other roles were not mentioned by partners, suggesting the importance of further synergies.

178. In terms of activities, **UNICEF operates somewhat independently of other UN actors, in some cases leading to activity duplication.** For example, there was only one activity jointly implemented by UNICEF and another UN agency cited, even though according to UNICEF records there have been five joint programmes implemented during the Kosovo Programme cycle 2016-2020: the Joint Programme on Domestic Violence in Kosovo 2 (2015-2017); UN Support To MCC Data (2016-2020); Gender Based Violence and Access to Justice (2018-2019); Empowering Youth for Peaceful Prosperous Future in Kosovo (2019-2021); and Improving Health of Women and Children of Kosovo (2012-2016). This may be a result of relatively limited institutional memory but could also reflect a perception among UN stakeholders regarding how visible or known UNICEF is as an actor in joint programming.

179. There were also some observations regarding coordination of activities among UN actors and Kosovo Institution. One situation cited in Kosovo Institution interviews was when multiple UN agencies worked with the same Kosovo Institution agency implementing relatively similar activities. The Kosovo Institution representatives noted that they often found themselves duplicating activities for each UN agency. Kosovo Institution stakeholders themselves did not report notifying the agencies of these overlaps or taking the initiative to convene the actors to create a consolidated approach. **This aligns with previous observations regarding relatively weak coordination mechanisms *within* the Kosovo Institutions themselves and may serve as a potential area for future UNICEF technical support**.

5.0 CONCLUSIONS

180. The findings from the Kosovo Programme 2016–2020 evaluation suggest the importance of maintaining a focus on strengthening institutional systems while operating within a volatile political context with limited internal organizational resources. The general paucity of reliable external data presents particular challenges for tracking the progress of UNICEF programming as well as the progress of improved operations of Kosovo Institutions. One subtle planning challenge is that programme development templates and donor project proposals often implicitly assume a stable Kosovo Institution environment or civil society environment within which to implement activities. The political volatility can slow down processes, as new transitions in Kosovo Institution offices will require renegotiation or reorientation of agreements and commitments as well as sudden shifts in policy emphases or Kosovo Institution priorities. This Conclusion section includes both the overall Kosovo Programme conclusion and the conclusions from the ADAP programme focus (Annex 13).

181. **Relevance**. The Kosovo Programme design was aligned with national policies and the United Nations Frameworks in place at the time and with the relevant Sustainable Development Goals (SDGs) and gender considerations. The UNICEF Kosovo Office has created, cultivated, and maintained good relationships across multiple levels of stakeholders and is trusted and respected at many levels – this provides good potential for convening multiple actors around issues. UNICEF is well positioned to influence national discourse and policy development and is seen as a legitimate advocate for child rights, with emphasis on vulnerable groups (specifically children with disabilities and Roma/Ashkali/Egyptian communities), social inclusion, and youth. The UNICEF Kosovo Office also has a reputation for being the agency "in the field", with models, projects, and direct interaction with affected

groups. Building sustainability and the scale-up of models are important considerations for UNICEF programming support and institutional strengthening.

182. **Implementation Approaches and Comparative Advantage**. UNICEF's scope of support for Kosovo Institutions is expansive and includes four key areas for consideration: a) improving quality of services, b) improving access to services, c) modelling integrated and specialized services for subsequent uptake, and d) supporting and advocating for social inclusion of specific population groups (such as the Roma, Ashkali, and Egyptian communities). These are practical examples of the operationalization of UNICEF Strategic Plan implementation strategies – especially with respect those related to evidence generation, model promotion, and capacity development. The UNICEF Kosovo Office has a very strong position and recognition in evidence generation (MICS), advocacy, and youth work. UNICEF gained momentum and strongly positioned itself with the MICS and the advocacy initiatives and is the partner of choice. The UNICEF Kosovo Office has a widely recognized positive reputation – a good branding image in the Kosovo context – and is seen as having good communication with a solid social media foundation. Among the other approaches, the leveraging of partnerships is good with Kosovo Institutions and NGO partners, though more could be done with private sector partnerships and South-South cooperation. UNICEF has two significant positioning strengths in Kosovo that could be further consolidated. First, the coordination, convening, and leveraging potential of UNICEF is substantial – for Kosovo Institutions partnerships and civil society. This coordinating, leveraging, and convening potential could serve as a core foundation of all actions. Second, UNICEF's reputation as the evidence agency provides an opportunity for more systematic tracking of progress against both central- and local-level engagements

183. **Implementation Approaches and Transition.** The implementation approaches are considered relevant, and the UNICEF Kosovo Office is seen as strong in the use of evidence for policy and advocacy, and the development of models and capacity development through the temporary support of project funding for the provision of resources or delivery of products (such as a curriculum for education or a training manual). The transition of models to municipal- or central-level uptake and scale-up remains a challenge due to systemic bottlenecks. The most common bottlenecks are found in the institutional systems.[134] The Kosovo Programme has contributed significantly to the enabling environment through evidence generation and policy development – although much more needs to be done on budget allocation advocacy. The Kosovo Programme has also made significant contributions to capacity development through trainings – although this too is hampered by the periodic rotations of personnel within Kosovo Institutions. Within the institutional mechanisms, the KO has often taken an approach that provided temporary support to institutional mechanisms through short-term projects that provided financial support, technical assistance, or the delivery of specific products (for example, curriculum, models, manuals) to address the institutional systems. Transitioning from UNICEF support for enabling environments and individual technical capacity dimensions are not considered problematic (except for budget allocations). However, transitioning from UNICEF support for institutional mechanisms remains a challenge because after the project cycle ends, these temporary supports often are not able to be maintained. Of the three types of bottlenecks (enabling environment, technical capacity, and institutional mechanisms), there is particular interest among Kosovo Institutions stakeholders for deeper engagement on the long-term strengthening of institutional mechanisms. Operationally, the UNICEF Kosovo Office is seen as being very flexible and responsive to emergent issues and opportunities. One of the challenges for adaptiveness is that as priorities shift, other priorities are marginalized, and the transition has not always been clearly understood by external stakeholders. The absence

[134] For example, Instructional guidance on the implementation of policies, job descriptions, staffing, planning, monitoring, and reporting frameworks, performance assessments, budgeting allocations, procurement regulations, defined roles, and responsibilities among actors, and so forth.

of pre-established criteria for transitions or a mapping of ancillary systemic bottlenecks further complicates transitions in this dimension.

184. **Effectiveness and Tracking Progress.** Even though there is substantial affirmation for UNICEF Kosovo Office accomplishments in programming, the actual quantification of UNICEF Kosovo Office effectiveness is constrained by the limited degree of internal monitoring due to lack of data availability. The overall impact of UNICEF contributions are muted because even as programme interventions deliver products, the benefits of the interventions often do not materialize for the affected populations because of ancillary systemic bottlenecks that need to be addressed (such as a lack of budgeting, institutional systems, or planning procedures). There are other actors who have mandates for strengthening the mechanisms of the Kosovo Institutions, and it may not be UNICEF's mandate to engage in all of these elements. However, UNICEF's normative mandate to advocate for child well-being, combined with UNICEF's leveraging and convening strengths, does give it an avenue for mobilizing actors to address particular bottlenecks in concert. Furthermore, UNICEF's reputation as the evidence agency provides an opportunity for tracking how institutional bottlenecks are being addressed by UNICEF and other actors. Tracking progress on institution building in the new Kosovo Programme Document could be further strengthened by adapting a structured framework (such as Enabling Environment, Institutional Systems, and Technical Capacity), which could serve as an important point of reference to establish milestones for measuring progress at both the central and municipal levels.

185. **Efficiency.** UNICEF staff are seen as open to new opportunities and highly collaborative. They are perceived as dedicated and passionate, and there are many long-term staff with connections and experience. The UNICEF Kosovo Office has a relatively small staff and multiple vacancies, which can limit mandates. Staffing, programming, and knowledge management improved considerably in the second half of the 2016–2020 Kosovo Programme cycle. There are no significant issues in terms of efficiency, with UNICEF having a reputation for timely implementation and reporting. There are some examples of possible duplication of efforts among agencies, and there is a reputation for limited follow-up with stakeholders upon the completion of project cycles. Different UNICEF, Kosovo Institution, and donor timelines have a subtle effect on staff composition and may be one impediment to meaningful follow-up on project interventions.

186. **Sustainability and Scale-up.** A conceptual divide exists among stakeholders on what elements are involved in sustainability. Stakeholders in Kosovo Institutions tend to discuss the sustainability of institutional systems, while UNICEF and NGO actors tend to discuss this concept in terms of the scale-up of models. While some overlap exists between these two perspectives, they imply different approaches. Even so, the widespread recognition of an array of bottlenecks and barriers that limit the implementation of policies at the local level suggests the need for more systematic concerted efforts targeting multiple institutional bottlenecks simultaneously. UNICEF is seen as having the potential leverage and reputation to focus more persistently on commonly identified bottlenecks such as central- and local-level planning, budgeting, and monitoring processes, as well as additional ancillary systemic bottlenecks not yet identified. Focused attention on municipality-level engagement for the scale-up of models is a high priority in the new Kosovo Programme Document and requires identifying and cultivating additional partnerships and relationships at the central and local levels.

6.0 LESSONS LEARNED AND RECOMMENDATIONS

6.1 Lessons Learned

187. Lessons learned for individual programme components have been reflected throughout the narrative and are summarized in the Annex 4 for each of the individual programmes. For the programme implementation, there are some lessons learned particular to the Kosovo

context, others that are generalizable to the ECARO context or UNICEF in general, and others that are relevant for the global implementation of the ADAP models.

TABLE 15: LESSONS LEARNED BY LEVEL

	Lessons
	General Lessons Learned (ECARO or UNICEF Global)
1	A project may be successful in implementation but still have limited impact on end users. There exists a long chain of systems required to bring policies to implementation. A wide array of inter-connected bottlenecks[135] exist that limit the operationalization of policies all the way to the local level, suggesting the need for a more systematic approach to institutional system-strengthening actions. **The benefits of successful projects may not reach the affected populations because of other systemic bottlenecks that need to be addressed in concert.**
2	As with many countries in the region, the Kosovo context is **highly decentralized in governance,** with many new laws, and supported by multiple international organizations. Operating in the decentralized context is important for reaching hard-to-reach populations. Factors contributing to success include direct engagement with mayors, connecting with new partnerships at the central level (such as the Ministry of Local Governance or the Association of Municipalities), and intersectoral coordination among technical directorates and civil society actors at municipal levels.
3	Access to services and the quality of the services provided are both important. However, stakeholders may prioritize them differently. **There are differences in perspectives between UNICEF Kosovo Office stakeholders and Kosovo Institutions regarding what system strengthening means**. This may be true for other ECARO offices as well and warrants further investigation. In Kosovo, UNICEF's approach has emphasized: a) improving *access* to services, b) *modelling integrated and specialized services* for subsequent uptake, and c) supporting and advocating for *social inclusion of specific population groups* (such as the Roma, Ashkali, and Egyptian communities). By contrast, Kosovo Institution representatives prioritize system strengthening for improving the *quality* of the services available. One implication of this distinction is that the promotion of the uptake of models focused on inclusion may not automatically be seen as system strengthening by Kosovo Institutions.
4	UNICEF's primary approaches for facilitating the uptake of models have been to focus on the enabling environment (policy alignment, resourcing) and on technical capacity building of individuals in the system. However, the scale up of models requires not only an enabling environment (policy alignment and resourcing) and technical capacity, but **also sufficient institutional mechanisms to support uptake (e.g. staffing, budget support, administrative data management, and so forth).** An assessment of the strength of these institutional systems should be a precondition for the uptake or transition of models.
	ADAP Models Implications (Global Programming)[136]
5	The ADAP models are highly valued, but stakeholders point to a wide array of possible benefits to which the models contribute. This suggests that **some of the specific impacts of the models may be diluted if they are seen as a "universal remedy" for all issues.** Possible directions to consider in future programming would be to sharpen the objective focus for the youth models – especially UPSHIFT – in order to develop a more targeted set of actions linked to a measurable outcome. This could involve a review of module activities based on alignment with the objective or further fine-tuning the ADAP ToC to orient to this definition.
6	Participating **youth would benefit from longer-term accompaniment and follow-up beyond the range of the specific training activities or the social projects.** It would be helpful to consider how to integrate long-term follow-up into the youth models, including the long-term accompaniment activities. UNICEF could consider creating a long-term empowerment package (integrating ADAP programmes into a package with a duration of more

[135] For example, budgeting allocation, staffing levels, performance reviews, instructional guidances, software development, knowledge management processes, registration processes, municipal budgeting allocations, legal orientations and so forth.
[136] These observations are in response to the extra mandate to explore the ADAP programme and include triangulation with the tracer study findings as well.

	than one year), with youth cohorts engaged in that programme for longer-term capacity building and empowerment. This could potentially involve interlinking the models and providing an opportunity for the cohorts to participate throughout an entire sequence of models.
7	Seed **funding or at least some degree of long-term accompaniment appears to be crucial for the models.** The seed funding mechanism has proven to be surprisingly robust in the sense that a significant percentage of the social projects continue well beyond the timeframe of the project activities. The seed funding cohorts also show substantially higher levels of empowerment, critical thinking, and integration compared to the other cohorts and models, and the differences are stark. Cohorts from training-only activities are more similar to excluded applicants than they are to the seed-funding cohorts.
8	The **competitive selection process may have unintentionally targeted youth who were already empowered and integrated into markets**. Working with less empowered and harder to reach youth may require revising the types of activities, their timing, and the selection processes.
9	The **existing ADAP tools show similar pre-post scores and long-term scores for readiness, empowerment, and market integration, even though respondents do report perceiving their capacities to have been improved**. This may be due to respondents tending to overrate their capacities on self-reporting assessments. Modifying the monitoring tools for the ADAP models and developing instruments that do not rely on self-reporting may help identify more subtle changes over time. This could include developing alternative monitoring tools that reduce social desirability bias, elaborating a set of intermediate indicators for tracking capacity strengthening, and specifying which social objective is being targeted by the programming.
10	There is potential to include private sector support in the youth modules – especially in the UPSHIFT and PONDER modules, which include social projects or internships. In addition to providing opportunities for internships, business networks could be pursued for expanded investment funding to support youth social projects, including additional business training for management of small businesses. However, **private sector engagement should be linked in such a way as to consider how it will contribute to the strengthening of systems or mechanisms within central- and local-level Kosovo Institutions.**
	Kosovo Context Implications
11	Programme development and project templates often **implicitly assume a stable government or civil society environment** within which to implement activities. Political volatility can slow down processes, as new transitions in government offices entail renegotiation or reorientation of agreements and commitments, as well as sudden shifts in policy emphases or government priorities. This requires the UNICEF Kosovo Office to constantly make internal programming adjustments to take account of ongoing political and civil volatility.
12	Tracking **progress on institution building in the new Kosovo Programme (2021-2025) could be further strengthened by adapting a structured framework** (such as Enabling Environment, Institutional Systems, and Technical Capacity), which could serve as an important point of reference to establish milestones for measuring progress at both the central and municipal levels.
13	The **lack of data availability and the harmonization of data both internally in the UNICEF Kosovo Office and externally with Kosovo Institutions inhibit knowledge generation for evidence-based decision making.** Internally, tracking progress towards outcomes can be strengthened by strengthening the internal monitoring frameworks to articulate the linkages more specifically from implementing partner activity reports to the achievement of intended UNICEF Kosovo Programme outputs and subsequent contribution to UNICEF Kosovo Programme outcomes. Externally, the elaboration of central-level frameworks and accountability plans can make an important contribution to evidence-based analysis.
14	UNICEF has a strong normative aspiration to **reach the most vulnerable** and has commissioned a wide range of studies and analyses to identify these groups. However, reaching

	these groups through project activities has been challenging in the current programme cycle because of a range of factors, including: a) **"ancillary systemic bottlenecks"** in Kosovo Institution systems (home visiting); b) **unintentional selection bias** in project participation (ADAP); and c) **collective social norms** inhibiting access (ECD centres). **Maximizing outreach to the most vulnerable will require a systematic review of all three of these dimensions for any specific intervention or programme focus.**

6.2 Recommendations

188. The recommendations are structured to link the dimension of desired change, the recommendation, and the sub-recommendations that could be considered possible options for achieving the desired change. There are six recommendations for the Kosovo Programme 2021–2025 and two recommendations specifically focused on the youth models UPSHIFT, PODIUM, and PONDER, based on the lessons learned from the Youth Tracer Study. The primary orientation of these recommendations is towards a) supporting increased linkages in the cascade from policy to the implementation of services to affected populations; b) increasing shared understandings regarding sustainability; and c) improving frameworks for identifying and monitoring the contribution to impact.

TABLE 16: RECOMMENDATIONS

Change Desired	Recommendation	Timeframe Responsibility
Resourcing System Strengthening has been successful in terms of the elaboration of policies. However, resourcing – especially budgeting – to support the implementation of these policies is still inadequate for implementing the policies.	**Recommendation 1: Budgeting**. UNICEF Kosovo Office should advocate and provide policy advice for adequate costing and budgeting of its elaborated child-focused policies and strategies that have been supported by UNICEF including: i. Identification of 2–3 pilot strategies relevant to the new programme cycle strategies. ii. Commissioning of costing studies for implementation of policies at central and municipality levels and identifying avenues and systems for financing selected policies iii. Defining capacity-building work required for orienting central- and local-level actors on the implications of budgeting and legislative frameworks	Within the next 9 months Deputy Head of Office, UNICEF Kosovo Office Programme Managers
Institutional System Strengthening (*Bottlenecks*). After the establishment of policies and public financing, a wide array of institutional bottlenecks exists, preventing the benefits of policies and projects from reaching affected populations. To strengthen an overall system, all elements need to be considered and in place for the flow to reach affected populations.	**Recommendation 2: System Bottleneck Mapping**. UNICEF Kosovo Office should develop a bottleneck analysis that outlines the linkages among the array of institutional bottlenecks that hinder the translation of policies into services for children in selected policies. The analysis would not only outline factors, but also map which actors are to address them and how they intersect with UNICEF technical support, including but not be limited to: i. Advocating for and influencing the need for increased human resource capacities for implementation of selected policies ii. As necessary, convening actors for strengthening partnerships and collaboration between central level, municipalities, and civil society or private sector iii. Identifying joint collaboration opportunities for implementing system strengthening activities– including joint programming options with other UN actors. iv. Defining the exit strategies from the onset of the initiation of UNICEF support	Within the next 9 months Deputy Head of Office, UNICEF Kosovo Office Programme Managers
Institutional System Strengthening (*Uptake and Scale-up of Models*). The institutionalization (uptake) and scale-up of specialized services and models are important for children's	**Recommendation 3: Institutionalizing Models Framework**. The UNICEF Kosovo Office should develop a mapping framework that outlines the conditions and procedures for uptake and scale-up of UNICEF models prior to implementation of models. The framework should outline the linkages among the array of central- and local-level factors that may prevent successful institutionalization and identify approaches that may address these factors. The framework may	Within the next 24 months Head of Office,

rights, even if the uptake of these models cannot be automatically assumed to represent system strengthening. The successful institutionalization or scale-up of models by municipalities or central-level actors has faced challenges, although success factors have been identified from piloted efforts during the Kosovo Programme 2016–2020. There is a need for a more systematic mapping of an institutionalization of models strategy to provide a checklist for uptake and scale-up that also takes into account contextual factors and the implications for uptake and transition.	include (but not be limited to): i. Describing the preconditions necessary among municipality systems to begin the institutionalization of models from UNICEF support ii. Identifying mechanisms for adequate resourcing of models, including potential private sector partnerships iii. Identifying the relevant central-level ministries to be involved in supporting institutionalization at municipalities iv. Commissioning costing studies for identifying the necessary budgeting of auxiliary resources appropriately (such as transportation, staffing, or workloads) v. Describing standards for implementation of models vi. Clarifying expected roles and relationships between and among municipal actors, including institutions, NGOs, or private sector actors, and articulating the joint collaboration opportunities for system strengthening **Recommendation 4: Private Sector Engagement.** Private sector engagement in UNICEF programming needs to be considered and integrated in such a way that it contributes to the long-term strengthening of Kosovo Institutions – especially at the decentralized levels.	UNICEF, Kosovo Office Programme Managers
Civil Society Strengthening. UNICEF Kosovo Office has played an important role in facilitating the emergence of networks such as the KOMF, the Disability Forum, and the network of implementing partners whom UNICEF supports. However, there are opportunities for increased expansion of networks, including the integration of youth structures and ECD centres, along with other civil society actors.	**Recommendation 5: Civil Society Networking.** The UNICEF Kosovo Office should develop a strategy for building on and strengthening existing civil society relationships to build expanded webs of networks connected to relevant foci for the new programme cycle that can be used to strengthen municipal-level engagement and form the basis for Kosovo-level coalition building for advocacy and coordination. This strategy may include, but not be limited to: i. Mapping current actors and potential new actors at the municipal and central levels, including from Kosovo Institutions ii. Describing strategies for facilitating the emergence of intra-municipal networks targeted at local-level project activities in youth, ECD, and children with disability programming iii. Describing strategies for coalition building among networks at the central level iv. Identifying opportunities for private sector inclusion in financing and implementation of youth, children with disability, and ECD networks v. Capacity development on civil society networks for advocacy and partnerships with institutions and the private sector to advance the agenda on ECD, youth, and children with disability	Within the next 9 months Deputy Head of Office, UNICEF Kosovo Office Programme Managers
Evidence and Progress. The internal monitoring framework of the Kosovo Programme 2016–2020 faced challenges in articulating the linkages between implementing partner activities and	**Recommendation 6: Evidence and Progress**. The UNICEF Kosovo Office should strengthen internal M&E and the quality of data collection and reporting from implementing partners that could be used to monitor progress of results achieved. The adaptations to the M&E strategy may include, but not be limited to: i. Describing and visualizing the linkages between partner actions and their contributions to	Next 24 months Head of Office, Deputy Head of

strategic Kosovo Programme-level outcomes – including articulating the relative contributions of the implementation of specific partner actions.	specific outputs, which in turn contribute to collective strategic outcomes ii. Strengthening the quality of data collection and reporting from implementing partners iii. Streamlined reporting and data management processes that allow for clearer quality control of partner reports and indicator analysis, and that show how data analysis has led to adaptations in activities iv. Increased staffing in both the CRM programme pillar and other programme pillars for sufficient capacity to manage and streamline data systems and analysis	Office, UNICEF Kosovo Office CRM Programme Manager, Programme Managers
<Youth Model Specific> The Youth ADAP Models are important, but their contributions to municipal- and central-level institutional system strengthening have been underutilized.	**Recommendation 7: System Strengthening and Youth.** The UNICEF Youth ADAP team should develop a framework that outlines the necessary linkages to strengthening central- and local-level institutions with youth mandates and establishes their connection and contributions to youth model implementation and uptake. The strategy could include, but not be limited to: i. Articulating a common understanding of social change targeted by the models ii. Including a mapping of central- and local-level institutions with youth mandates, and outlining mechanisms for engagement with the youth models iii. Integrating municipality actors (including Local Youth Action Committees) into local-level model activities in planning, implementation/accompaniment, and follow-up of cohorts iv. Integrating youth cohort activities with pre-existing youth-related structures within municipalities for planning, implementation, and post-cohort follow-up v. Identifying mechanisms for private sector collaborations with municipality actors to support youth cohorts and ensure the integration of some form of seed funding for social projects vi. Providing a roadmap for ongoing support and networking to cohorts after the completion of projects, and integrating into networks for youth	Within 12 months Youth ADAP manager
<Youth Model Specific> Youth Models have had an important impact on youth empowerment among those participating in the cohorts. However, the activities and implementation have unintentionally been biased towards those youth who are already more empowered and integrated, leaving the harder to reach, less empowered youth behind.	**Recommendation 8: Strengthened Mobilization and Outreach of Models for the Hard to Reach.** The UNICEF ADAP team and the Kosovo Office should adapt the models to enable greater inclusion of **less empowered and less integrated youth** and elaborate an integrated curriculum for ongoing capacity strengthening of participants. This may include, but not be limited to: i. Selection criteria standards with implementing partners targeting the hard-to-reach, less empowered youth ii. Revision of model activities for their fit for purpose towards ensuring greater inclusion of less empowered or less connected youth; this may involve expanded time within the activities themselves, longer-term accompaniment, and follow-up by implementing partners; or a restructured activity curriculum iii. Establishment of linkages among a connected set of models that could allow the "graduation" of targeted youth through a structured progression from basic models to more complex models for youth empowerment iv. Identifying resourcing, including private sector partnerships, that can overcome the systemic barriers for working with harder-to-reach populations	Within 12 months ADAP manager

7.0 ANNEXES

Annex 1: Terms of Reference

Independent Evaluation of UNICEF Programme in Kosovo UNSCR 1244 (2016-2020)

The PME section requests procurement to raise a contract with KonTerra for the conduct of the Kosovo Programme Evaluation in Kosovo (UNSCR 1244) – based on the competitive bidding process used for the Kosovo Programme Evaluation in Montenegro which requires the same services i.e. a team of experts consisting of:

1. **A Team Leader – international.**
2. **Two international team members; and**
3. **Kosovo Social Policy Expert.**

KonTerra Group is invited to confirm their price proposal and CVs of evaluation experts for the attached TOR for the Kosovo* Programme Evaluation.

Terms of References for an Evaluation of the UNICEF – Kosovo (UNSCR 1244) Programme 2016-2020

1. Introduction

1.1. Kosovo (UNSCR 1244)[1] Programme Evaluation in UNICEF

These terms of references (ToRs) have been drafted for the evaluation of the Kosovo Programme (KP) of cooperation 2016-20[2].

Country Programme Evaluations (CPEs) in UNICEF are strategic evaluations that provide an assessment of the totality of UNICEF's programme of work[3] in a country/territory. They come with a strong focus on relevance as they assess UNICEF's programme portfolio, deployed programme approaches, UNICEF's position and priorities made in response to emerging needs, Kosovo Institution priorities and the changing geopolitical and socioeconomic environment in which UNICEF operates. Additional elements which *may* form part of these evaluations include: the degree to which the programme responded to global strategy changes, UNICEF office operational and workforce planning or UNICEF's engagement with partners.

Given their strategic nature, these CPEs are mostly used[4] to draw out lessons to inform the formulation of a proceeding 5-year programme. CPEs may also inform the United Nations Sustainable Development Cooperation Framework (UNSDCF)[5] planning and evaluation processes and, at regional and global levels, they may inform multi-country evaluations, synthesis and strategic evaluations undertaken to assess and/or document UNICEF's performance, management decisions and policy and programme development.

[1] All references to Kosovo are made in the context of UN Security Council Resolution 1244 (1999)
[2] UNICEF 2015.
[3] UNICEF 2019).
[4] CPEs may also be commissioned if the programme of work or context in which UNICEF operates undergo radical changes, or if audit reports recommend, they are done (UNICEF 2018A).
[5] With the UN reform process the UNDAF will be referred to as the UN Sustainable Development Framework (United Nations Sustainable Development Group (UNSDG) 2019).

CPEs in UNICEF align with UNICEF's 2018 Evaluation Policy with which it has become a requirement for COs to commission CPEs at least once every two programme cycles, and once per programme cycle, if monitoring information or audit point to a significant shift in the programme context, or a significant increase in the level of risk. To guard independence, CPEs are managed by the regional office (RO) level in close collaboration with COs and with final quality assurance undertaken by UNICEF's evaluation office in New York.

1.2. Evaluation Rationale

Although several evaluations have been conducted of specific components of the programme (see section 4 below), no full programme evaluation has been conducted in Kosovo* to date. Aligned with corporate policy requirements, this formative evaluation of the Kosovo* Programme (KPE) serves both accountability and learning purposes. The KPE sets out to document and account for UNICEF's performance and contribution towards Kosovo development goals. The KPE will look back and assess the relevance, effectiveness, sustainability, efficiency, synergies and longer-term changes associated with UNICEF's portfolio, and programmatic and strategic choices made in the design and implementation of the KP to identify good practices, and draw lessons and forward-looking recommendations that can inform the implementation of 2021-25 Programme[6]. The KPE will inform the UNCDPF planning process and development that is expected to be completed by the last quarter of 2020.

1.3. Stakeholders

The evaluation may be used by a broad range of stakeholders of which some have a direct stake in the evaluation because they are involved in implementation of the KP or programmatic frameworks, plans or strategies towards which the KP contributes. These stakeholders are referred to as Primary Stakeholders. Other stakeholders, i.e., Secondary Stakeholders, refer to rights holders and duty bearers who benefit from the contributions of the KP, and organisations in- and outside of Kosovo* with which UNICEF does not have any formal partnership but that work with similar programmes and on child rights issues for which lessons and good practices drawn from the KPE may be relevant.

This section focuses primarily on stakeholders whose perceptions of the KP should be reflected in the KPE and who should, ideally, be informed about the evaluation process, its findings and recommendations that may support optimization of joint work. The evaluation process may wish to build on mechanisms established as part of the UNDAF/Common Country Assessment (CCA) process – for which 3 reference groups exist (Govt, Development Partners, and Civil Society). A complete list of primary stakeholders is attached to these ToRs as Annex A. Primary stakeholders include but may not limited to:

- **Kosovo Institutions.** UNICEF's main partners from the Kosovo* institutions refer to the Office of Good Governance /Office of Prime Minister that is a coordinating office on human rights, equal opportunities, and non-discrimination as well as, Strategic Planning Office/Office of Prime Minister leading Kosovo planning and monitoring. In addition, UNICEF collaborates with other relevant institutions on the coordination and the implementation of the Kosovo Programme specific components. The line ministries and other agencies include: the Ministry of Health, the Ministry of Education, Science and Technology, the Ministry of Finance, the Ministry of Labour and Social Welfare, the Ministry of Justice, the Ministry of Youth, Culture and Sports; the Kosovo Agency of Statistics; the Kosovo Institute of Public Health and the local authorities (Education, Health and Social Welfare Directorates).

[6] The rolling Situation Analysis is expected to be finalized in September to inform the drafting of UNICEF`s Programme Strategy Note (PSN) that will begin during the third quarter of 2019 and is expected to be finalized by October 2019. Together with other relevant exercises and documents, the PSN will inform the CPD planning process that is expected to be completed by May 2020.

- **Public Agencies**. Implementation of the KP has been undertaken in collaboration with agencies in Kosovo* that work with children in areas of particular relevance to the KP such as the Office of the Ombudsperson, Media Outlet, Kosovo Chamber of Advocates (Kosovo Bar Associates), the Local Youth Associations and municipalities.
- **Civil Society Organizations (CSOs).** UNICEF has also collaborated with CSOs, primarily, as implementing partners and in relation to piloting of KP activities. These include the Coalition of Organisations for Child Protection (KOMF); the Organisation for Children without Parental Care (OFAP); Handikos, Kosovar Disability Forum, Peer Education Network (PEN); IPKO Foundation; Open Data Kosovo (ODK); Innovation Centre Kosovo (ICK); Kosovo Education Centre; European Centre for Minority Issues; Action for Mothers and Children; Kosovo Association for Promotion of Inclusive Education (KAPIE); Domovik; Centre for Democratization Civil Society; Santa Marija.
- **The Private Sector.** During the 2016-20 KP, UNICEF has collaborated with the private sector in relation to leveraging resources for children and supporting the mentorship scheme for young people in the Kosovo. These include Raiffeisen Bank that contributed on supporting and branding of home visiting programme in Kosovo and the CSR Network that supported the mentorship scheme for young people in Kosovo.
- **The academia:** Through the KP implementation period, UNICEF has collaborated with the University of Prishtina, University of Business and Technology and Reinvest.
- **Donors.** UNICEF's multilateral and bilateral donors – without which the KP implementation would not be possible – have a direct stake in the evaluation findings as these will account for UNICEF's performance. Please see annex 1 for major ODA partners to Kosovo. The EU, Norway and Switzerland are the largest funding providers in the social sectors.
- **UN agencies and international finance institutions.** The UN system in Kosovo* comprises twelve UN agencies resident in Kosovo with international staff; three UN agencies without international staff and four non-resident agencies contributing from abroad[7]. The UNSDCF[8] for the period of 2016-2020 involves inputs from all 19 UN agencies.
- **UNICEF stakeholders.** Finally, stakeholders inside UNICEF who have a particular interest in the KPE evaluation include: Staff in UNICEF's office in Pristina (KO) and zone office (Mitrovica); the Regional Office for Europe and Central Asia (ECARO), and senior management in UNICEF who can draw upon the evaluation findings for regional and corporate learning and accountability purposes.

2. Context

2.1. Socio-economic Overview

Kosovo is a land-locked place situated in the Balkan Peninsula. The population of Kosovo has fluctuated quite widely over the years due to political uncertainty leading to different waves of emigration. The overall population is estimated at 1.8 million, with about 60 per

[7] The UN system in Kosovo comprises the United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), World Health Organization (WHO), United Nations Human Settlements Programme (UNHABITAT), United Nations High Commissioner for Refugees (UNHCR), International Organization for Migration (IOM), United Nations Office for Drugs and Crime (UNODC), Office of the High Commissioner for Human Rights (OHCRC), International Monetary Fund (IMF), United Nations Department of Safety and Security (UNDSS), United Nations Office for Project Services (UNOPS), UN Entity for Gender Equality and the Empowerment of Women (UN Women) and UN Volunteers (UNV). Additional contributions to the UN System's work are made by a number of non-resident Agencies, including the Food and Agriculture Organization (FAO) (with resident staff project), United Nation Environment (UNE), United Nations Educational, Scientific and Cultural Organization (UNESCO) and International Labour Organization (ILO). The World Bank, as an independent, specialized Agency, also significantly contributes to the work of the UN in Kosovo.

[8] At the time, this was referred to as the United Nations Common Development Plan (CDP).

cent living in rural areas. Kosovo has the youngest population in the region with half of the population under the age of 30 years and 31 per cent estimated to be under the age of 18.[9]

Over the last decade, Kosovo has enjoyed a relatively solid economic growth. Although growth projections have been quite positive, Kosovo has remained one of the poorest places in Europe, with 18 per cent of the population estimated to be living below the Kosovo consumption poverty line and 5.1 per cent below the extreme poverty line. Along with other social indicators, specific population groups, including women, children and those living in rural areas are disproportionately affected by poverty. In rural areas, the poverty rate was estimated at 19 per cent compared to 16 per cent in urban areas and women live more on poverty (19 per cent) compared to men (17 per cent). Children are disproportionally affected (23 per cent) compared to the overall population (18 per cent), with 7.2 per cent of children living in extreme poverty.[10]

Kosovo has the highest percentage of total economically inactive population rate in Europe.[11] The general unemployment rate in Kosovo is estimated at 29.6 per cent. Significant disparities are observed between women and men, with 45.3 per cent of men reported to be employed, compared to 12.3 per cent of women. High unemployment rate is also recorded among youth aged 15-24 at 55.4 per cent, with unemployment rate as high as 63.5 per cent among female and 48.4 per cent among male.[12]

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

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

In Recent Years

Kosovo planning is underpinned by the National Development Strategy (NDS) (2016-2020) which provides overall strategic direction. The NDS is divided into four thematic pillars: human capital, good governance and rule of law, development of competitive industries, and development of infrastructure. Important social aspects critical for the wellbeing of the population have not been included in the current NDS, as reflected in the first progress report, which calls for adding measures for employment, health, and social welfare as part of the mid-term review process.

The Kosovo Assembly endorsed the Sustainable Development Goal (SDG) Resolution and committed to investing in the implementation of the 2030 Agenda. The first NDS (2016-2021) progress report highlighted the progress made over the 2030 Agenda for Sustainable Development. Out of all 17 SDGs and 169 SDG targets, 12 goals and 22 targets were found to be in line with the NDS.

[9] Kosovo Agency of Statistics. Population Estimation 2017
[10] World Bank and Kosovo Agency of Statistics, 2019. Consumption Poverty in Kosovo 2012-2017.
[11] You, D. et al. (2016). Kosovo in its Early Demographic Dividend Stage.
[12] Kosovo Agency of Statistics 2018. Labour Force Survey in Kosovo

Additionally, the Strategy and Action Plan on Child Rights (2019-2023) was approved and published in January 2019. The strategy focuses on improving good and local governance, involvement of children in decision-making, and improving inclusion of children in integrated services for early childhood development, education and improvement of health and well-being of children.

In the first quarter of 2019, as part of UNICEF's efforts to support a systematic and convergence of interventions for children in Kosovo*, a participatory exercise using the Delphi method was undertaken to identify the municipalities with the most vulnerable children. From this exercise UNICEF identified 4 municipalities within which they plan to strengthen their strategic engagement.

Municipality	Demographics
Fushe Kosovo	• Population: 34,827 residents • Geographically: Central Kosovo; category: small • Largest Roma, Ashkali and Egyptian community • Families benefiting from Social Assistance: 789 • School dropout: 31 students • Pre-natal Mortality Rate: 6.1 per cent • Infant Mortality Rate: 12.6 per cent
Gjilan	• Population: 90,178 residents • Geographically: Eastern Kosovo; category: medium and mostly urban • Families benefiting from Social Assistance: 1130 • School dropout: 123 students • Pre-natal Mortality Rate: 7.2 per cent • Infant Mortality Rate: 12.6 per cent
Dragash	• Population: 33,997 residents • Geographically: South Kosovo; category: remote • Families benefiting from Social Assistance: 377 • Pre-natal Mortality Rate: 6.1 per cent • Infant Mortality Rate: 12.2 per cent
Gjakova	• Population: 94,556 residents • Roma (738); Ashkali (613) and Egyptian (5,117) • Geographically: South-West Kosovo • School dropout: 68 students • Pre-natal Mortality Rate: 9 per cent • Infant Mortality Rate: 12.6 per cent
Peja	• Population: 94,450 residents • Roma (993); Egyptian (2,700); Serbs (332) and Bosniaks (3,789) • Geographically: West Kosovo • School dropout: 337 students • Pre-natal Mortality Rate: 3.4 per cent
Zubim Potok	• Population: 15,200 residents • Geographically: North Kosovo; category: small and remote • Children registered in education system: 2,500 students • Families benefiting from Social Assistance: 410

2.2. Programme

Priorities for children in Kosovo* are highlighted in the following documents: The Kosovo* Development Plan 2016-2020; the Draft Health Sector Strategy 2015 – 2020; Mother, Child, Adolescent and Reproductive Health Strategy 2011 – 2015; Strategy on Pre-University Education 2011-2016; Kosovo-wide Strategy on Rule of Law 2016-2019; Sectorial Strategy of the MLSW 2015-2020; Kosovo*-wide Kosovo* Youth Strategy and Action Plan 2013-2017 (and beyond – planned to be developed); Kosovo* Law on Youth Empowerment and Participation, Strategy on Local Self Government 2015-2025, Kosovo* Strategy on Children's Rights 2016-2020, and Strategy on Integration of Roma Ashkali and Egyptian communities 2016-2020.

The **goal of UNICEF's KP (KPAP)** 2016-2020 is to support Kosovo* promote social inclusion particularly of the most vulnerable children, and to assure that communities, families, adolescents and young people are resilient, and have increased capacities for a meaningful participation in local and central governance systems. To achieve this, through a strategic engagement with central and local institutions, UNICEF works on closing equity gaps between the majority of the population and Roma, Ashkali and Egyptian communities, addressing gender, urban and rural disparities, and on issues affecting Children with disabilities.

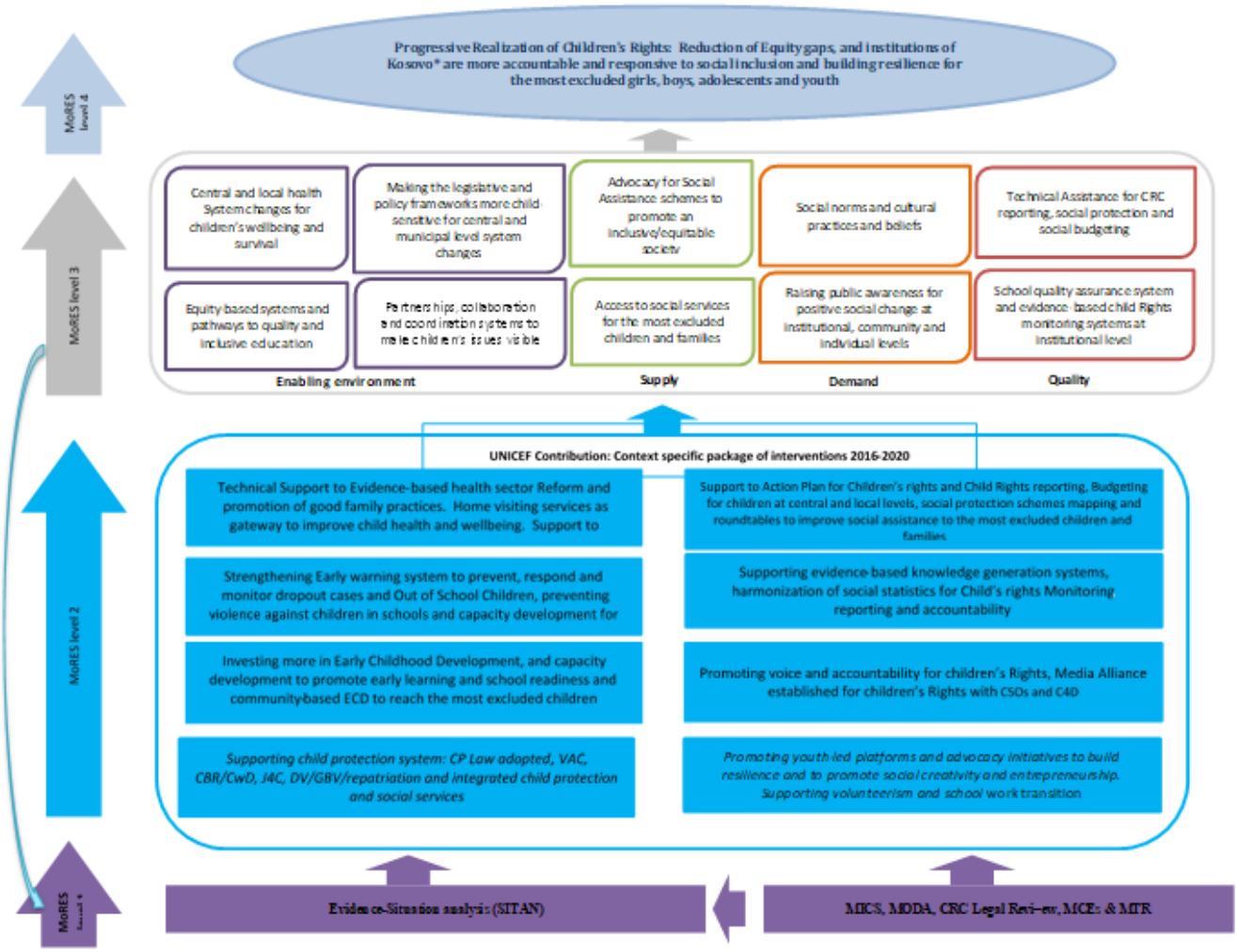
The 5-year KP represents a response to inequity and rights issues affecting vulnerable children in Kosovo* and has a projected budget of US$17,500,000. The primary documents that frame the KP are the Kosovo Programme Action Plan 2016-2020 (KPAP)13.

The main programme desired outcomes of the KP are:

1. A strengthened normative framework for children rights in Kosovo*, mainstreaming of child rights in policies, public debate on child rights to influence policies, and stronger accountability mechanisms for realization of child rights. Component: Child Rights Monitoring and Advocacy
2. Improved governance systems in the health and education sectors, and innovations to advance quality of continuum of care services for mother and child wellbeing - especially for Roma, Ashkali and Egyptian children. Key areas of intervention include home-visiting, immunization, early childhood education and prevention of drop-out. UNICEF identified that many of the policy and legislative frameworks are not fully translated into local systems and services for the most marginalized children. Working with local authorities with decentralized responsibilities has thus been a priority. Component: Inclusive Education and Child Well-Being
3. Stronger capacity of institutions engaged in health promotion and education to work with young people. Adolescents and youth are engaged, empowered, and prepared to reach their full potential, and have the chance to contribute to healthy and sustainable societies. Youth able to identify, analysis, and take entrepreneurial action against challenges in their communities—helping other vulnerable young people realize their role as agents of social change, and building their knowledge and skills, professional readiness, and resilience along the way. Component: Adolescents, Youth Participation and Empowerment
4. A functional child protection system (child and social protection systems are fully integrated into Kosovo* legislative and policy frameworks, with adequate coordination and accountability mechanisms established across all sectors) towards ensuring that families, communities and service providers have the skills, mandate and resources to prevent and respond to abuse, neglect and exploitation when it occurs. Component: Child Protection Systems, and Social protection and Inclusion

13 The United Nations, through its Interim Administration Mission in Kosovo (UNMIK), and its Agencies and Programmes, including UNICEF, is present in Kosovo on the basis of United Nations Security Council resolution 1244 (1999) which provides the mandate for its operations. The UN Strategic Framework provides in turn the programmatic orientation for the entire UN family in Kosovo, whereas the Common Development Plan of the UN Kosovo Team provides the joint programmatic framework for the UN agencies and programmes present in Kosovo

The KP is visually represented by the Theory of Change below:



The KP was formulated under **UNICEF 2014-17 Strategic Plan (SP)** towards which it contributes to specific SP outcomes[14]. The new/current SP (2018-21) and accompanying outcome statements[15] is also relevant to the KP 2016-2020. KP outputs and output indicators (results framework) were revised mid-programme following a Strategic Moment of Reflection (SMR) organised during the second half of 2018. While no major shifts were introduced, key specific conclusions and recommendations were drawn based on the evidence, analysis as well as, strategic reflections with internal staff and partners. Key conclusions and follow up actions include work on data and disaggregation to quantify results for children hinders progress monitoring and reporting on programme achievements; evidence generation, adolescents and youth empowerment, quality of education and Early Childhood Education (ECD) constitute key cross-cutting priorities.

[14] The 2014-17 SP came with a total of seven outcomes that were formulated under the following headlines: 1) Health; 2) HIV&AIDS; 3) Water sanitation & Hygiene; 4) Nutrition; 5) Education; 6) Child Protection; and 7) Social Inclusion (UNICEF 2013A).

[15] The 2018-21 SP goal areas that are aligned with nine SDGs (1, 2, 3, ,4 5, 6, 10, 11 and139) are entitled; 1) Every child Survives and Thrives; 2) Every Child learns; 3) Every Child is Protected from Violence and Exploitation; 4) Every Child Lives in a Safe and Clean Environment; and 5) Every Child has an Equitable Chance in Life (UNICEF 2017A).

As per both SPs, gender is considered a cross-cutting issue to be mainstreamed into UNICEF programmes – guidance is provided through global **Gender Action Plans (GAPs).** The launch of **the Sustainable Development Goals** (SDGs) in 2016 created another important framework, shaping both UNICEF's programme and policy advocacy with authorities. Of the 232 SDG indicators used for monitoring progress in achieving the SDGs, 44 directly concern children.

Furthermore, the KP contributes to the **UNDAF 2016-20** outcomes which address three strategic priority areas: 1. Governance and Rule of law – with a focus on budgeting and planning, accountability and regular monitoring, to ensure a stronger normative base for good governance, a sound judiciary and effective police; 2. Social inclusion – aimed at empowering women, youth and other vulnerable groups to demand and enjoy better access to, and higher quality of, services for fuller economic and social well-being; 3. Environment and health- which are treated as two interconnected areas with programs that seek to make a more immediate impact on Kosovo's most dire living conditions. Actions will boost communities' resilience to adapt to climate changes.

Under the UN collaboration, UNICEF chairs/co-chairs two working groups, i.e., the M&E/SDG Result Group and the Social Inclusion.

Implementation Strategies

A range of implementation strategies[16] are utilized to achieve outputs and outcomes defined for the KP. Broadly speaking UNICEF plays the following core roles: 1) evidence generation, policy dialogue and advocacy: 2) promotion of cross-sectoral linkages; 3) leveraging and promotion of partnerships; 4) south-south cooperation: 5) identification and promotion of innovation and models of good practice; 6) capacity development; and in times of crisis 7) service delivery.

3. Objectives and Scope of the Kosovo* Programme Evaluation (KPE)

3.1. On Objectives

The KPE has three objectives, which are to:

1) Assess UNICEF's strategic positioning and programmatic choices made given Kosovo Institution priorities, other partners areas of action, and the changing socio-economic and political context in Kosovo:*
2) Provide an independent performance assessment of the KP 2016-20 seen in relation to expected results and UNICEF's contributions to realization of child rights in Kosovo* for which the promotion of equity and gender equality are considered to form an integral part; and
3) Identify good practices and draw lessons and forward-looking recommendations from the assessment of 1) and 2) above that can inform the development of the next KP 2021-2025.

Lessons and recommendations should include but not be limited to reflect upon: a) UNICEF's role and strategic position looking back and thinking ahead into the KP 2021-25;

[16] In UNICEF's 2014-17 strategic plan (SP) implementation strategies refer to: Capacity Development; Evidence Generation, Policy Dialogue and Advocacy; Partnerships; South-South and Triangular Cooperation; Identification and Promotion of Innovation; Integration and Cross-Sectoral Linkages and Service Delivery. Under the SP 2018-21 the equivalent to implementation strategies is "Change Strategies" and refer to: Programming at-scale Results for Children; Gender-Responsive Programming; Winning Support for the Cause of Children from Decision-Makers and the Wider Public; Developing and Leveraging Resources and Partnerships for Children; Leveraging the Power of Business and Markets for Children; United Nations Working Together; Fostering Innovation in Programming and Advocacy for Children; and Using the Power of Evidence to Drive Change for Children. The change strategies listed in this document are defined in relation to the SP 2014-17 (UNICEF 2013B).

b) the appropriateness of the type and combined use of implementation strategies; c) what UNICEF could do better and differently to enhance its contribution in Kosovo*; d) how UNICEF has strategically steered the implementation of its KP in a constrained governance context; and e) how UNICEF should can better mainstream gender and scaled up actions for the most vulnerable in the 2021-25 KP. Examining UNICEF performance will involve critically reviewing the human and financial resources the organization has brought to bear in the delivery of the programme – and how these resources have been managed.

While the KPE objectives span both accountability and learning, the emphasis will be on **learning**.

3.2. Scope

The evaluation will cover the **period 2016 to date.** As per the corporate guidance for programme evaluations, the evaluation will assess the *totality* of the KP portfolio including cross-cutting issues and inter-sectoral support aimed at addressing system level bottlenecks (enabling environment, supply and quality of services, demand for services and social norms). The evaluation aims to strategically inform the next KP – as such it will not provide a detailed technical assessment of any one CP component. Components specific evaluations that have been conducted over the KP period will inform the KPE (see Annex E - evaluations and studies completed 2015-2019).

The organizational scope of the evaluation goes beyond the KO and includes provision of technical support and oversight from UNICEF's regional office in Geneva and, when relevant, UNICEF's headquarters in New York.

The KPE covers the **entire portfolio** including cross-cutting issues related to equity – in particular as these contribute to inclusion of ethnic minorities, children with disabilities, boys and girls, and address disparities (geographic including urban/rural). UNICEF's approach to working with northern communities and authorities should have specific emphasis, given the specific political context.

3.3. Evaluation Questions

The questions that will guide this evaluation are aligned with the evaluation criteria developed by the OECD Development Assistance Committee (DAC)[17] - relevance, effectiveness, efficiency, impact, and sustainability. The new draft DAC guidelines include an additional criterion of "Synergies".

Relevance

1. To what an extent has UNICEF balanced the need to advance child rights for all children while at the same time focusing on at-scale results for the most vulnerable boys, girls, and youth at risk of being left behind?

2. Were the implementation strategies utilized relevant for the context, and the way it has evolved? How useful were the cooperation tools applied for ensuring KP coherence with evolving priorities?

3. To what extent have the strategic recommendations of previous evaluations been used to reshape UNICEF's programme and influence Kosovo Institutions policy? Have other management tools employed been sufficient to inform UNICEF's programme adjustment and coherence over the period?

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

Effectiveness

4. To what extent were programme results achieved under the KP outcomes?

5. Were there any unintended negative or positive outcomes and, if so, were they appropriately managed?

6. Has gender been effectively mainstreamed in programme implementation and, if not, how could it be done better?

7. To what an extent has the KP contributed to the alleviation of system level bottlenecks and social norm change toward greater inclusion of marginalized children?

8. To what an extent do the individual CP components and implementation strategies reinforce each other to fully leverage the contribution that UNICEF makes towards expected results?

9. Have opportunities to enhance programme effectiveness and mitigate risks been appropriately managed?

Efficiency

10. To what extent are the resources (financial and human resources) allocated by the CO appropriate to support the implementation of strategies and achievement of CP results and, if not, what could be done to ensure resources match programmatic ambitions and needs?

11. To what an extent has the CO demonstrated capacity to take appropriate actions when funding opportunities arose?

Sustainability

12. To what extent are the results of the CP at district, regional and Kosovo levels institutionalized within Kosovo Institution and scale-able?

13. In the shorter and longer-term, what opportunities can be identified to enhance sustainability of the programme and diminish risks?

Synergies

14. To what extent has the KP been designed/adapted and implemented in line with the SDGs and priority targets for children? What role has UNICEF played in promoting the mainstreaming of these targets Kosovo level and with partners?

15. To what extent is UNICEF coordinating with development partners and other UN agencies to avoid overlaps, leverage contributions and catalyse joint work?

Long-term Change/Impact

16. To what extent can UNICEF be considered to have contributed to observed progress in the realisation of children's rights? Has progress made contributed to narrowing equity gaps (children with disabilities, ethnic minority children, rural children)?

4. Methodology

The evaluation will be guided by the "Norms and Standards" and the "Ethical Guidelines for Evaluation" developed by the United Nations Evaluation Group (UNEG)[18] and UNICEF's corporate guidance for equity focused evaluations[19]. It will be planned and implemented with a non-experimental design, using mixed-methods, and drawing upon secondary data when possible, generating primary data only when credible secondary data is unavailable. The team is expected to generate primary data principally through Key Informant Interviews (KII); however, UNICEF welcomes use of alternative data generating approaches that add further value, e.g., administration of surveys, focus groups, observation, use of big data, etc.

During the data collection phase, primary data generation will involve interviews in Pristina as well as visits to several regions where UNICEF has been actively engaged. Given the strategic focus of the evaluation and the up-stream nature of the KP interventions, interviews with children are generally not foreseen, unless the evaluation team considers it necessary (in which case formal ethical clearance will be required). Regions to be visited will be selected during the inception phase among the regions in which UNICEF works. The evaluation team is expected to clarify sampling criteria and strategies related to all primary data generation - be it in terms of geographic location or type of stakeholder. In selection of regions to visit, sampling criteria will, but may not be limited to, consider the following contextual and operational factors: a) The scale and type of KP activities and applied implementation strategies in each region; b) the concentration and the socio-economic conditions of vulnerable children and families who will, ultimately, benefit from UNICEF's support[20]; and c) the extent to which UNICEF has achieved expected results in the area.

Of the 4 programme components, 3 have already been evaluated in part/full. The component related to adolescents was considered to be at the early/prototyping stage. However some of the work of the Kosovo* "Innovations Lab" - which has promoted adolescent empowerment and skills building in the area of entrepreneurship, advocacy and the use of social media - has now been going on for 3-5 years and there are current efforts underway to scale up some of the approaches. In addition, some of these approaches are being replicated in other parts of the ECA region. To fully take stock of the results achieved, a specific primary data gathering activity is planned in the months preceding the full KPE team mission. In line with recommendations from a recent Innocenti brief21, the planned assessment will involve adolescents from beginning to end. It is expected that team leader and one of the Kosovo experts in the evaluation team will provide oversight and management of this work - which will feed into the KPE findings.

4.1. Assessment Frameworks and Theories of Change (ToCs)

The KPAP constitutes the main framework against which the UNICEF Kosovo* programme will be evaluated. The team will clarify strategies for conducting analyses and disaggregation of data with a view to assess UNICEF's contribution to diverse beneficiary groups. The team will, furthermore, review the ToCs for the individual programme components with a view to verify evaluability, device strategies for how to manage possible data limitations, and as an input to development of evaluation questions. The team will be expected to explain its approach to triangulation and quality assurance of all evaluation deliverables and to clarify, how it plans to engage key evaluation stakeholders to promote participation, ownership, and utilization of the evaluation. Finally, the team will draw upon Appreciative Inquiry to generate lessons and recommendations. The proposed evaluation methodology should reflect a human rights-based and equity-focused approach with data being disaggregated by sex, ethnicity, age, disability, etc., and it should pay diligent attention to ethical issues.

[18] UNICEF 2017.
[19] UNICEF 2011
[20] This will include consideration on the disparities described in these ToRs, among other, the rural-urban divide.
21 Adolescent Participation in Research: Innovation, rationale, and next steps. Innocenti Research Centre. Emily J. Ozer and Amber Akemi Piatt. UC Berkeley School of Public Health; Innovations for Youth (I4Y). 2017

Theories of Change

The overarching KP 2016-20 ToC has been developed and is presented above. Additionally, the ToCs for each outcome have been revised during the Strategic Reflection process in 2018. The corresponding ToCs for each outcome statement can be found here.

Following the SMR held during the second half of 2018, the Kosovo Office created a revised results framework. The revised Results and Resource Framework can be accessed here. While changes made to the ToCs during the course of implementation may add complexity to the assessment of progress made towards achievement of expected results, the evolving ToCs will help document both the performance story and the responsiveness of the KO to changes in the operational environment.

Data Availability and Reliability

The KO reports annually on output indicators in UNICEF's corporate system - Results Assessment Module (RAM). In terms of data at outcome/system level, information can be found through the existing evaluations and will be complemented by KIIs/other data gathering. With respect to measure changes at the level of the child (realisation of specific child rights), Kosovo* has conducted MICS surveys in 2014 and again in 2019 – both Kosovo level and in Roma Settlements. The surveys provide a rich source of disaggregated data on children which can be fully exploited to look at trends and equity gaps. The data sets and analytical reports will be available to the evaluation team.

Limitations

Lack of systematic documentation of the design and implementation of some programme interventions may limit the evaluation. During the inception phase, the evaluation team is expected to confirm data availability and to suggest how it will fill any gaps.

5. Evaluation Process

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

The Inception Phase

A Desk Review

The evaluation team will commence the evaluation with a document review for which an electronic library will be established by UNICEF comprising relevant documentation that will be updated on an ongoing basis by both UNICEF and the evaluation team (ET) during the evaluation process. Documentation made available to the team may include but will not be limited to: KP financial information; programme monitoring data covering the timeframe for the evaluation; evaluation reports; staffing lists, organograms and work plans; available ToCs for KP components; management plans and strategy notes; situation analyses; Multiple Indicator Cluster Surveys (MICS) and other relevant surveys; donor reports; needs assessments; corporate key policies, strategies and normative guidance that has informed the development of the KP; reports and studies relevant for the operational context; and Kosovo Institutions and partner key policy and strategy documents.

Initial Briefings

In addition to the desk review, brief introductory interviews with staff from UNICEF's Regional Office in Geneva and the KO will inform the prioritization of evaluation questions and the detailed planning of the evaluation methodology.

An inception mission (IM). Once the initial desk review is completed, an inception mission to Pristina will be organised for the Team Leader. One important purpose of the IM

is to introduce the evaluation and the ET to KO staff and key evaluation stakeholders, including members of an Evaluation Reference Group (ERG) established as a sounding board for the evaluation to foster transparency and participation and to review key evaluation deliverables. In addition to discussing with CO staff the practicalities of the evaluation mission[22], other important purposes of the IM refer to verification of: a) the ToCs; b) evaluability vis-à-vis the planned evaluation focus and programme of work; c) the team's understanding of the chronology of external and internal events – also referred to as the established events timeline; and d) the stakeholder analysis conducted during the desk review.

An Inception Report (IR)

An inception report (20 pages) will be submitted that demonstrates impartiality, and that aligns with UNICEF's quality standards[23]. The IR will be subject to quality assurance performed by the evaluation manager, a review conducted by internal evaluation stakeholders and the ERG, an ethical review – should proposed data gathering involve vulnerable groups, sensitive subjects and/or use of confidential data – and, finally, an external quality assurance check that requires a satisfactory rating for the data collection mission to proceed[24]. The approval of the IR marks the completion of the Inception Phase.

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

The Evaluation Mission Phase

Following the inception phase, a three-week mission with full participation of all team members will be organised during which additional secondary data may be identified and primary data will be generated. UNICEF KO will support the ET, organizing meetings and logistics at the request of the Team Leader – but will not participate in any of the external stakeholder interviews. At the end of the mission, the evaluation Team Leader will present preliminary observations and finding to KO staff, the ERG (ERG) and, if required, other stakeholders.

The Reporting Phase

The evaluation team will prepare a draft evaluation report that will be subject to a review undertaken by CO staff, members of the ERG and the evaluation manager; an external quality assurance that requires a satisfactory rating and, if required, an ethical review. Following the first internal review of the draft report and the initial quality assurance, the evaluation team will incorporate the comments provided, as appropriate, and prepare a final draft report. The final draft evaluation report is shared with the ERG for validation and any

[22] The evaluation team will collaborate closely with the TCO on the organization of the evaluation mission to set up interviews with the relevant Kosovo Institutions authorities, development and humanitarian partners, institutions, duty bearers, rightsholders and other key stakeholder and, if relevant, organize site visits.
[23] Please refer to Annex D
[24] For details on UNICEF's external quality assurance review, please refer to Annex D

additional comments. As with the IR, it is a requirement for evaluation report to have a satisfactory rating before it can be considered final.

Either at the final draft stage (to support the reports validation) or once the evaluation report is finalized (to support further internalization and discussion on the recommendations), the evaluation Team Leader will be invited to travel to Pristina where s/he will meet with KO staff, the ERG and, if relevant, other Kosovo stakeholders. The Team Leader will also be invited to present the report via Skype to staff in UNICEF's RO in Geneva. The report will comply with UNICEF's reporting standards and be no longer than 40-60 pages excluding executive summary and annexes. Upon completion of the evaluation report, it will be rated in UNICEF's Global Evaluation and Research Oversight System (GEROS), and it will be published on UNICEF's global public website.

Management Response (MR)

The KO is responsible for formulating a formal management response to the KPE, taking into consideration the inputs of the ERG and RO. The MR provides a concrete set of actions that UNICEF commits to undertaking in response to evaluation recommendations that are accepted. The MR will be published on UNICEF's global public website and the KO will be responsible for reporting on progress in implementing the agreed actions on a biannual basis.

6. Organization of the Evaluation

6.1. Timeline, Work Plan and Deliverables

The evaluation will be managed by UNICEF's Regional Office for Europe and Central Asia in close collaboration with the KO in Pristina. A workplan and timeline is provided in Table 2 below.

Table 2. Workplan and timeline

Activity	Nov	Dec	Jan	Feb	Mar	Apr	May	June
Inception and Desk review	x							
Inception mission		X						
Inception report			X					
Report reviewed by evaluation stakeholders, ethical review and quality assurance conducted.			X					
Finalization and approval of Inception Report			X					
Evaluation Mission				X				
Evaluation mission and presentation of preliminary observations and findings				X				
First draft report					X			
Report reviewed by evaluation stakeholders, ethical review and						X		

quality assurance conducted								
Final Report							X	
Final presentations and UNICEF management response							X	X

The evaluation main deliverables are outlined in Table 3 below.

Table 3. Evaluation main deliverables and deadlines

Evaluation Deliverables	Completion Dates	# of days Team Leader	# of days per Team Members
3-4-day Inception Mission with presentation	2 weeks before submission of the IR	5	
Inception Report (20 pages excluding annexes towards which team members will contribute with, at least, 5 pages).	2 weeks after the inception mission begins	12	8
Evaluation mission and presentation to KO staff, the ERG and other stakeholders as requested	1-2 weeks after the IR has been finalized and cleared.	19	19
Draft Report (40-60 pages excluding executive summary and annexes towards which each team member will contribute with, at least, 10 pages)	5 weeks after completion of the main mission.	15	10
Final Report (as above)	3 weeks after internal review and external quality assurance on draft report have been completed.	4	3
Return visit to Pristina to present the evaluation to KO staff, the ERG and other stakeholders as requested A PowerPoint Presentation of the evaluation, its main findings, recommendations, and conclusions. A skype presentation to RO staff	1-2 week after approval of final report.	2	
Total		**57**	**40**

6.2. Team Composition and Requirements

General Competency Requirements25
The evaluation team will be gender balanced and consist of one team leader and two/three team members. All team members will be professionals with a relevant higher academic/post-graduate degree and, as a team, they should have expertise in the sectors relevant to the KP in Kosovo* specified below. All team members should have knowledge of UNICEF's mandate and experience of working closely with Kosovo Institution partners and/or UN agencies. Relevant experience from Kosovo* and/or neighbouring countries is considered an asset for the international team members. It is considered an advantage if one or more team members have knowledge of or professional experience in working with Appreciative Inquiry.

- At least, two team members should have experience of working in a middle-income context.
- At least, two of the evaluation team members should have an in-depth understanding of the implementation strategies used by UNICEF, especially capacity building, policy dialogue and advocacy.
- At least, one team member should be a Kosovo policy expert familiar with of the socio-economic, political, and institutional environment in Kosovo.

The Team Leader
The Team Leader must have documented professional experience in conducting rigorous independent evaluations that meet professional evaluation standards - and more than 10 years of professional experience. The Team Leader should, furthermore, have a strong development background with a profound understanding of development and Human Rights-Based programming. It is also a requirement that the Team Leader has expertise in strategic planning and have evaluation experience from the Europe and Central Asian Region or another middle-income context. In addition, he/she must have expertise relating to one or more of the sectors in which UNICEF works (outlined below under team members). As the leader of the evaluation, the candidate will demonstrate previous experience in managing a multi-disciplinary team and delivering quality evaluation outputs.

The Team Members

Each of the two team members should have relevant higher academic/post-graduate degrees and a minimum of seven years of relevant professional experience including research or/and evaluation, and sector expertise in three or more of the following five sectors:

1) education.

2) primary health care and early childhood development.

3) social policy.

4) child protection; and

5) gender and youth programming.

25 As UNICEFs contribution towards greater inclusion is a key question, UNICEF welcomes evaluation team members coming from one of the ethnic minority groups represented in Kosovo* and/or persons with disabilities.

The ideal evaluation team will collectively cover the areas listed above and have experience in capacity development approaches in middle income contexts.

6.3. Roles and Responsibilities

As per UNICEF's evaluation policy, the evaluation will be managed by an evaluation expert from UNICEF's RO in Geneva who will collaborate closely with the KO evaluation expert to ensure evaluation utility and relevance, among other. The Team Leader will be overall responsible for the quality and submission of all main evaluation deliverables towards which all team members will contribute as explained below.

Role and Responsibility – Team Leader

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

Guide the extensive desk review of existing information on the context including Kosovo policies and priorities and UNICEF's work and all relevant programme and project documents and reports, previous studies, research, and evaluations.

Develop and provide detailed methodological guidance for the team with regards to the tool development and define the overall direction for data analysis and quality assurance.

Provide guidance in preparation of evaluation deliverables.

Review all relevant documentation related to the CPE.

Undertake an IM to verify the KP ToC, an events timeline, the stakeholder analysis developed during the desk review, present the evaluation to the KO, ERG and, if relevant, other stakeholders and organize the practicalities related to the planning of the field work.

Lead the evaluation mission and decide upon the division of roles and responsibilities among team members during the entire evaluation process.

Coordinate the work of the evaluation team and consolidate inputs from team members to ensure
timely delivery of evaluation products.

Conduct interviews with a range of key stakeholders and informants as per the inception report.

Lead the planning and conduct of analyses and discussions of evaluation questions and issues common to the whole team.

Lead the consolidation of the teams' inputs for the inception and evaluation mission.

Undertake the IM and present the evaluation to KO staff, the ERG and, in relevant, other stakeholders, and verify main deliverables associated with the inception mission.

Submit the IR, the draft and final KPE reports, and develop and deliver a power point presentation on the main findings and recommendations emerging from the evaluation once the evaluation report has been finally approved.

Manage the evaluation work plan, respecting deadlines for specific activities and deliverables.

Maintain a high level of communication with the team members and UNICEF staff involved in management of the evaluation.

Common tasks and duties for all team members

All team members are requested to refer attentively to the documentation made available in the electronic library developed for the evaluation, including the ToRs, context information and information on UNICEF's interventions.

All team members are requested to familiarize themselves with UNICEF's global normative products in the substantive areas for which they are responsible. These are available on the UNICEF website www.unicef.org.

All team members will contribute to concise written reports as per their specific area of expertise and the division of labour outlined in the IR: a) at the end of the desk review phase and prior to the start of the evaluation mission they will contribute with, at least, 5 pages to the IR; and b) for the draft evaluation report, they will contribute with, at least, 10 pages each. Team members will also contribute to the revision of the final draft report and provide inputs to team discussion during all evaluation phases. Evaluation team members will participate actively in all phases of the evaluation engaging in analyses and discussions of findings, conclusions, and recommendations.

Complementary to the evaluation ToRs, the evaluation Team Leader will prepare a number of orienting documents and tools (including an evaluation matrix) in discussion with the evaluation team. These documents should be read by all team members and will be used as a framework for guiding the questions to be asked and data to be gathered during the evaluation.

All team members will be requested to participate during the entire evaluation mission during which primary data will be generated.

The Evaluation Reference Group (ERG)

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

Be a sounding board for feedback during the evaluation.

Provide feedback on the evaluation approach presented by the Evaluation Team Leader when the IM is organized.

Enable access to key informants during the evaluation process.

Participate in interviews with evaluators as relevant.

Review and comment on the IR.

Participate in the presentation of evaluation preliminary findings.

Review and discuss the final report, in particular, findings and recommendation that concern possible strategic shifts UNICEF should make in a KP

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Annex A. Initial KP Stakeholder List

Institutions	Representative	Title
UNDCO	Ulrika Richardson	Resident Coordinator
Office of Good Governance/Prime Minister Office	Habit Hajredini	Executive Director/Ch
Strategic Planning Office/Prime Minister Office	Vedat Sagonjeva	Executive Director/ St
Kosovo Agency of Statistics	Isa Krasniqi	Executive Director/Sc
Coalition of organisations for child protection (KOMF)	Donjeta Kelmendi	Executive Director
Ministry of Justice	Lulzim Beqiri	Head of the Departme
Ministry of Labour and Social Welfare	Mentor Morina	Acting Director for De
Ministry of Youth, Culture and Sports	Feim Hoxha	General Secretary
Ministry of Education, Science and Technology	Alush Istogu	General Secretary
Ministry of Health	Naim Bardiqi	General Secretary
Kosovo Institute of Public Health	Tahire Maloku Gjergji	Hygiene Specialist
Mayor's Office – Prishtina	Shpend Ahmeti	Mayor of Prishtina
Mayor's Office – Gjilan	Lutfi Haziri	Mayor of Gjilan
Mayor's Office – Prizren	Mytaher Haskuka	Mayor of Prizren
Mayor's Office – Lipjan	Imri Ahmeti	Mayor of Lipjan
Mayor's Office – Dragash	Shaban Shabani	Mayor of Dragash
Mayor's Office – Mitrovica	Agim Bahtiri	Mayor of Mitrovica (S
Handikos	Afrim Maliqi	Executive Director
Kosovar Disability Forum (KDF)	Bujar Kadriu	Executive Director
OFAP	Ibadete Krasniqi	Executive Director

Kosovo Academy of Justice	Luljeta Hetemi	Programme Director f
Kosovo Chamber of Advocates (Kosovo Bar Associates)	Florim Shefqeti	Executive Director
Ombudsperson	Hilmi Jashari	Ombudsman
GIZ	Boris Scharlowski	Education Project Coo
UNDP	David Svab	M&E
USAID	Arber Gorani	Kosovo Advisor/ Inclu
EU office in Kosovo	Dario di Benedetto	Civil Society/Human
SIDA	Nasrin Pourghazian	Head of Office
Save the Children	Ahmet Kryeziu	Head of Office
UNKT M&E Working Groups	Yllka Pllana	Assistant Developmer
Peer Educators Network (PEN)	Bujar Fejzullahu	Executive Director
IPKO Foundation	Abetare Gojani	Executive Director
Open Data Kosovo	Blerta Thaci	Executive Director
ICK- Innovation Centre Kosovo	Shpend Lila	Project Manager
CSR network	Linda Tahiri Rukiqi	Executive Director
Pedagogical Institute	Fazli Brahaj	Public relations
KEC- Kosovo Education Centre	Petrit Tahiri	Project Manager
European Centre for Minority Issues (ECMI)	Arben Osmani	Project Manager
Action for Mothers and Children (AMC)	Vlorian Molliqaj	Programme Coordina
KAPIE	Gazmend Tahiraj	Executive Director
University of Prishtina - Faculty of Education	Blerta Dibrani (Rector's Assist)	Assistant and Commu
Caritas	Boban Mirkovic	Director of Mitrovica
Domovik	Nenad Radivojevic	Project coordinator
Centre for Democratization Civil Society	Gezime Pllana	Project officer
Santa Marija	Blagica Radovanovic	Executive Director

Annex B. Evaluations and Research Conducted by the KO

Type	Title	Year
Evaluation	Evaluation of the Child Rights Monitoring Systems in Kosovo (UNSCR 1244) 2009-2015	2016
Evaluation	Multi Country Evaluation for Home Visiting: Kosovo Case Study	2019
Research	Assessment of the situation of Kosovo's alternative foster care system	2015
Research	Assessment of Youth Employment and Entrepreneurship in Kosovo Programme	2015
Research	Demographic Window of Opportunities	2016
Research	Fiscal Space Analyses for Gjakova Municipality	2015
Research	Qualitative Research on Social Norms around Gender-Based Violence (GBV) and the Physical Punishment of Children in Kosovo*	2016
Research	Survey with adolescents and youth around the issues of domestic violence, gender-based violence and peer violence	2015
Study	MICS5 with general population and with Roma, Ashkali and Egyptian communities	2015
Study	MICS6 with general population and with	2020

	Roma, Ashkali and Egyptian communities	
Study	Policy Brief: Building an enabling policy environment for improving child health, development, and wellbeing in Kosovo	2016
Study	Public Expenditure Review in Primary	2015
Study	Situation analysis - Children with Disabilities in Kosovo*	2016
Study	Situation analysis - Children with Disabilities in Kosovo*	2017
Study	Situation Analysis for Children and Women in Kosovo*	2016
Study	Situation Analysis for Children and Women in Kosovo*	2017
Study	Situation Analysis for Children and Women in Kosovo*	2019
Study	Strengthening family-based care, strengthening social work	2015
Study	Study on the Impact and Sustainability of Learning Centres	2015
Study	The significance of Home Visiting Practices for Children in Kosovo*: Case Study of the Municipality of Dragash/ Dragaš	2016
Study	Wellbeing of Children in Kosovo*	2015

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Annex 3: Kosovo Programme Key Outputs, and ToC Analysis

3.1 Kosovo Programme Key Outputs by Type of Activity[1]

	2016	2017	2018	2019
	Central Level Outputs			
Studies Assessments publications	• Statistical snapshot on Early Childhood Education • Indicators framework for education and health • Reaching Every Child- The Promise for Equity for Kosovo publication • Costing of early childhood education in Kosovo • Assessment of the situation of alternative care system for children without parental care in Kosovo • Media and Children's Rights booklet • The Situation Analyses of women and children in Kosovo • Demographic Dividend Study – A time sensitive opportunity for Kosovo	• Assessment of the Effects of Social Assistance on children in Kosovo • The Situation Analysis on children with disabilities • The rights- based situation Analyses	• Contextual Review Analysis to inform the Strategic Moment of Reflection • Rapid Integrated Assessment to facilitate mainstreaming of the 2030 Agenda into Kosovo Institutions planning • The sub-regional U-Report for Albania, Kosovo and Montenegro launched • The MCYS conducted a U-Report poll administered to more than 3,400 young people (64% boys, and 36% girls). • U-Report poll on gender-based violence and equal opportunities	• Analysis of the Situation of Children and Women in Kosovo (Sit-An). • Implementation of the MICS 2019-2020 alongside a separate MICS survey designed and implemented for Roma, Ashkali and Egyptian communities • Evaluation of Universal Progressive Home Visiting Programme in Kosovo
Policy Strategy development And monitoring	• The report Card on the situation of children rights institutionalized by the office of Prime Minister • Revision of the Juvenile Justice Code • Localization of SGDs and alignment of the pillars of UNICEF Strategic Plan 2018-2021 with NDS 2016-2021 • The package of municipal program initiative tested in Gjakova municipality	• Kosovo Strategy and Action Plan on the first 1000 days of a child's life • The adoption of the Strategic Action Plan on immunization 2017-2021 • Pro- bono legal aid platform within Child Protection Section • Real time monitoring system established within Home Visiting Programme • 129 Prevention and Response Teams towards Abandonment and Non-Registration (PRTANs) established (in 21 Municipalities) • Strengthening the effectiveness of Early Warning system within EMIS in schools and local level in 30 municipalities • Municipal regulations on child rights and Action Plan on Child Rights in 8 Municipalities	• Child Rights Strategy and Action Plan for 2019-2023. • Child and Mother Health Indicator Framework. • Juvenile Justice Code endorsed • Design and adoption of the policy of "leave no child behind" in Kosovo's health sector. • Strategy on Mother, Child, and Reproductive Health in Kosovo drafted. • Sublegal act on school feeding • 636 Prevention and Response Teams towards Abandonment and Non-Registration (PRTANs) were established to prevent, profile, manage, respond to and monitor cases of drop-out in schools • Oversight report on the Social and Family Services Law by the Assembly	• The Child Protection Law endorsed by the Assembly of Kosovo • The home visiting programme formalized within the Law on Child Protection • Initiated the process of accreditation and integration UPSHIFT, PONDER and PODIUM into the existing secondary education curriculum. • Sub-legal acts that derive from the revised Juvenile Justice Code developed • Influenced the main provisions of the Draft Law on Inclusion by successfully advocating for adopting the main CRC and CRPD principles and inclusion of the main standards deriving from the International Classification of Functionality (ICF) on biopsychosocial approach.

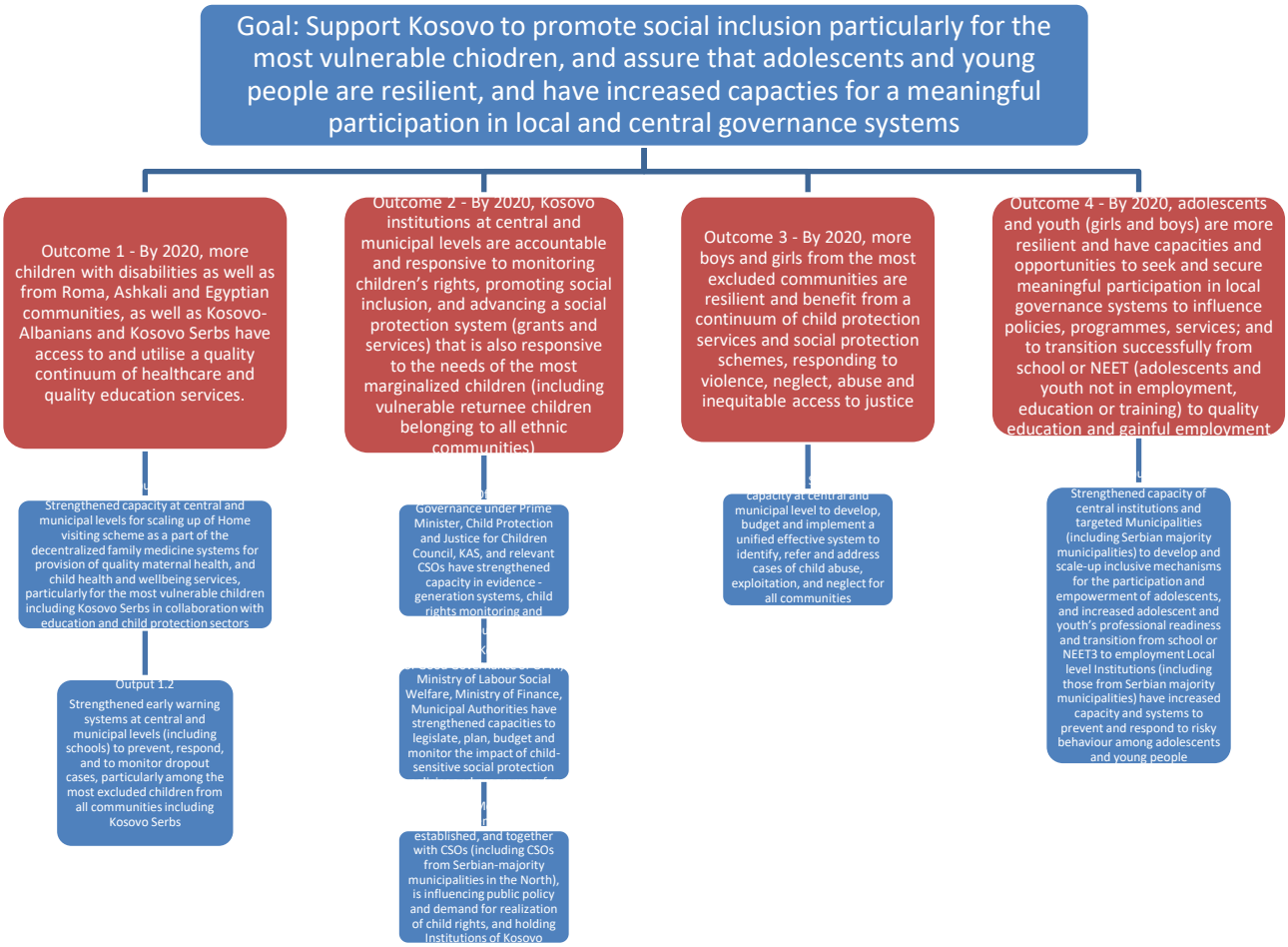
[1] As reported in the Kosovo Office Annual Reports (also known as COARs) 2016-2019. All activities compiled into single spreadsheet to illustrate breadth of Kosovo Programme engagements at central and municipality levels.

		• Procurement services for vaccines to strengthen the Expanded Programme of Immunization for all children	of Kosovo • Concept Document on the Law on Local Finances developed by the MoF informed by UNICEF evidence	• ECD coordination mechanism established to advocate for increased human and financial resources for ECD interventions -
Events: Awareness raising and advocacy events	• The launch of SOWC report event • International Day of the Girl Child awareness raising events • Women's Day awareness raising events • 16 days of activism against Gender Based Violence awareness raising events	• Kosovo Strategy and Action Plan on the first 1000 days of a child's life launching event • More than 300 children attended the launching event of Kosovo Strategy and Action Plan on the first 1000 days of a child's life • 120 children shared success stories and concerns in an audience with parliamentarians • Public awareness events for Immunization and Breastfeeding weeks conducted • Public awareness events for 16 days activism against Gender Based Violence conducted • Public awareness event for Inter Kosovo Day of the Girl Child conducted (girls with disability shared their success stories in the event)	• 8 NGOs rallied around the Disability Persons Organisations as a member of/Kosovo Disability Forum and endorsed the Advocacy Action Plan on Children with Disabilities, • In commemoration of International Day of Persons with Disability, public debate organized in Mitrovica region • In commemoration of Children International Day, the Speaker of the Assembly hosted a public hearing with children representatives from across Kosovo (broadcasted on the public television channel) • Awareness events for the International Children's Day celebration • The findings of U- Report poll publicly discussed on Kosovo television during the celebration of International Youth Day by the minister and his cabinet	• Activate Talks in media highlighting the inclusion of children and young people living with disabilities • US Fund for UNICEF Special Olympics for Children with Disabilities, visited Kosovo in 2019,
Learning/good practices sharing events and south to south cooperation engagement events	• A study visit/exchange experience for the members of internal working group of Ministry of Justice held with educational-correctional institution in Germany • 5 delegations hosted in Kosovo from Kyrgyzstan, Ukraine, Croatia, Armenia, Moldovia	• 1 Inter country conference on the prevention of school violence held with participation of Macedonia, Greece, Montenegro, Albania, and Kosovo)	•	•
	Local Level Outputs			
Program models implementation	• Inclusive Education Teacher Training Programme Module developed • 6 program models for transformation and improving the livelihood of youth and adolescents introduced and implemented (UPSHIFT, PONDER and PODIUM StartUp, Techstitution, Kosovo Volunteers platform) • Module on media and children developed and integrated within the Media School of Ethics • The implementation of EU Horizon 2020 Science for Change Programme supported	• 7 program models for transformation and improving the livelihood of youth and adolescents implemented (Know Your Rights, UPSHIFT, PONDER and PODIUM, StartUp, Techstitution, Kosovo Volunteers platform) • Inclusive Education Teacher Training Programme accredited by MEST • Supported Ministry of Public Health for the strengthening and scaling up of the Home visiting model (9 municipalities). • Over 140,000 children protected from	• Home visiting programme into 15 municipalities • Over 6,900 children (47 per cent girls and 53 per cent boys) under 3 years of age and 1,800 pregnant women were provided with comprehensive young child well-being services • 14,000 home visits (900 among Roma, Ashkali and Egyptian communities) • Supported MoH with procurement services for vaccines to strengthen the Expanded Programme of Immunization for all children	• The home visiting programme expanded to an additional five municipalities, to cover 22 municipalities in total. • Over 8,378 children under 3 years of age and 2,000 pregnant women (including 700 Roma, Ashkali and Egyptian community members) were provided with comprehensive young child well-being services through 16,000 home visits. • 2 additional modules on gender socialization and fathers' involvement were added to the home visiting

	• Supported Ministry of Public Health for strengthening of the home visiting model in 7 municipalities). • Over 7000 mother and children reached through home visits by health workers	vaccine preventable diseases in municipalities • Over 11,000 home visits done by health workers in municipalities • Digital mobile application on sexual education for adolescents developed • The implementation of EU Horizon 2020 Science for Change Programme supported	• 130,000 children protected from vaccine preventable diseases • 1,870 children at risk of drop-out from the most disadvantaged communities (88 children from Roma, Ashkali and Egyptian communities (34 girls and 54 boys) were supported56 students at risk of drop-out supported to return to compulsory education. • Over 100 cases (8 per cent girls and 92 per cent boys) were reported in the EMIS database. • 70 schools created peer mediation teams in 14 municipalities to address violence against children in school • 3,500 primary school age • children benefited from child-centred teaching and learning methodologies based on their learning • needs. • 20 juveniles sentenced with educational measures benefited from professional services and vocational training • Educational Correctional Centre was supplied with vocational equipment • Community Based Rehabilitation Centres (CBRs) model embraced and implemented in 12 municipalities. • 286 girls and 216 boys with disabilities benefited from professional services delivered by CBRs. • 606 children have been placed under kinship care and foster care in 38 municipalities • Out of 36 youth-led projects implemented in 2018, six social enterprises and three NGOs were established, employing 42 youths full-time	training package • Over 130,000 children protected from vaccine preventable diseases • Strengthened the functionality of the 100 existing Prevention Response Teams Against Abandonment and Non-registered children (PRTANs) in 10 municipalities • 500 children at risk of drop out identified. 109 remained in school and 20 are being attended to • endorsement of Action Plans aimed at improving prevention, protection, and reintegration services for around • 2,109 children (1,010 boys and 1,099 girls) at risk of abuse, neglect and exploitation benefited from the Action Plans endorsed "Prevention of bullying and conflict among children" project in four target municipalities (Gjakova, Gjilan, Peja, Ferizaj). • 10 Community Based Rehabilitation Centres (CBRs) increased their capacities for expansion of the new biopsychosocial model • 750 children, including their parents who benefited from new CBR services • 51 children in foster care and more than 550 children benefited from • kinship care
Centres/CSOs Supported	• 5 mother and child counselling centres supported • 9 Community based early childhood education centres established	• 5 mother and child counselling centres supported • 15 Community based early childhood education centres supported • 200 most marginalized children enrolled in pre-school program	• Community-based ECD centres were adopted in the Mitrovica region and Pristina Municipality. • 15 community-based centres supported by UNICEF Kosovo • 600 preschool-age children (320 girls and 280 boys) enrolled in preschool program	• 4 new ECD community-based centres were established in four selected municipalities. • 863 children from rural areas, including children with disabilities, were enrolled in 12 existing ECD community-based centres in Mitrovica region and Prishtina municipality

			• Out of 36 youth-led projects implemented in 2018, 6 social enterprises and 3 NGOs were established	• 54 youth-led projects implemented in 2019, seven social enterprises were established.
Capacity Building	• 25 Kosovo Institutions and civil society representatives equipped with tools to develop media stories on children • 30 journalists trained on areas of ethical reporting for children, local legislation, and norms in the area of media and children • Training of trainers for health workers, educators and social workers conducted • Social Impact workshop with focus on gender equality conducted for youth and adolescents • 30 youth participated in youth empowerment/ internship programme within UNICEF	• 330 professionals from health, social and education sectors trained on childcare and development • 300 justice for children professionals trained • 50 teachers received Inclusive Education Teacher Training • 7 MEST officials received Inclusive Education Teacher Training • 360 adolescents accessed information through the digital application on sexual education • 56 foster caregivers increased knowledge and awareness on GBV issues • 7000 children increased knowledge and skills on GBV issues • 199 (127 girls and 72 boys) young people increased advocacy and lobbying skills through participation in 6 days summer camp activities	• 1,684 community members provided with information on childcare, feeding and child development • 618 school personnel were trained in the EMIS Violence Case Registry Module • 7,000 adolescents and youths equipped with skills to build resilience • 1200 adolescents accessed information through the digital application on sexual education	• 256 health professionals in 22 municipalities were trained • Training of trainers for 20 health practitioners based on the UNICEF Regional Resource Package. • 200 nurses participated in quarterly Exchange learning events • 2009 family members received family health education sessions • 68 health professionals trained on gender socialization and father engagement module • 200 teachers trained to deliver inclusive education with an emphasis on children with disabilities • Over 7,165 children (55 per cent girls, 14 per cent from non-majority communities and 5 per cent children and adolescents with disabilities) were empowered and equipped with 21st century skills. • 42 adolescents (30 girls and 12 boys) received internship positions at top media agencies, of which 19 (10 girls and 9 boys) were subsequently employed. • Five-day UPSHIFT workshop with juveniles in conflict with the law at the Education Correctional Centre • The establishment of a Mentorship Scheme for youth (in partnership with Kosovo CSR Network). 150 mentors trained

3.2 Programme Components Linkages Outputs to Outcomes



3.3 Mapping of Primary Initiatives (models) by Programme Component

UNICEF programming initiatives by section				
Section	**Name of programming initiative:**	**Period implemented (years):**	**Goal(s):**	**Objectives:**
Child Protection	Prevention of VAC and bullying	2016-2018	Strengthen prevention response to the VAC on target municipalities	Children in conflict with the law and those at risk are empowered to demand for community services and municipal child protection institutions and local NGOs, including vocational training centre, have capacity to provide prevention, protection and reintegrated community services and reach the most vulnerable children, boys and girls, in municipalities of Gjakova and Gjilan
Child Protection	Support the reforms of the Juvenile Justice System in Kosovo	2014-2017	Strengthen case management mechanisms on prevention, protection, and referrals of children in need of protection	1. The coordinated case management roundtable mechanism in the twelve municipalities of intervention is endorsed at local level. 2. The case management roundtable mechanism is formally and legally institutionalized at Kosovo level. 3. The capacities of professionals involved in child protection case management system have been strengthened
Child Protection	Increase the quality of legal assistance and protection for children in contact with the Justice System	2014-2016	1.Ex officio referral mechanism is fully functional 2. Kosovo Bar Association licensed lawyers have specialized knowledge and skills in Juvenile Justice and free legal aid system.	1.Improved/Strengthened functioning of the legal Assistance system including the provision of free legal aid services to vulnerable social groups in general, with a special emphasis on children and juveniles either as suspected person or as victims and witnesses in legal procedures. 2. Established Legal and Referral mechanism 3. Revise the internal regulation for ex officio representation and capacity building for children representation and best interest principle protection.

Child Protection	Regional project on prevention of VAC and Social Inclusion of CwD	2016-2020	Enhance the systems response for prevention of VAC and support Social Inclusion of CWD	1. Mechanisms to identify, report and refer cases of violence against children are reinforced, and opportunities for the development of innovation services and solutions to realize the rights of all concerned children are created. 2. Data on violence against children and social inclusion of children with disabilities is incorporated into sectoral data collection mechanisms. 3. Mechanisms and tools to independently monitor and report on violence against children and social exclusion of children with disabilities by CSOs/DPOs and independent monitoring bodies are established, recognized, and used.
Child Protection	Strengthen the Alternative Care System for children without parental care	2017-2020	Provision of quality foster care services for children without parental care	1: Capacity building of foster careers through organizing training, workshops and individual and group meetings aiming to build their skills and abilities for looking after children without parental care, children with disabilities and young children at risk. 2: Provision of psychosocial support services for foster children and foster care parents through organizing home visits and psychological activities at Foster Care Day Centre. 3: Organizing awareness raising activities aiming to increase the number of foster care families to look after a wide range of children in need of care and family durable placements. 4: Support implementation of minimum standards of foster care and kinship care services through organizing capacity building activities for CSWs. 5: Strengthening coordination between child protection organization, local authorities and service providers for development of alternative care services for children without parental care, including children in kinship care and young care – leavers

Child Protection	Young athletes programme for children with intellectual disabilities	2017-2018	Social inclusion and resilience of CwD through sport, play and civic activities	1. 75 children with and without intellectual disabilities in primary schools (special and mainstream) in three cities will have experienced regular inclusive play and sports activities while the parents of each child will become aware of the abilities and potential of children, particularly in terms of socialization within an inclusive setting 2. 30 family members will be recruited as volunteers/trainers to support ongoing ECD development. 3. Special Olympics European Football Week in Pristina with 50 children with and without intellectual disabilities and the involvement of Olympian Majlinda Kelmendi will provide an opportunity for UNICEF and Special Olympics to promote the inclusive ECD model; a family health forum organized during the event will increase families' awareness about the health needs of their children. 4. Media roundtable will further increase awareness about the needs and abilities of children with intellectual disabilities as well as the work of Special Olympics Kosovo
Child Protection	Advocacy initiatives for CWD. Development of the Law on Inclusion	2019-2020	Enhance the legal and policy framework on CWD	1. The established multi-disciplinary mechanisms of children with disabilities have better pre-conditions to conduct a qualitative assessment which further contributes to the inclusive education of children with disabilities 2. The voice of children with disabilities as well as the principles of UNCRPD and UNCRC are integrated in the Law for Inclusiveness and Equal Treatment of Persons with Disabilities 3. All relevant actors and stakeholders are aware of the Adoption of the Law for Inclusiveness and Equal Treatment of Persons with Disabilities and its importance to impact the life and well-being of children with Disabilities in Kosovo
Social Policy	Gjakova Fit for Children	2014-2017	Child-friendly municipal governance system	1. Fostering enhanced accountability, planning, coordination, and monitoring in the municipal governance system 2. Creating an inclusive municipality

Social Policy	Coalition of NGOs on Child Protection	2014-2018	Strengthened capacities of civil society on child right monitoring and advocacy	1. (Legislation): Contributing to the monitoring and advancement of the legal framework in relation to child rights and child protection 2. (Governance): Contributing to the strengthening of protection and wellbeing of children, by advocating, sensitizing, and mobilizing central and local level institutions 3. (Awareness raising/Communication): Contribute to the promotion of Child rights in Kosovo through communication and awareness raising of relevant stakeholders 4. (Empowerment): Empowerment of Coalition of NGOs for Child Protection to act as a strong advocate for child rights in Kosovo
Health & ECD	Home visiting programme	2014-2020	Strengthen families-centred health systems and local public health capacities to improve wellbeing of most vulnerable children and mothers in 22 municipalities	1. To assess the health and wellbeing of mothers and their children including child development status; 2. Assess the health and nutrition needs of the family; 3. Provide family education and support and - referral to and coordination with community support schemes notably for health, social welfare, and education.
Health & ECD	Improving the nutritional status in early childhood development and school age children	2019-2020	Strengthen Early childcare services and pre-school educational institutions to create and integrated an enabling environment to promote child healthy feeding and healthy behaviour with the aim to contribute towards achieving children's full potential	1. Support the establishment of the Multi-sectorial Technical working group for healthy child feeding is established 2. Support the development and endorsement of guidelines and menus for pre-school and lunch boxes in primary school with ministry of health and ministry of education, science, and technology 3. Support capacity building of professionals/teachers from early childhood community-based centres, pre-school, resource centres to promote child health feeding and to prevent malnutrition and also the need for physical activity 4. Parents are equipped with skills and adequate/relevant information to support and practice child healthy feeding and physical activity.

Health & ECD	Mainstreaming gender socialization into the local health system through home visiting programme	2019-2020	To address gender social norms and promote positive parenting practices, to increase capacities of home visiting nurses (women, to address gender norms among families, mothers, with specific focus on fathers' involvement.	
Health & ECD	Early Childhood Development	2019-2020	By 2020, more children with disabilities as well as from Roma, Ashkali and Egyptian communities, as well as Kosovo-Albanians and Kosovo Serbs have access to and utilize a quality continuum of health care and quality education services.	1. By 2020, new Early Childhood Education Law for 0- 6 yrs. of age developed. 2. By 2020, more children are enrolled in pre-school programmes through establishment of four ECD community-based centres in 4 selected municipalities and through outreach activities. 3. By 2020, ECD multi-sectorial coordination mechanism is established and strengthened at central and local level to support child wellbeing and early learning programme at central level. 4. By 2020, increased awareness of policy makers and responsible authorities at central and municipality level on the importance of prioritizing investment in early inclusion services and support.
Health & ECD	Increased awareness among duty bearers and families/ Family Health Education	2016-2019	To deliver training courses and other outreach activities for around 6,000 mothers, fathers, families, and caregivers and increase knowledge for healthy seeking behaviour issues affecting child health, nutrition, well-being, including early	1. Increased knowledge of beneficiaries and improved access to appropriate information on maternal health, better childcare and development and other family health issues 2. Supported the most vulnerable mothers, fathers and other family members identified during the household visits on health and nutrition issues at household level 3. Increased capacity of RCK on monitoring to serve and assist the most vulnerable
Health & ECD	Vaccine and other medicine procurement	2011 - 2020	Support MoHE and Kosovo Institutions to procure vaccines and other drugs from essential list of medicines	To support the Kosovo Institutions for more cost- effective procurement services

ADAP	UPSHIFT Social Impact Workshop	2014-present	Increased capacity of adolescents to face analyse, design, and solve problems through products and/or services makes adolescents and youth better equipped for the labour market and enable them to create social enterprises.	As the ADAP's flagship initiative, UPSHIFT combines some of the leading approaches to youth and adolescent development, social innovation, and entrepreneurship, to empower marginalized youth and adolescents to become social innovators and entrepreneurs. Using cutting edge experiential learning techniques, UPSHIFT teaches youth and adolescents how to understand community challenges and design and build impactful solutions in the form of products or services.
ADAP	PODIUM Advocacy for Change	2015-present	Increased skills and opportunities of adolescents to influence policies, media, and community behaviour through advocacy adolescents and youth more active members of society.	The Podium workshop teaches adolescents and youth of the most marginalized groups in Kosovo how to advocate for the needs and rights of their communities. It is an initiative designed to improve the resilience of adolescents and youth by increasing the knowledge of their rights, improving their awareness on the power of social change and advocacy; and cultivating campaign management and advocacy tactics – all while improving confidence and empowerment.
ADAP	PONDER Critical Media Literacy	2016-present	Increased capacity of adolescents to critically consume and produce media information makes youth and adolescents better equipped to acquire objective information and less prone to negative influences.	Ponder improves the life skills of adolescents by fostering media literacy and critical approaches to information, empowering adolescents to approach information critically, to identify and examine bias, and to judge the value, authenticity, and authority of the information they encounter. Following the workshop, the Lab provides professional experiences in the form of internships in media for participants to apply the attained critical media literacy skills in practice.
ADAP	StartUp Social Venture Workshop	2016-present	Increased capacity of adolescents to face analyse, design, and solve problems through products and/or services makes adolescents and youth better equipped for the labour market and enable them to create social enterprises.	StartUp: Social Venture Workshop is a second phase of engagement for previous youth-led projects that went through UPSHIFT: Social Impact Workshop. The workshop's main goals are fostering entrepreneurial culture and employment for adolescents and youth. The activity includes experiential learning in market research, SWOT and KSF analysis, and use of the Lean Canvas and Business Model Toolkit, as well as additional financial support towards the establishment of social enterprises.

ADAP	Techstitution (software solutions for public institutions)	2016-present	Increased capacity of adolescents in technology and digital literacy makes adolescents and youth professionally readier and better equipped to navigate life and the labour market.	Techstitution is a technology related program of the Lab that engages youth in learning practical software engineering skills by developing technologies to digitize institutional platforms. Techstitution empowers youth and adolescents to understand the technology that shapes our lives, become active citizens, hand-craft a portfolio of their own technological solutions, and to become part of the greater local tech community.
ADAP	Kosovo Volunteers	2015-2019	Kosovo Volunteers platform aims towards capacity building and knowledge dissemination for Civil Society Organizations (CSO) and/or Public Institutions on volunteer management.	Kosovo Volunteers is a first-of-its-kind match-making volunteer platform designed to bridge the gap between volunteers and civil society organizations that the Lab managed to incorporate in the formal legislature of Kosovo – this way, forming a triple helix between, adolescents and youth, civil society, and public institutions. The platform provides volunteer seeking organizations with tools and resources to help enhance their community engagement programs and volunteers with resources to seek and secure great volunteering experiences.
Education	Prevention response teams against abandonment and non-registered children in school (PRTANS) and usage of Early warning system.	2015-2019	Establishment of sustainable system for identification, case management and referral for identified cases at risk to drop-out of school and out of school children at central, municipal, and school level.	Early warning System is one of the modules that has been developed by MEST and supported by UNICEF, and is integrated within Education, Management Information system at all levels (central/MEST; Municipality and school levels) aiming to prevent the drop-out from school, identify cases at risk to drop-out and increase the capacities of the referral mechanism. The usage of the EWS and PRTANs have improved identification, recording and case management of out of school and drop out children from primary and lower secondary schools. While increasing understanding the importance and benefits of a systematic and evidence-based approach when dealing with children out of school and at risk of dropping out which contributed to development of MEST two - year action plan on prevention of children from school for (2016-2018).

Education	Prevention of violence in schools through Violence Case registry and implementation of the Protocol on Referral on Violence in School.	2015-2019	Build institutional capacities at central, municipal, and school level to improve capability of education authorities to prevent and respond to violence in schools through Violence case registry module integrated within EMIS.	Development of the Violence Case Registry/Incident module and capacity building programme of the local education authorities and school teachers have had a great impact in Implementation of the MEST Protocol on Referral on Violence in School, while integration of incident module report into EMIS has contributed to improve the school reports on the cases of violence.
Education	Inclusive Education In - service teacher training programme with emphasis on children with disabilities.	2015-2019	Modelling of the Inclusive Education teacher training programme based on the three ToT modules for in-service teacher training programme with emphasis on Children with disabilities, which have been accredited by MEST.	The training modules have been developed by UNICEF Regional Office and are adopted to the Kosovo needs and context which are being accredited by MEST. The same has increased the capacities of schools to make them become inclusive and friendly environment for all children, with emphasis on children with disabilities. The In-service teacher training programme has as well contributed to increase capacities of local trainers and school managers and teachers in selected municipalities serving as a model to apply the ICF-CY.
Child Rights Monitoring	Multiple Indicator Cluster Survey (MICS)	2013-2014 and 2019-2020	Strengthening institutional capacities for evidence generation through the implementation of MICS survey.	Increased capacities of Kosovo institutions, specifically KAS, to collect, analyse and disseminate reliable data based on validated methodology and in line with international standards.

3.4 Key Implementing Partners by Programme Component

Implementing Partner Name	Relevant section	Programme Objective (Short description)
ACTION FOR MOTHERS AND CHILDREN	H&N	Strengthen families-centred health systems and local public health capacities to improve wellbeing of most vulnerable children and mothers in 22 municipalities: Strengthen Early childcare services and pre-school educational institutions to create and integrated an enabling environment to promote child healthy feeding and healthy behaviour with the aim to contribute towards achieving children's full potential
ASSOCIATION FOR PEACE KOSOVO	MZO	More adolescents and young people have access to 21st century skills for life and have increased their civic engagement in the process of becoming social innovators and social change agents. ***Result 1:*** Strengthened resilience, enfranchisement, and professional capacities of 100 adolescents and youth, 50 of which will successfully lead the design, develop, and implement 5 social change projects/innovative social ventures; youth-led social change actions impacting 5,000 community members. ***Result 2:*** Improved capacities of 40 adolescents and youth in social advocacy concepts and tools, whereas 5 youth lead initiative will be implemented promoting Podium.
BALKAN SUNFLOWERS	EDU	Developing a comprehensive approach to deliver educational and social competence of children from Kosovo's Egyptian, Roma, and Ashkali communities through innovative learning programs, school mediation and advocacy.
BETHANY CHRISTIAN SERVICES	CHP	Improve access to early childhood education services for children with disabilities as well as from Roma, Ashkali and Egyptian communities in Gjakova Municipality.
CENTRE FOR DEMOCRATIZATION	MZO	***Output 1*** By 2020, more children with disabilities as well as from Roma, Ashkali and Egyptian communities, as well as Kosovo-Albanians and Kosovo Serbs have access to and utilize a quality continuum of health care and quality education services. ***Result 1:*** By the end of August 2019, community members and parents are using more frequently early childhood programme in rural areas covering at least 10 villages. ***Result 2:*** By the end of August 2019, improved coordination and joint initiatives between community members and stakeholders targeting most vulnerable and excluded groups in selected municipalities of Mitrovica region

DOMOVIK	MZO	**Output 3,** By 2020, more boys and girls from the most excluded communities are resilient and benefit from a continuum of child protection services and social protection schemes, responding to violence, neglect, abuse and inequitable access to justice ***Result 1:*** Strengthened capacities of children from 12 primary and secondary schools living in Mitrovica Region as a strategy for peacebuilding, prevention of conflicts including inter-ethnic and increased civic engagement of young people. ***Result 2***: Strengthened capacity of 100 primary and secondary school teachers on peaceful conflict resolution, prevention of violence methods and delivery of skill-based programme to over 1000 students ***Result 3***: Improved capacities of Child Right Committee and Case management to provide equitable access to justice for all with specific focus on the most vulnerable groups. ***Output 4*** By 2020, adolescents and youth (girls and boys) are more resilient and have capacities and opportunities to seek and secure meaningful participation in local governance systems to influence policies, programmes, services; and to transition successfully from school or NEET to quality education and gainful employment. ***Result 4***: Improved capacities of 40 adolescents and youth (ages 14-18) in key critical media literacy concepts and tools, whereas 5 youth lead initiative will be implemented promoting Media Literacy platform. ***Result 5:*** Established Youth Media programme broadcasting key issues of youth and adolescent in Mitrovica Region with impact on at least 5,000 community members.
EUROPEAN CENTRE FOR MINORITY ISSUES	EDU	Prevention of drop out from school and identification of out of school children, referee and respond to the identified cased through development of Municipal action plans on OOSC and Drop-out
FONDACIONI TOGETHER KOSOVA		The objective was on raising awareness on parenting and the importance of fathers' participation in childcare and development. It supported participation of families, parents, children in the Prishtina half-marathon, and disseminated messages on responsible parenting, with focus on fathers' involvement in child's growth and development, promoting among other practices fathers reading and storytelling to children. At the same time, the through this project we organized a collection and exchange of children books as well as organized open reading sessions by local authors to children of different age in public spaces in Prishtina. By this program two issues that are part of Kosovo priorities were included: the engagement of fathers in children upbringing as well as promoting reading as one of declining habits among children and parents.
GEORGE WILLIAMS YOUTH ASSOCIATION IN KOSOVO	ADAP	Establishment of 1 innovation hub in municipality of Gjakova. Involve in training programs 1,200 youth from 10th grade high schools for 21st century skills trainings from Gjakova. Organize and support with seed funding 15 projects through UPSHIFT, and 6 youth-led campaigns through PODIUM.

HANDIKOS	CHP	1. Mechanisms to identify, report and refer cases of violence against children are reinforced, and opportunities for the development of innovation services and solutions to realize the rights of all concerned children are created. 2. Data on violence against children and social inclusion of children with disabilities is incorporated into sectoral data collection mechanisms. 3. Mechanisms and tools to independently monitor and report on violence against children and social exclusion of children with disabilities by CSOs/DPOs and independent monitoring bodies are established, recognized, and used.
INNOVATION CENTRE KOSOVO	ADAP	Creating new jobs and business prosperity in Kosovo's through of use of ICT & innovation by supporting entrepreneurs, start-ups, and existing businesses. Supporting entrepreneurship, innovation, and commercially based business development, with a focus on information and communication technology.
IPKO FOUNDATION	ADAP	Increasing adolescents' employability and career awareness and enhance their entrepreneurial skills and knowledge to enable self-employment. Further, providing adolescents with critical thinking skills enabling them to distinguish between truthful and false information regarding their future development, as well as improve the relevance of education in upper secondary schools by creating closer links within the community.
KAPIE KOSOVO ASSOCIATION FOR PROMOT OF INCLUSIVE EDUCATION	EDU	Inclusive Education In-service Teacher Training Programme in selected schools and municipalities by creating inclusive school environment and deliver teacher training programme based on the individual differences and learning needs of a child.
KOLEGJI NDERKOMBETAR PER BIZNES DHE TEKNOLOGJI UBT SHPK	ADAP	The project will achieve improved professional readiness and entrepreneurial capacities, in terms of soft and transferable professional skills, hard ICT skills, and professional experience for the targeted adolescents and youth from different communities and students of UBT, in terms of acquiring knowledge and implementing that same knowledge in a realistic situation.
KOMF KOALICIONI I OJQ VE PER MBROJT COALITION OF NGO S FOR CHILD PROTEC	CHP/SP	1. Primary and secondary legislation is improved to strengthen prevention from and response to violence against children. 2. Mechanisms to identify, report and refer cases of violence against children are reinforced, and opportunities for the development of innovation services and solutions to realize the rights of all concerned children are created
KOSOVAR CATHOLIC CHURCH CARITAS	MZO	***Output 1*** By 2020, more children with disabilities and special needs, children from Roma, Ashkali and Egyptian communities, as well as Kosovo-Albanians and Kosovo Serbs have access to and utilize a quality continuum of health care and quality education services. ***Result 1:*** The parents of Roma, Ashkali and Egyptian children living in Roma Mahala, are aware of importance of social

		inclusion through utilization of education, health and social- protection. ***Result 2*** At least 80% Roma, Ashkali and Egyptian children have demonstrated developmental progress through implementation of home visiting programme using Portage methodology. ***Result 3:*** At least 80% of Roma, Ashkali and Egyptian children from Roma Mahala will be exposed to health prevention services such as immunization and deworming
KOSOVAR YOUTH COUNCIL	ADAP	
KOSOVO AGENCY FOR STATISTICS	CHRM	Strengthening capacities of KAS for evidence generation through 2019 MICS implementation
KOSOVO CHAMBER OF ADVOCATES	CHP	1. Improved/Strengthened functioning of the legal Assistance system including the provision of free legal aid services to vulnerable social groups in general, with a special emphasis on children and juveniles either as suspected person or as victims and witnesses in legal procedures. 2. Established Legal and Referral mechanism 3. Revise the internal regulation for ex officio representation and capacity building for children representation and best interest principle protection. 4. Ex officio referral mechanism is fully functional 5. Kosovo Bar Association licensed lawyers have specialized knowledge and skills in Juvenile Justice and free legal aid system
KOSOVO CSR NETWORK	ADAP	The Mentorship Scheme aims to empower adolescents by increasing the capacity and the ability to participate in the workforce, policy-making and decision-making processes, through private sector mentors or young mentors.
KOSOVO DISABILITY FORUM	CHP	1. The established multi-disciplinary mechanisms of children with disabilities have better pre-conditions to conduct a qualitative assessment which further contributes to the inclusive education of children with disabilities 2. The voice of children with disabilities as well as the principles of UNCRPD and UNCRC are integrated in the Law for Inclusiveness and Equal Treatment of Persons with Disabilities 3.All relevant actors and stakeholders are aware of the Adoption of the Law for Inclusiveness and Equal Treatment of Persons with Disabilities and its importance to impact the life and well-being of children with Disabilities in Kosovo
KOSOVO EDUCATION CENTRE	EDU	Empower youth for a Peaceful, Prosperous, and sustainable Future in Kosovo through Conflict resolution teacher training programme and youth peer dispute and conflict resolution programme
KRYQI I KUQ I KOSOVES RED CROSS OF KOSOVA	H&N	Increased awareness among duty bearers and families/ Family Health Education

KUCA PRIJATELJSTVA	MZO	***Output 3*** By 2020, more boys and girls from the most excluded communities are resilient and benefit from a continuum of child protection services and social protection schemes, responding to violence, neglect, abuse, and inequitable access to justice. ***Result 1*** Increased awareness and education on DRR for pupils of 3rd and 4th grade of primary schools, parents, school management, local authorities, and local communities. ***Result 2*** Increased awareness of municipal official of DRR in the local community. ***Result 3*** Increased awareness of importance of disaster risk reduction preventive programmes for local communities
LENS	ADAP	Strengthen the capacities and collaboration of CSOs, private sector and public institutions through organizing of 2 round tables, participating more than 15 people per round table to engage in policymaking and create common mechanisms for the regulation of volunteer infrastructure in Kosovo. Enhance the capacities of more than 20 CSOs and private sector, to recruit volunteers through Kosovo volunteer's platform, and to manage them according to the Administrative Instruction for Voluntary Work of Youth (Administrative Instruction No.01/2016, 2016). Increase the capacity of more than 700 targeted youth to raise their prospects for employment, as well as their ability to participate and directly engage in decision making processes in their communities:
MUNDESIA	Comms	Output I 15 schools in Gjakova, Gjilan and Dragash Municipalities awareness for prevention and referral of violence in schools for all communities. Output II Increase capacities of students to recognize existence of violence, and not to accept but to report occurrence of violence. Output III Strengthen Cross sector communication (local institutions, school personnel, Kosovo Police, Social Workers, NGO-s, etc.)

OLIMPIADA SPECIALE E KOSOVES	CHP	1. 75 children with and without intellectual disabilities in primary schools (special and mainstream) in three cities will have experienced regular inclusive play and sports activities while the parents of each child will become aware of the abilities and potential of children, particularly in terms of socialization within an inclusive setting 2. 30 family members will be recruited as volunteers/trainers to support ongoing ECD development. 3. Special Olympics European Football Week in Pristina with 50 children with and without intellectual disabilities and the involvement of Olympian Majlinda Kelmendi will provide an opportunity for UNICEF and Special Olympics to promote the inclusive ECD model; a family health forum organized during the event will increase families' awareness about the health needs of their children. 4. Media roundtable will further increase awareness about the needs and abilities of children with intellectual disabilities as well as the work of Special Olympics Kosovo.
OPEN DATA KOSOVO	ADAP	The objective of the proposed project is to foster Kosovo's youth inclusion through leveraging the potential of modern technologies and intensive skill development that lead to productive employment in the labour market.
ORGANIZATA PER FEMIJET PA KUJDES PR	CHP	1: Capacity building of foster careers through organizing training, workshops and individual and group meetings aiming to build their skills and abilities for looking after children without parental care, children with disabilities and young children at risk. 2: Provision of psychosocial support services for foster children and foster care parents through organizing home visits and psychological activities at Foster Care Day Centre. 3: Organizing awareness raising activities aiming to increase the number of foster care families to look after a wide range of children in need of care and family durable placements. 4: Support implementation of minimum standards of foster care and kinship care services through organizing capacity building activities for CSWs. 5: Strengthening coordination between child protection organization, local authorities and service providers for development of alternative care services for children without parental care, including children in kinship care and young care – leavers.
PEER EDUCATORS NETWORK	ADAP	CHP project. Children in conflict with the law and those at risk are empowered to demand for community services and municipal child protection institutions and local NGOs, including vocational training centre, have capacity to provide prevention, protection and reintegrated community services and reach the most vulnerable children, boys and girls, in municipalities of Gjakova and Gjilan by end of 2017. ADAP project> Creating a community where youth of all genders are mobilized and empowered to act as agents of social change for an inclusive society, by implementing programs on capacity building, social inclusion and healthy lifestyle.

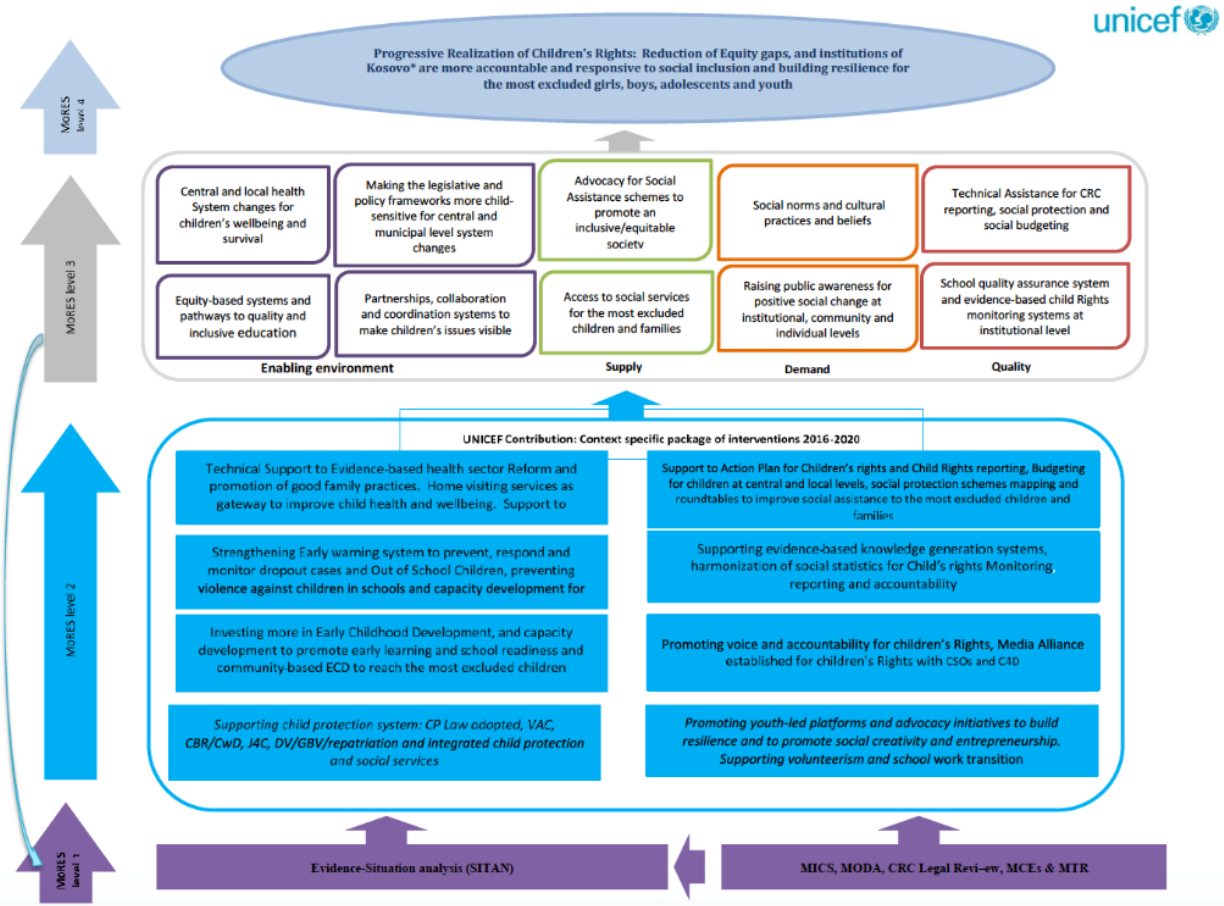
PLAY4 INTERNATIONAL	ADAP	Creating bridges among communities; Empowering youth and building resilience; Providing children with informal education through inclusive sport activities;
PRESS COUNCIL OF KOSOVO	Comms	• Draft Guidelines for the use of Press Code of Kosovo • Organize a one-day module of children in media, as part of journalism ethics school • Organize workshop(s) with students of journalism, focused on the protection of minors in media. • Conduct five outreach meetings with journalists from around Kosovo (Gjilan, Prizren, Gjakova, Peja, Mitrovice). • Organize quarterly awareness raising meetings with media professionals and editors in chiefs on issues related to children's rights. • Organize a Conference on children and media.
QENDRA PER SHERBIME HUMANE DHE ZHVILLIM	H&N	Improve access to early childhood education services for children with disabilities as well as from Roma, Ashkali and Egyptian communities in 3 selected Municipalities
SANTA MARIJA	MZO	***Output 1*** By 2020, more children with disabilities as well as from Roma, Ashkali and Egyptian communities, as well as Kosovo-Albanians and Kosovo Serbs have access to and utilize a quality continuum of health care and quality education services. ***Result 1***: By the end of June 2019, community members and parents are using more frequently early childhood programme in rural areas covering at least 10 villages. ***Result 2:*** By the end of August 2019, improved coordination and joint initiatives between community members and stakeholders targeting most vulnerable and excluded groups in selected municipalities of Mitrovica region.
SHOQATA INICJATIVA E GRAVE	CHP	Empowered youth groups, boys and girls, in Dragash to take on leadership roles in their community, while also learning about issues that are relevant to their community. 1: Teach the students how to work together as a team and how to solve issues together. 2: Raise the students' awareness on gender equality and violence against women in their community. 3: Teach the students about health related issues in their community. 4: Teach the students about environmental concerns in Kosovo. 5: To develop the students' creativity and problem-solving skills by making them use flip charts, games, art work and other creative ideas that students come up with.
SLAB	ADAP	Increasing awareness and information about sexual education for adolescents and young people through SHNET Platform.

TERRE DES HOMMES	CHP	1. The coordinated case management roundtable mechanism in the twelve municipalities of intervention is endorsed at local level. 2. The case management roundtable mechanism is formally and legally institutionalized at Kosovo level. 3. The capacities of professionals involved in child protection case management system have been strengthened

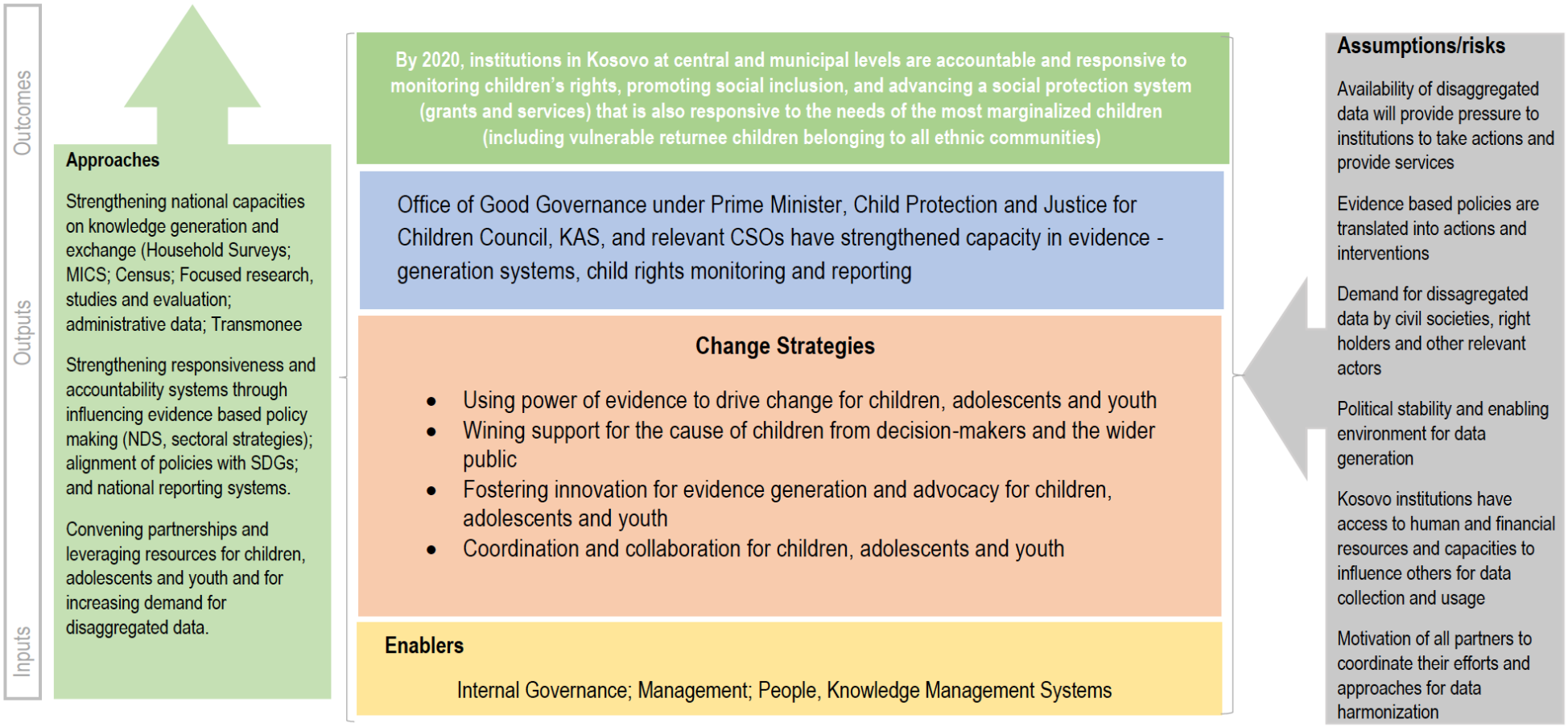
3.5 Kosovo Programme Theories of Change by Component

General Programme ToC

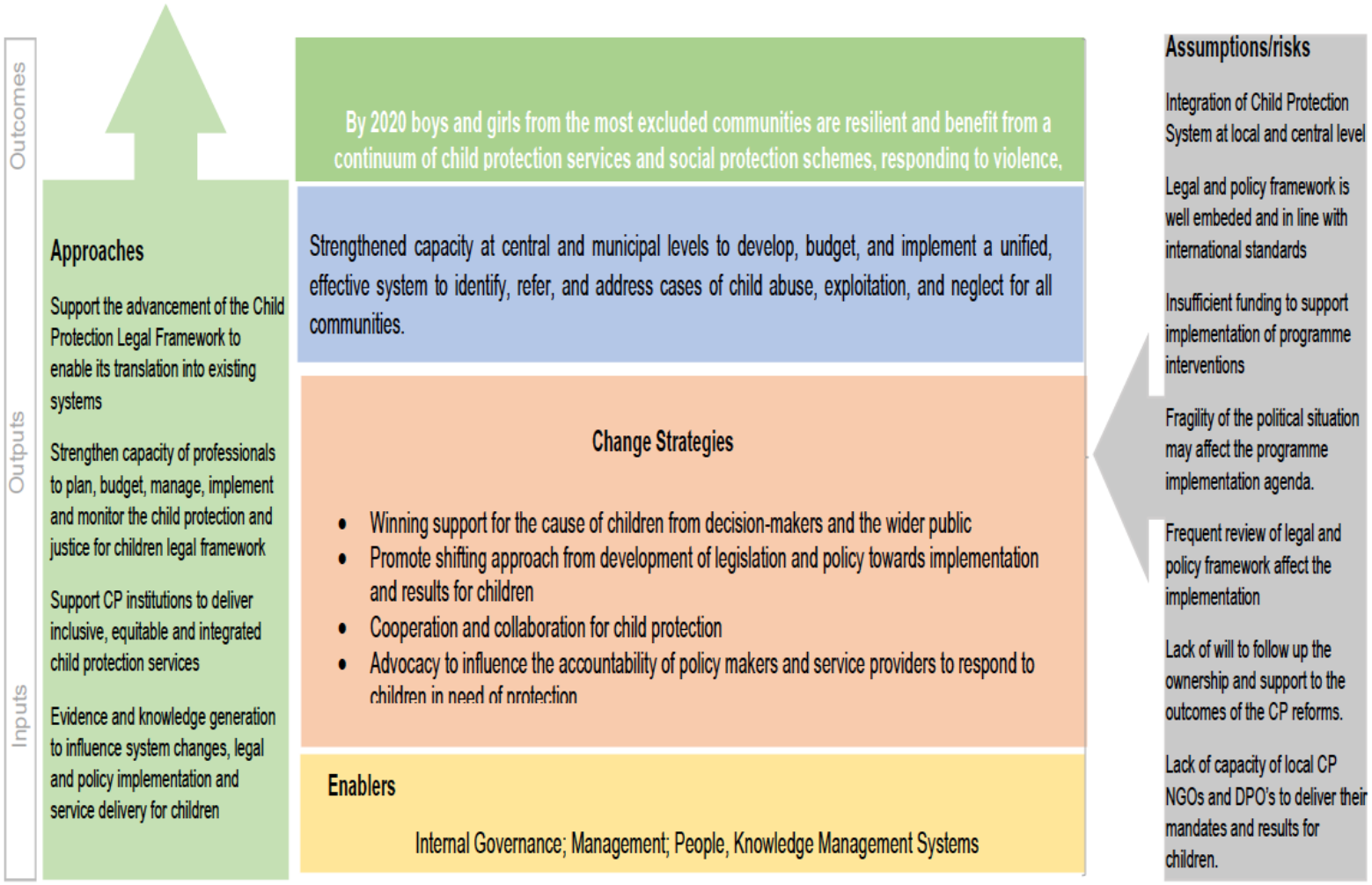
Theory of Change: Kosovo Programme



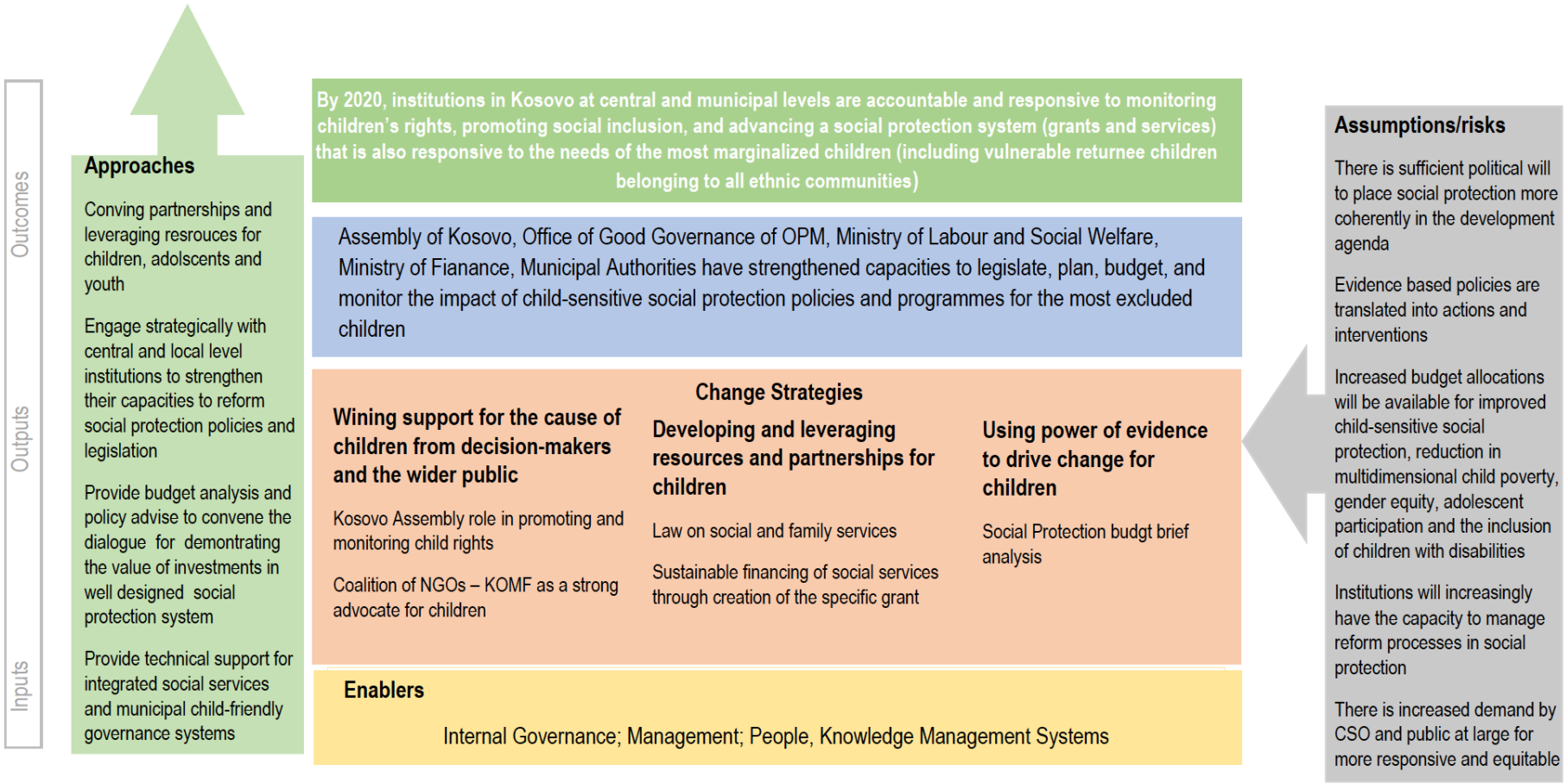
Child Rights Monitoring



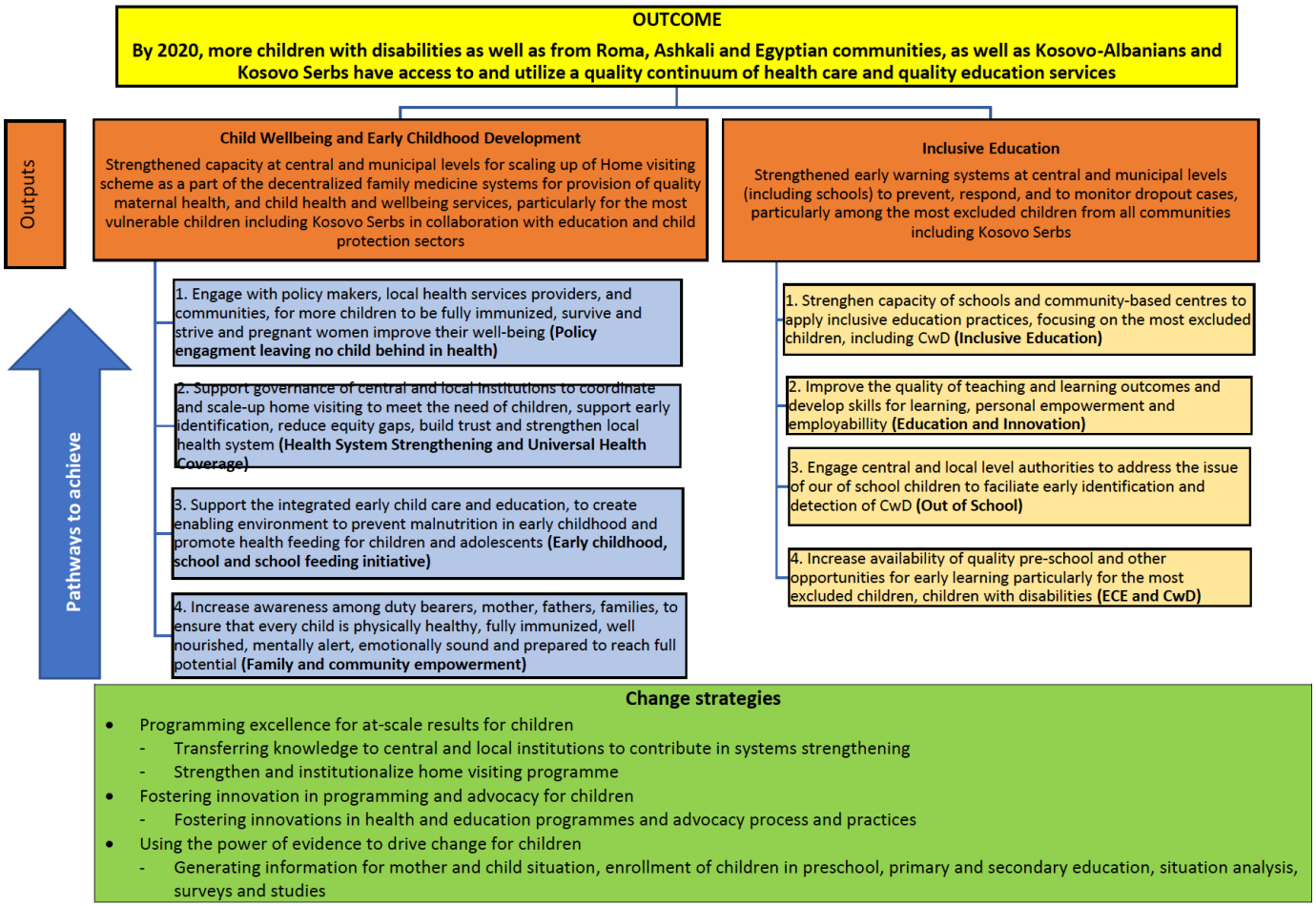
Child Protection



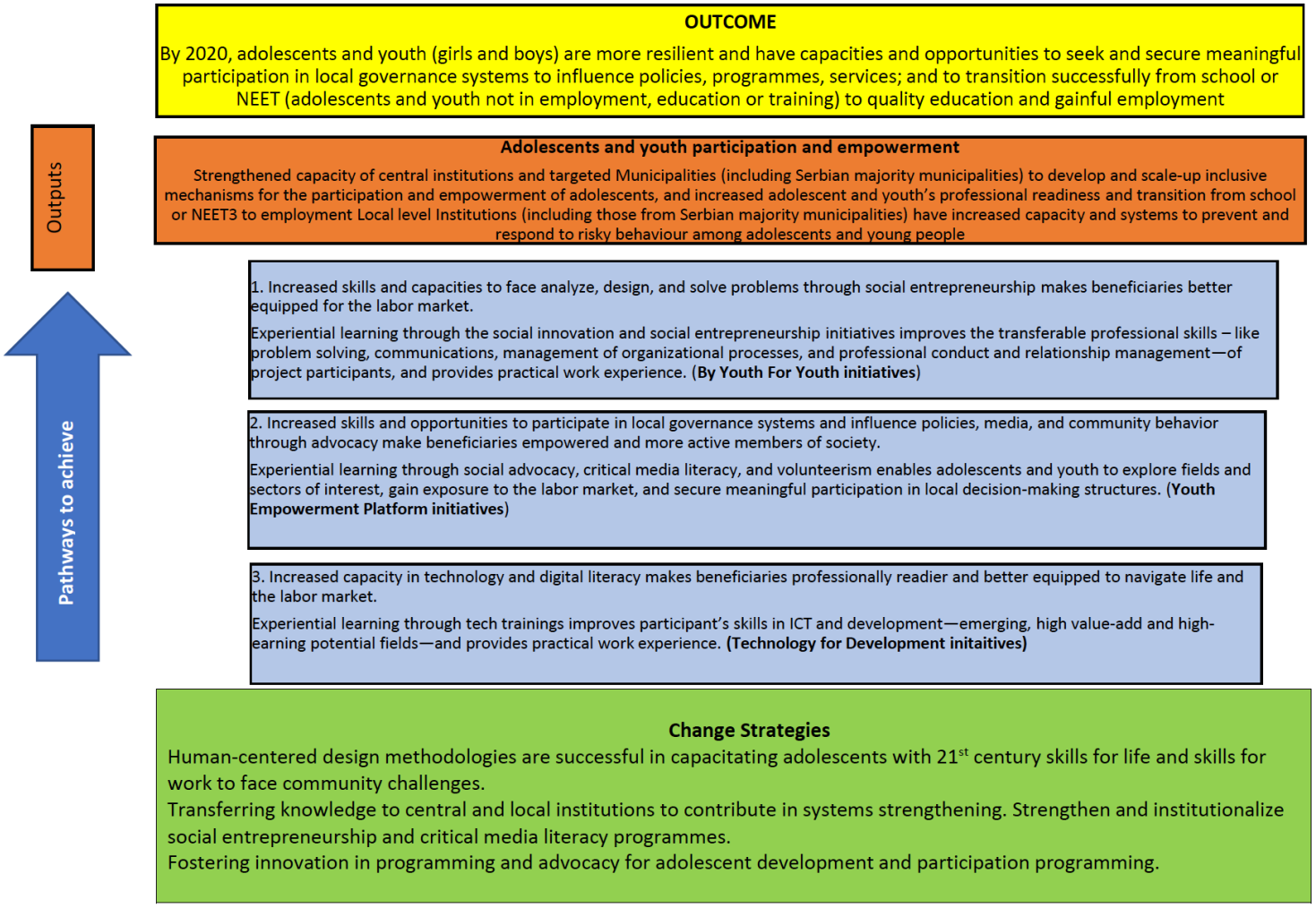
Social Policy



ECCD and Health



Youth Empowerment



ToC Reflections

The ToC is primarily a visual aid for depicting the preconditions, assumptions, change strategies, and linkages. The Kosovo Programme ToC can be simplified as a series of If…Then statements linking approaches to outputs to outcomes. The tables in Annex 3 (3.3.1-3.3.4) outline the summarized conditional statements based on the ToCs and summarize the evidence for achieving each IF statement and the potential connection to the outputs (Then) statements. The colour coding reflects the degree of emphasis from project reports and stakeholder interviews: the darker the colour the greater the emphasis.

It can be confirmed from document review and the stakeholder interviews that the implementation approaches have been consistently used by the KO. Based on the findings throughout the narrative, UNICEF KO has made considerable achievements in evidence, advocacy, and policy development, and UNICEF plays a strong normative role for children's rights. Project implementation for direct beneficiaries (youth) or targeted thematic components (Juvenile Justice, ECD, Disability, Home Visiting) has been successful based on the thematic evaluation report and triangulated with stakeholder observations. One element not explicitly cited in the ToCs that nonetheless emerged as an important factor was technical support (the implementation approach related to capacity building), not only for evidence generation but also for the strengthening of technical systems and the capacity development of individuals.

The primary gaps in the ToCs are related to the strengthening institutional mechanisms to connect policies and legislation with operationalization to vulnerable populations. While this is found in the implementation approaches implicitly in terms of models and practices, the evidence from the findings suggests that more delineation of institutional mechanism strengthening above and beyond the promotion of models may be necessary. A focus on system strengthening and identifying ancillary systemic bottlenecks would require both increased documentation and systematic mapping of the associated bottlenecks affecting the realization of policies and projects; AND increased technical expertise in systems strengthening aspects to provide the technical support required at the central and local levels

Table 3.5.1: Outcome 1 ToC Reflection

	Kosovo Programme Progress in Outcome 1: Education and Health	
If…		
	Engage with local, policy, and community for immunization, mother/child health, and positive parenting	Integrated into home visiting modality. Annual project reports cite high number of vaccinated children each year
	Primary Health Care investments through home visiting model for more accessible health care	Home visiting model institutionalized in system. Limited outreach yet due to ancillary systemic bottlenecks (staffing, transportation, performance accountability, etc).
	Invest in integrated early child care and education	Significant investment in ECD modality – primary mechanism has been through community based-centres. Community Centre approach still somewhat disconnected from Municipality and Kosovo Institutions structures
	Increase awareness among community for child wellbeing	Partially addressed. Awareness raising activities in annual reports are thematic rather than holistic – breastfeeding, vaccination, and disability mostly
	Strengthen inclusive education practices	Inclusive education focus with heavy emphasis on disability observed in activities
	Improve teaching quality for employability	Not a point of emphasis in Kosovo Programme activities except for overlap with the UPSHIFT model potential uptake to secondary education
	Engage central and local authorities to address OOC	Early warning activities are mentioned in annual reports but have not been a point of priority in stakeholder interviews
	Increase availability of pre-school opportunities	ECD outreach has been pursued through community-based centres. Access to

		poorest and most vulnerable still a challenge
THEN…		
	Strengthened capacity at central and municipal levels for scaling up of Home visiting scheme	Although substantive progress achieved, scaling up is not yet achieved and more work is required on institutional factors for extending outreach towards hard to reach populations
	Strengthened early warning systems at central and municipal levels (including schools) to prevent, respond, and to monitor dropout cases, particularly among the most excluded children	Not evident from available data

TABLE3.5.2: OUTCOME 2 TOC REFLECTIONS

	Kosovo Programme Progress in Outcome 2: CRM and Social Policy	
If…		
	Strengthening national capacities on knowledge generation	Extensive investment by UNICEF in this dimension but more could be done
	Strengthening evidence-based policymaking, alignment with SDGs and national reporting systems	SDG alignment, evidence-based advocacy, and establishing national reporting frameworks have been successful. Actual usage by Kosovo Institutions has not yet occurred
	Convening partnerships and leveraging resources for children, adolescents and youth and disaggregated data	General advocacy for child friendly policies, but limited evidence from reports on coalitions of youth established
	Engage with central and local level institutions to strengthen capacities for social protection policy reform	Progress has been made and evidence for improved social protection found in documentation
	Provide budget analysis and policy advice for investments	Has been mentioned as point of increasing attention through costing studies in particular. Limited progress yet
	Provide technical support for integrated social services and municipal child friend governance	Gjakova Fit for Children best example as pilot. Limited evidence in project reports or stakeholder interviews although point of emphasis in Kosovo Programme Document 2021-2025
THEN…		
	Central level systems strengthened capacity in evidence generation systems, monitoring and reporting	Some progress cited, but universal consensus that this dimension is still weak due to a wide array of ancillary systemic bottlenecks
	Central and Municipal authorities have strengthened capacities to legislate, plan, budget and monitor the impact of child sensitive social protection policies and programmes	Not evident yet. Substantive bottlenecks exist yet to be addressed
	Media alliance for children's rights is established for influencing public policy	Project reports cite awareness raising and advocacy events but limited evidence of functional alliance yet from reports or stakeholder interviews.

TABLE3.5.3: OUTCOME 3 TOC REFLECTION

	Outcome 3: Child Protection[163]	

[163] The Social Policy overlap is kept to Outcome 2 but referenced as needed for the outputs

If…		
	Support the advancement of the child protection legal framework	Child Protection law established, improved Juvenile Justice code
	Strengthen capacity of professionals to plan, budget, manage child protection and justice	Primary focus has been through juvenile justice project. Fewer citations for bullying and peer mediation projects in schools.
	Support CP institutions to delivery inclusive CP services	Primary focus in Juvenile Justice with additional focus on foster care.
	Evidence and knowledge generation to influence system changes legal and policy implementation and service delivery	Juvenile Justice primary focus followed distantly by foster care
THEN…		
	Strengthened capacity at central and municipal levels to develop, budget, and implement a unified, effective system to identify, refer, and address cases of child abuse, exploitation, and neglect	Limited evidence of this as a point of focus.
	Increased capacity of central and local level institutions to provide equitable, integrated and gender sensitive prevention, protection, and justice services for all children	Juvenile Justice improvements substantive. Some gains for foster care
	Increased capacity of professionals (social workers, teachers, health workers, and police) to identify, refer and manage cases of violence against children	Limited evidence of this dimension in reports. Education bullying and peer mediation cited in reports most prominent
	Increased awareness of parents and the public on negative consequences of violence against children	Limited evidence of changes in this dimension. SitAns highlight similar situations to 2014/2015
	Additional	Evidence throughout activity list of a wide range of smaller actions not specifically oriented towards ToC however, overwhelming attention is on the Juvenile Justice programming and some gains on alternative care.

TABLE3.5.4: OUTCOME 4 TOC REFLECTIONS

	Outcome 4: ADAP[164]	
If…		
	Increase skills and capacities of youth through social entrepreneurship	Successful through models, especially UPSHIFT
	Increased skills and opportunities to participate in local governance systems through advocacy	Limited success – greater linkages to Municipalities could be added to models
	Increased capacity in technology and digital literacy	Successful within models
	Advocacy for increased investment in second decade	Some success through private sector partnerships cited in reports.
THEN…		
	Strengthened capacity of central institutions and Municipalities to develop and scale up inclusive mechanisms for Youth	No evidence of this from project reports or stakeholder interviews
	Local institutions have increased capacity and systems to respond to risky behaviour among adolescents and young people	No evidence of this from project reports or stakeholder interviews

[164] The Social Policy overlap is kept to Outcome 2 but referenced as needed for the outputs

	Additional	Programme component has focused almost exclusively on implementing and refining the three models plus additional youth-oriented project models (Techstitution, SHNET, U-report). These are generally successful models.
		With the exception of the plan to integrate UPSHIFT into secondary education curriculum, no evidence from project reports or stakeholder interviews of Municipality institutional strengthening.

Annex 4: Kosovo Programme Summaries

NOTE: For all of the following programme summaries – the information is divided into two sections. The first section consists of a summary of available information from document review pertinent to each programme component – in particular, thematic evaluations, other reviews, annual reports, or strategy documents. The second section in each programme summary presents a short synopsis of the observations from key informant interviews during the data collection phase and is intended to show stakeholder perceptions regarding programme functioning. The two sections represent two different data streams for each programme summary and represent some of the data streams employed in triangulation to develop findings and conclusions related to the Kosovo Programme at the strategic level. These are not intended to represent standalone evaluations of each programme component and should not be treated as such.

4.1 Programme Component Education and Health

Section 1: Summary of Patterns from Document Review

Kosovo Programme Outcome 1: *By 2020, more children with disabilities as well as from Roma, Ashkali and Egyptian communities, as well as Kosovo-Albanians and Kosovo Serbs have access to and utilise a quality continuum of healthcare and quality education services.*

This outcome covers the Health and Nutrition and Inclusive Education programme sector. The programme's approach is unique in that it combines together two core sectors such as health and education, especially early childhood education, with the aim to offer an integrated service package to improve child wellbeing. The ToC of this programme details the following pathway of change: contributing to children's physical, mental, emotional health and wellbeing, including children with disability, through engaging strategically with local health providers, policymakers, and duty bearers and strengthening local health systems, investing in strengthening the PHC system that is more equitable and accessible, providing integrated health and nutrition interventions, investing in child care and education, investing in inclusive education, and advocating for public and private investments in particular for youth.

Key partners Ministry of Health, Ministry of Education, Science and Technology and other line ministries, National Institute of Public Health, UN Agencies, NGOs, CSOs, and key donors such as Luxemburg . The objective of the outcome is achieved through two main outputs:

a. *Output 1:* Strengthened capacity at central and municipal levels for scaling up of Home visiting scheme as a part of the decentralized family medicine systems for the provision of quality maternal health, and child health and wellbeing services, particularly for the most vulnerable children including Kosovo Serbs in collaboration with education and child protection sectors
b. *Output 2:* Strengthened early warning systems at central and municipal levels (including schools) to prevent, respond, and to monitor dropout cases, particularly among the most excluded children from all communities including Kosovo Serbs

The programme is implemented through a number of key modalities and activities which include, home visits, Early warning systems, community- based ECD centres as well as other modalities implemented at the Mitrovica zone office such as the Foster care system, Peer Mediation Program, and Social Inclusion.

a. *Home Visit is* one of the core modules under this programme. Home visits -which as of recent have been formalized under the new Child Protection Law- are complementary to the facility-based services offered at the municipality level. Home visits are seen as a mechanism to reach the most vulnerable population, in particular, children with disabilities, pregnant women, to help improve maternal and child health and contribute to

reducing the equity gap in health services. Home visits integrate health and education services by promoting positive parenting, addressing social norms, promoting the importance of early education while also increasing the trust between communities and local health service providers.

b. *Early Warning System* (EWS) is another core modality to help prevent school dropouts. EWS aims "to understand the profiles of out of school children: Who and where they are and why they are excluded or at risk of dropping out of school; and to establish strengthen Local systems for identification, recording and managing cases of those children."[1] In particular, the strengthening and supporting of the Prevention and Response Teams towards Abandonment and Non-Registration (PRTAN) plays a critical role in identifying at-risk children.

c. *Community-based ECD centres (CBECD)* focus on positive parenting workshops especially on the role and participation of the father in child-rearing. This programme aims to offer particular support to most vulnerable children mainly children with disabilities and from Roma, Ashkali and Egyptian communities. The CBECD, in conjunction with the *Social Inclusion programme*- which focuses on children that are facing developmental and other forms of delays, creating an enabling environment for most vulnerable children helping them to thrive. These two programmes are implemented in a number of municipalities in Kosovo.

Programme Synopsis from Document Review of Programme[2]

Theme	Key Observations
Programme Objectives	**By 2020, more children with disabilities as well as from Roma, Ashkali and Egyptian communities, as well as Kosovo-Albanians and Kosovo Serbs have access to and utilize a quality continuum of health care and quality education services**. Programme Outputs: - Strengthened capacity at central and municipal levels for scaling up of Home visiting scheme as a part of the decentralized family medicine systems for provision of quality maternal health, and child health and wellbeing services, particularly for the most vulnerable children including Kosovo Serbs in collaboration with education and child protection sectors - Strengthened early warning systems at central and municipal levels (including schools) to prevent, respond, and to monitor dropout cases, particularly among the most excluded children from all communities including Kosovo Serbs
Brief Summary of Theory of Change	**If** we continue to engage strategically with local health services providers, health policy makers and communities, **then** more children will be fully immunized, will survive and strive and more pregnant women and families will improve their well-being. **If** we invest in PHC system, including home visits, **then**, local health care services will be more accessible, equitable, Inclusive, high quality, comprehensive to meet the needs of children including children with disabilities, and build trust between local healthcare workers and families while contributing to local health systems strengthening and universal health coverage **If** we invest in integrated approach to health, nutrition, we will **then** contribute to ensure that every child is physically healthy, mentally alert, nourished, emotionally sound and prepared to reach full potential in life. **If** we invest in quality/inclusive education and social welfare, we will **then** ensure that every school is able to develop ways of teaching and learning that take into consideration

[1] UNICEF. Kosovo Action Plan 2016-2020, p. 15
[2] This information is compiled ONLY from document review of evaluations, reports, or strategies developed by each programme component that was shared with the evaluation team.

	individual differences of every child. **If** we invest in integrated child care and education, **then** more children, including children with disabilities, will have opportunities to enjoy early healthy start in life, improve their dignity and develop the ability to reach their full potential in life. **If** we advocate for more public and private investment in second decade of life, **then** more adolescents will develop skills for life that will make them productive members of the society. **If** the above is implemented/reached, **then**, more children have access to and utilize a quality continuum of health care and quality education services
Modules or Key activity focus as reported in programme documentation	**ECD/Education** - Access to early education programs (supporting community-based approach to ECD; community based ECD centres) - Child development indexes - Enrolment in compulsory education and school dropout rates (Support MEST to establish Municipal Prevention and Response Teams towards Abandonment and Non-Registration (PRTANs), Development of Early Warning Systems) - Inclusive Education (Development of in-service Inclusive Education teacher training programme) - Quality of education provision (Support to MEST and Kosovo Pedagogical Institute to develop a system for quality assurance) - Advocacy for public spending on education **Health and Nutrition** - Strategic Engagement with health service providers and health policy makers (Engagement in health sector reform to improve mother and child health) - PHC System, including Home Visits (Support to Ministry of Health to introduce home visiting services for mother and child care) - Infant Mortality - Immunization (Development of strategic action plan on immunization 2017 – 2021) - Nutrition (Advocacy efforts, technical assistance, and support of development of Nutrition Action Plan, sub-legal act for healthy child feeding in schools) - Advocacy for public spending on health
What shifts have occurred over the cycle? (since 2016) as reported in programme documentation.	- Revision of the existing Preschool curricula based on Early Learning Development Standards /ELDS (age 0 to 6) - Development of the Early Warning System (EWS) - School Safety platform developed by the Municipal Education Directorate in Prishtina
Major evaluation findings, recommendations	**ECD/Education:** **Findings** - Early childhood development has been identified as a concern in Kosovo. Findings indicate that only 6 per cent of fathers and 43 per cent of mothers engage in activities with their children: this is particularly true of fathers. Meanwhile enrolment of under-fives in pre-school is also low in Kosovo compared to other parts of the Balkans, and particularly low among the Roma, Ashkali and Egyptian communities and in rural areas. - More than four out of five children in Kosovo now attend pre-primary classes, a rise of 10 percentage points over a five-year period. MICS figures suggest that children from poorer households are less likely to attend early childhood education. There also appears to be a lower proportion of Roma, Ashkali and Egyptian children attending the pre-primary year (though according to the MICS slightly more attend pre-school aged 36-59 months). - It appears that the vast majority of children in Kosovo of school age are enrolled, and there have been significant improvements in enrolment of Roma, Ashkali and Egyptian children in recent years. However, a lack of data makes it difficult to estimate the proportion of children with disabilities who do not attend school, and at the point of transition from compulsory to non-compulsory education at the age

	of 15, significant proportions of children drop out, particularly from low-income families and the Roma, Ashkali and Egyptian communities. Lack of data on out-of-school children at all levels is a significant gap. Meanwhile, population movements and changes are leading to overcrowding in urban schools and closure of rural schools. - UNICEF has helped monitoring and inclusion of children with special needs into the school system through HANDIKOS and MEST. Through municipal engagement for equity-based services, UNICEF has initiated improvement of municipal coordination and capacity for delivery of integrated equity-based services - UNICEF's activities have made the issues, faced by Roma, Ashkali and Egyptian children visible, and these are being addressed now to an increasing extent. - There are serious concerns about the quality of education in Kosovo, which was ranked bottom three in PISA assessment in 2014 and 2018. According to the MEST, the professional training currently provided in vocational schools does not meet the demands of the labour market. **Recommendations:** **(2017 recommendations)** - There have been some improvements in attendance at preschool and pre-primary school in the past five years. However, few parents (particularly fathers) engage in development activities with their infant children, and enrolment of under-fives in pre-school is also low in Kosovo compared to other parts of the Balkans, and particularly low among the Roma, Ashkali and Egyptian communities and in rural areas. While the National Development Strategy (NDS) and the Education Strategic Plan (KESP) 2017-21 suggest that this will be addressed by increasing supply of pre-school infrastructure and staff and developing a curriculum, there is a need to address motivation to learn, widen opportunities for parents to participate in their children's cognitive development, and increase community-based provision of early learning. - While there have been significant improvements in enrolment of Roma, Ashkali and Egyptian children in recent years, a lack of data makes it difficult to estimate the proportion of children with disabilities who do not attend school. In addition, at the point of transition from compulsory to non-compulsory education at the age of 15, significant proportions of children drop out, particularly from low-income families and the Roma, Ashkali and Egyptian communities. The Education Management Information System is functional but has significant gaps with regard to children who go to Serbian language schools (which often do not provide data to EMIS) as well as out-of-school children. There is a need for improved coordination between KAS and MEST concerning data on out-of-school children at all levels. In addition, the professional training provided in vocational schools needs to be adjusted to better meet the demands of the labour market. **(2019 recommendations)** - Strengthen the national effort to improve education quality and outcomes in order to develop a critical mass of knowledge, skills, and critical thinking necessary to improve the quality of human capital and drive national economic and social development. In particular, focus on improving teacher skills, strengthening the use of computer aided and student-centred teaching and learning, and ensuring the curriculum is relevant to the needs of society. - Ensure inclusion of children with disabilities in health, education and sports starting from preschool and including adequate specialized training of teachers, provision of rehabilitation facilities and accessible infrastructure. This includes disability friendly toilets and access to all school floors. Develop and implement guidelines for early detection and interventions for reducing the burden of childhood disability using the International Classification of Functioning, Disability and Health (ICF). - Build on recent progress in coverage of ECE enrolment towards universal coverage using a variety of models tested municipal level as the modalities for extension. In the process, implement a 80 system for retraining and certifying teachers from

schools that have closed due to demographic shifts.

Mitrovica zone office specific:

- The field assessment report data (parents and teacher participated) confirmed that Community based EC centres empowered parents especially fathers to spend quality time with children and actively participate in their upbringing. Children participating in the CBECC programmes are better prepared for regular education and possess enhanced social skills Finally, the good results achieved within this programme, raised demand and awareness of the community influenced municipal authorities to look for sustainability of this programme. Namely, the recruitment process is ongoing and potently some of the pedagogues and psychologist hired will be in the future engaged in CBECC programme implementation, but this is still on advocacy level and remains to be finalized.

Health and Nutrition:

- There have been advances in healthcare provision in Kosovo in recent years, with resulting improvements in the health outcomes of mothers and infants. Infant mortality has fallen sharply over the last 15 years, largely as a result of better access to facilities and better training for healthcare professionals. Most pregnant women receive the recommended four antenatal care visits, and generally births are attended by skilled healthcare personnel. However, there is over-reliance on Caesarean sections in Kosovo, and a range of health and healthcare indicators remain poorer among the Roma, Ashkali and Egyptian communities than the general population. Prematurity was the proximate cause of most perinatal mortality in 2015, while poor data collection hinders analysis of maternal mortality.

- With regard to the health of 12-59-month olds, mortality has generally been falling, though slightly more slowly than infant mortality. At 79 per cent, full immunization, vaccination rates are relatively high in Kosovo but there are still some concerns, particularly for the Roma, Ashkali and Egyptian communities.

- Few children in Kosovo are malnourished, although poor nutrition is slightly more prevalent in the Roma, Ashkali and Egyptian communities.

- The stocktaking review of the home visiting practice, conducted in 2017, has revealed that home visiting services have contributed to the improvement of child feeding, immunization, and early care practices and to strengthening local health systems in nine municipalities in Kosovo. Home visits have contributed to improving the quality of at-risk children and vulnerable families, to reduce equity gaps and to build trust between local healthcare system and families.

Recommendations:
(2017 Recommendations)

- There have been advances in the healthcare provided to and health outcomes of mothers and infants in Kosovo in recent years. Infant mortality has fallen sharply over the last 15 years: this is largely a result of better access to facilities and better training for healthcare professionals (most pregnant women receive the recommended four antenatal care visits, and generally births are attended by skilled healthcare personnel). Malnutrition is also low in Kosovo. However, a range of health and healthcare indicators remain poorer among the Roma, Ashkali and Egyptian communities than the general population. Prematurity was the proximate cause of most perinatal deaths in 2015, while poor data collection hinders analysis of maternal mortality. Adolescent health appears to be poorly catered for, with few specially-trained healthcare professionals, only pilot training of family doctors, and limitations to what is learned about sexual health at school, and high prevalence of violence in this age group.
- There is an urgent need for the rolling out an electronically-based health information system for Kosovo. This would both improve tracking of and

	responsiveness to individual patients and help better understand the healthcare situation and assist with planning for future provision. A new system is being piloted but has suffered delays of several years and will take time for full implementation. A sensitively designed health insurance system could reduce out-of-pocket spending, which makes healthcare extremely expensive or unaffordable for the poorest in society. A system is currently under development, and collection of premiums is expected from August 2017. Meanwhile, there is also a need to expand usage of home visiting as a means to reach out and provide inter-sectorial support and guidance for families. **(2019 recommendations)** - Scale up the scope and coverage of the home visiting programme to ensure that poor and vulnerable households have improved access to affordable Primary Health Care including access to health information and good parenting practices. - Given the importance of good nutrition to educational performance, develop and extend a national school feeding programme starting with poorer and more remote rural areas to complement efforts at the household level.
Key Lessons learned as reported in thematic evaluations or other documentation?	**ECD/Education** - The need for continuous support, engagement and transfer knowledge to central and municipal education levels that will contribute to strengthen the cross-sectorial response to address children's needs in education and other related issues is of crucial importance. - The capacity development of school managers together with education school staff on applying inclusive teacher training programme has contributed to changing the approach and methodology towards individual needs of children with disabilities in schools, therefore this is one of the best practices to prepare school become inclusive and be used as model to be replicable and scalable Kosovo wide. **Health and Nutrition** - During this period, the interaction between UNICEF Kosovo Office and municipal officials and service providers has confirmed the need to strengthen inter-sectoral coordination and equity based interventions at the local level to maximize and demonstrate tangible health outcomes for children and leave no child behind in health. - Home visiting is a practice of learning by doing and a gradual process of building trust between local health care systems and families. - Home visiting contributes to the reduction of equity gaps and is an integral part of the local healthcare system. At this stage, home visits have effectively contributed to improving the health and well-being of at-risk children and the most vulnerable families. However, there is a need to maximize efforts and incentivize health professionals to increase coverage.
Key achievements over the cycle as reported in thematic evaluations or other documentation	**ECD/Education** - Support for the municipality of Prishtina and four northern municipalities to strengthen and expand the community-based approach to early childhood development as an opportunity to integrate early child care and education. - Support the drafting of the Early Childhood Education Law - Provide its support to the Ministry of Education to revise the existing Preschool curricula based on Early Learning Development Standards /ELDS (age 0 to 6) in order to improve the quality of services that are being provided, by increasing the coverage for young children and as such ensure their best development, care and smooth transition from preschool to primary education (preparations are being made for drafting a guideline for Educators and TOT for implementation of the new curriculum, while municipalities and preschool institutions are to be

identified for the piloting of the preschool curriculum to be supported by UNICEF in coordination with MEST)
- It has also provided the basis for development of the child rights strategy where ECD being included as one of the specific objectives. The strategy is still under the process of being finalized.
- Support MEST to establish Municipal Prevention and Response Teams towards Abandonment and Nonregistration (PRTANs) under Administrative Instruction (AI) 19/2012. Throughout the years the mechanism of PRTANs was scaled up and strengthened in 21 municipalities.
- Early Warning System (EWS) has been developed and integrated within MEST EMIS and is being used at the school and municipal level in order to identify children at risk of dropping out from school. Until now 300 PRTANS at the local level have been established, while above 1000 cases at risk to drop out have been treated and reported through EMIS.
- supported development of in-service Inclusive Education teacher training programme with emphasis on children with disabilities and in coordination with MEST and MED's have continuously supported the capacity development of teachers in the selected 7 municipalities with 7 selected pilot schools through three TOT training workshop with 3 Modules on Inclusive education supported by the regional expert on IE
- Technical support was provided to MEST and Kosovo Pedagogical Institute to develop a system for quality assurance of school performance as part of the quality assurance system of the pre-university education system in Kosovo with setting up new standard in the education system, such as self-evaluation of school performance framework.

Mitrovica Zone Specific:
- UNICEF Zone Office supported comprehensive ECD programme focusing on vulnerable children living in rural areas of Mitrovica Region.

Health and Nutrition
- Harmonization of definition of the vital statistics between KAS and NIPH
- UNICEF has continued to support the Ministry of Health, with procurement services for vaccines to strengthen the Expanded Programme of Immunization for all children. This collaboration is a great contribution to both institutional capacity development of the MoH and reduction of equity gaps especially for the most excluded (Roma, Ashkali and Egyptians).
- Kosovo has made considerable progress in healthcare provision in recent years, that have resulted in significant improvements in child mortality.
- UNICEF supported the Ministry of Health to introduce home visiting services for mother and child care.
- The MoH with the support of UNICEF and other partners is engaged in health sector reform to improve mother and child health and development outcomes to ensure inclusion and equity in health sector through continued and integrated primary health care system
- UNICEF has continued to support the MoH to strengthen and expand home visiting in 14 municipalities (Prizren, Gjakova, Dragash, Fushe-Kosove, Gjilan, Ferizaj, Mitrovica South, Lipjan, Obiliq, Kamenice, Shtime, Viti, Kaçanik, Han i Elezit).
- The home visiting programme has been integrated into the functions of the Family Medicine Centres at local level and are complementary to facility-based services (2019 RAM)
- UNICEF has contributed with technical assistance, provided support towards strengthening the delivery of equity health services and developing strategic action plan for mother, child, and reproductive health to improve mother and child outcomes.
- UNICEF has supported the development of strategic action plan on immunization 2017 – 2021 as a contribution to health system strengthening with the aim of expanding the programme of immunization, maintaining financial sustainability,

	and ensuring delivery of quality and equitable immunization services and ultimately to protect all eligible children from vaccine preventable diseases. - UNICEF has continued with advocacy efforts, technical assistance and support of development of Nutrition Action Plan, sub-legal act for healthy child feeding in schools and facilitating networking with different partners to translate into action policies to combat micronutrient deficiencies and assist children to develop physically and mentally. - The Strategy and Action Plan for the first 1000 days of child's life is finalized to promote and improve family practices on breastfeeding, immunization, father involvement and early child stimulation. - The Immunization and Breastfeeding Weeks are organized as an opportunity to sensitize, mobilize with different partners, and disseminate information for lifelong benefits of immunization and breastfeeding.
Key challenges or barriers as reported in thematic evaluations or other documentation	**ECD/Education** - Despite the strong legislative framework, children from vulnerable and marginalized groups continue to face significant challenges in development, education, protection, and participation. - Lack of quality educational provision and poor learning outcomes among students - Poor public expenditure of education (only 4.6% of the GDP) - Access and quality for the most marginalized remains still the lowest in the region. - Insufficient availability of schools and low implementation capacity of service providers has led to very low enrolment of children in preschool - Early learning and school readiness are the least funded and supported area in education sector and continues to receive the least support at central and local level. - Better coordination between central and local level, and institutions is needed, including private sector as a potential to contribute to increase access and quality. - The interventions in ECD and inclusive education continue to remain fragmented by sectors and therefore hamper creation and maintaining synergies for better access and quality of ECD and Education services for the most marginalized children. - Lack of strategic development approach at municipal level remains an obstacle for any developmental programme - Political instability delayed the accreditation process with MEST of the Skills for Life and Work programme **Health and Nutrition:** - Health sector is underfunded, and donor fatigue have affected acceleration of health sector reform agenda - High out-of-pocket payments and lack of protection for the most vulnerable from deprivation - Policy making is not sufficiently based on evidence and contextualized - Political situation following the latest elections affected development and dynamics of policy implementation and endorsement of plans (Strategic Plan on Immunization; Nutrition Action Plan) and changes / rotation of managers not based on merit, that have implications in the institutional memory. - Capacities of central and local authorities continue to hinder implementation and translation of strategies/plans into reality. - Despite progress in brining other sectors at local levels, interventions to support ECD and children with disabilities are not coordinated and continue to remain fragmented by sectors - Local authorities have limited financial capacities, human resources, or mechanisms to support health professionals to implement programme interventions, including home visiting. - Involvement and participation of the most vulnerable groups, Roma, Ashkali, Egyptian, in local governance is not practiced supporting policy implementation and improve the situation. - Poor economic conditions having implications for overall health status of the

	population, causing poorest health outcomes, including immunization and nutrition
Key stakeholders - Govt, implementing partners, Agencies, NGOs, etc.	**ECD/Education** Ministry of Education is one of the main UNICEF partner alongside with other line Ministries such as Ministry of Health, Ministry of Labour and Social Welfare, Ministry of Finance, Kosovo Pedagogical Institute, Faculty of Education, Municipal Education Directorates etc. Considering that education sector plan is a comprehensive one a number of development partners such as EC, WB, USAID, UNICEF, SIDA, SDC, GIZ etc. are coordinating and aligning their programme support to the Kosovo Education Strategic Plan 20172021. **Health and Nutrition** The main UNICEF's partners are the Ministry of Health, the National Institute of Public Health and collaboration extended with the Ministry of Education, Science and Technology (MEST), Ministry of labour and Social Welfare, municipality authorities, health institutions, other institutions, technical working groups, Red Cross of Kosovo, UN Agencies and other NGOs.

Section 2: Overall stakeholder perception of the Programme from Data Collection Interviews

The stakeholders were unanimous in claiming that health and education interventions provided by UNICEF were multi-level, effective and sustainable.

HEALTH: UNICEF's contribution in supporting the reproductive health of mothers and supporting nutrition and breastfeeding is highly valued by all stakeholders. They all agree that a system is now in place to continue supporting these two initiatives, as UNICEF has contributed to awareness raising, capacity building, establishing a legal framework (including laws and national strategies) as well as in supporting their monitoring and implementation. UNICEF has also supported the drafting of the national nutrition program which has now been approved by line ministries and awaits implementation on national level (incl. menus for preschool institutions). The support of the immunization (procurement of vaccines and awareness raising campaigns) are also considered crucial. UNICEF supported capacity building of local immunization units to better reach the Roma, Ashkali and Egyptian population.

Deemed the most valued contribution in the Health Sector is the Home Visiting programme- a joint intervention of UNICEF and its partners aimed at establishing a system of supporting mothers and young children in the first five years of life. Professionalized teams visit mothers during pregnancy and continue visits until the child reaches age 5 (last visits include working with parents to build awareness for the need for preschool education for their child). All materials and manuals were developed by UNICEF and trainings were conducted by UNICEF for family doctors and nurses. UNICEF also supported the drafting of the framework of indicators for mother and child health. Besides initial training, regular meetings were held for exchange of practices. In a few municipalities, vehicles were provided by UNICEF and also nurses were equipped with tablets to follow-up on mother and child health more easily, and now real-time reporting is being piloted. Trainings for nurses and doctors (15 modules) were accredited at the relevant institutions and are now required for re-licensing purposes.

Participatory approach (working in all levels and involving all stakeholders in all phases), multi-dimensional and universal progressive approach (health, education, social protection) and involvement of fathers are considered specific strengths of the home visiting programme. The HPD is considered a sustainable intervention, institutionalized as part of primary health care, and now functional in 22 municipalities. There are around 15 thousand visits per year, however

the coverage is not equal in all municipalities. There are municipalities (i.e. Gjilan) that are able to cover 10% of their populations' needs, and there are municipalities (i.e. Kacanik) that are able to cover 80% of their populations' needs. An impact evaluation study is proposed to assess the progress in children's lives in the health and education sector.

Direct work with children with disabilities was classified as a weakness. UNICEF supported training modules for working with children with disabilities, and also supported the identification, however stakeholders hold that more should be done in direct service provision.
Another weakness mentioned is health education for adolescents, as an area not tackled by UNICEF.

EDUCATION: UNICEF's work (in collaboration with local partners) in prevention of violence and prevention of school drop-out is highly valued. Working with around 90 schools around Kosovo, UNICEF and partners managed to develop a protocol for prevention of violence in schools, which is now a government regulation. The protocol required inter-sectorial approach and specifies issues of identification, initiation, referral. as well as tasks and responsibilities of each sector. Mechanisms were created in these schools and decrease of violence has been noted. Teacher training modules have been prepared and accredited and teachers are certified for attending these trainings accordingly. A strength of the initiative is considered the fact that mindset has been changed regarding reporting and responding to violence and child protection is prioritized. A link has been established between education and child protection sectors.

UNICEF has also supported the establishment of school teams to prevent school drop-out and developed instruments for early identification and response. This has been institutionalized and is functional throughout Kosovo. Administrative instructions and manuals have been developed and are functional.

These two initiatives are considered vital veins in the education system and the results are considered concrete and tangible.

UNICEF has also supported teacher training for inclusive education (14 schools). Teachers were trained in working with children with disabilities and children from other marginalized groups. Besides this, UNICEF supported the review of inclusive education policies and curricula.

Weakness: Involvement in quality of education in primary and lower middle schools. Channelling the funds more towards working with youth in informal education brings out the fear that mainstream education is left aside.
Also, stakeholders believe that more sustainable actions are needed for increasing quality of teaching for children with disabilities and children from other marginalized groups.
Last but not least, stakeholders agree that in light of the recent COVID19 situation, more should be done on building awareness among children on internet safety.

ECD: UNICEF is considered the alpha and omega of ECD in Kosovo. Stakeholders all hold that ECD is associated with UNICEF's name. The contribution was tangible in all areas and all levels, starting from awareness raising on ECD, bringing it to governments agenda, establishment of ECD department in the Ministry, development of all relevant legal framework, capacity building of professionals and development of community-based models for ECD in 20 municipalities, with high-quality preschool education, cost-effective and easily accessible to all. Most recently, UNICEF was engaged in the private sector as well (private kindergartens) for supporting a creation of a network for increased quality in ECD. UNICEF's work on ECD has been highlighted by all stakeholders as one of the most important legacies of UNICEF's work in Kosovo.

Programme ToC Logic

The Health and Education ToC combines together two core sectors aiming to offer an integrated service package to improve child wellbeing. The interventions conducted are in line with the ToC presentations and the focus should now be in transferring the knowledge to institutions and contribute to system strengthening and operationalizing the policies created in the local level.

Changes in activities implemented from design

No major changes were mentioned. The COVID19 situation brought about the need for additional interventions in the Health and Education sector. In health, nurses and doctors continued to offer support to all families via online platforms. Some of the scale-up actions to other municipalities were postponed for the next quartile of the year and some policies and programs are still pending approval. In Education, UNICEF was instrumental in supporting the Ministry of Education in organizing online learning, which was highly valued by all stakeholders. Also, the development of the online platform for ECD has had a tremendous impact reaching over 100,000 visitors from all over Kosovo and Europe.

Timeliness

All planned activities were considered timely.

Effectiveness

Stakeholders believe that all objectives were fulfilled, highlighting mostly the Home Visiting Programme, Prevention of School Drop-out and School Violence, and Community based centres for ECD.

Other objectives are all considered to have been reached also within the intended framework, including immunization interventions, family and community empowerment, breastfeeding campaigns, nutrition, strengthening child-centred approach, etc. Special attention was provided to rural and remote areas when implementing HPV and community-based centres. Stakeholders have reported that gender equity was taken into consideration at every step. UNICEF has contributed to addressing gender barriers related to gender roles in parenting (aiming to raise the engagement of fathers in parenting) and also to directly addressing school-dropouts by girls.

Coordination

UNICEF is commended for its efforts in coordination with other partners, international and local, often more than the government itself (having the responsibility for coordination). All actions are considered to have been in successful coordination with all relevant stakeholders.

4.2 Programme Component CRM and Social Policy

Section 1: Summary of Patterns from Document Review

Kosovo Programme Outcome 2: *By 2020, institutions in Kosovo at central and municipal levels are accountable and responsive to monitoring children's rights, promoting social inclusion, and advancing a social protection system (grants and services) that is also responsive to the needs of the most marginalized children (including vulnerable returnee children belonging to all ethnic communities).* This outcome covers the following programme sectors:

a) The Child Rights Monitoring (CRM) programme component aims "to strengthen the normative framework for children rights in Kosovo while mainstreaming child rights in policymaking, generating public debate on child rights to influence policies, and promoting accountability for realization of child rights". The CRM ToC pathway of change details that an equitable and inclusive realization of the rights of children and youth in Kosovo can be achieved through a strengthened system and capacity to generate reliable data and evidence, strong accountability of Kosovo's institutions in upholding child rights and joint partnerships to advocating on issues pertaining to the rights of children.[3] The CRM programme is articulated under the following output "*Office of Good Governance under Prime Minister, Child Protection and Justice for Children Council, KAS, and relevant CSOs have strengthened capacity in evidence -generation systems, child rights monitoring and reporting*"

The CRM programme focuses on building the capacity of the institutions of Kosovo to collect data and build evidence on the impact that various national-level policies have on children. As mentioned in the Kosovo Programme Action Plan, UNICEF sees its role as a broker "to support the Institutional capacity development of Kosovo, to conduct studies and reviews, to ensure evidence generation for policymaking …for children"[4]. Through this programme UNICEF works to support in particular KAS in the harmonization of data collection across all sectors in Kosovo. Other key partners include Line Ministries, National Institute of Public Health, Strategic Planning Office and Office of Good Governance/Prime Minister's Office, Ombudsperson, UN Agencies, EU, USAID, WB, and CSOs.

According to the 2018 SMR, there were a number of key activities that resulted in significant progress made in the area of CRM in Kosovo. The most significant achievement is in the area of data harmonization and monitoring to influence policy where UNICEF supported the government of Kosovo in establishing Indicators Frameworks such as the Education Indicators, Child and Maternal Indicators Framework; Education Indicators Framework, Justice for Children Indicators Framework -which resulted with the updated code of justice for children and others. Another key achievement was the finalization of the Child Protection law and the drafting of the normative acts which will enable coordination and unification at the national level. Other core activities in the area of CRM include the establishment of Report Cards as a way to a more sustained and systematic reporting on the situation of children, Transmonee (TMEE) which allows for period data collection and reporting on key areas, the strengthening of the reporting system on public expenditures in education, incorporation of Violence Case Registry Module and Early Warning System within EMIS, to track violence in schools and prevent dropout, and support to the task force for harmonization and quality of vital statistics by KAS. Furthermore, a key strategic activity conducted in 2019 is the technical support UNICEF offered to the Strategic Planning Office/Office of Prime Minister to mainstreaming the SDGs in the sectoral strategies and drafting of the first progress report on the implementation of NDS in 2018.[5] Similarly, UNICEF supported the development of the national Strategy and Action Plan on Children's Rights 2019-2023.

The *Multiple Indicator Cluster Survey* (MICS) is a key area of support within the CRM programme. The MICS is intended to provide reliable data on key national indicators that are

[3] UNICEF (2018). Theory of Change.
[4] UNICEF. Kosovo Programme Action Plan 2016-2020. Pg. 13.
[5] UNICEF (2019). RAM report.

critical to understanding the situation of children in Kosovo, fill data gaps, and guide national policy and strategy making. To ensure a good grasp on the situation of the most marginalized children, in particular issues of equity and inclusion, a specific MICS focused on Roma, Ashkali and Egyptian population is being implemented for 2019-2020.

2) ***Social Policy*** focuses on the strengthening and institutionalization of child protection systems at central and local levels, to reduce social vulnerabilities of children. The programme aims to create an enabling environment through generating evidence, providing support in policymaking, capacity building, and modelling, all through a human rights and gender lenses. The SP ToC pathway of change states that vulnerable children will be protected from multiple deprivations through strengthening local and national institutions' capacity for child-focused reforms, providing integrated social services and securing sustainable financing for social services and cash benefits.[6] This is operationalized through two outputs:[7]

a. Strengthened capacity of central and municipal institutions to legislate, plan, budget, and monitor the impact of child-sensitive policies and programmes for the most excluded children
b. Strengthened capacity at central and municipal levels to improve access to social services including cash assistance benefits by the most excluded children and families for all communities

The Social Protection programme was designed in alignment with the Strategic Plan of the Ministry of Labour and Social Welfare 2015-2020 and was used towards the mobilization of key actors including Assembly of Kosovo, Government, WB, IMF, EU in support of increased fiscal recourses allocated to child-sensitive social protection at all levels of governance in order to make the polices more child and equity-focused.[8]

Key activities in Social protection include improving the coverage and quality of social services through establishing of a number of policies and guidance notes such as the approval of the Concept Document on Social Services and the Concept Document on Local Finances[9]. Another important activity is the Social Protection Budget Brief which provides an analysis on the budget allocated on social protection, providing a good basis for comparing each year's focus on SP and advocacy. Furthermore, UNICEF has provided capacity building to strengthen the capacities of civil society on child right monitoring and advocacy.

At the level of improving social schemes, UNICEF has focused on generating evidence and advocating for appropriate social benefits to families and vulnerable children. An important work in advocacy and evidence gathering is the 'Effects of Social Assistance on children' report which highlight the equity gaps and provides recommendations on how to improve social protection services to increase the benefit to children.

The *Gjakova Fit for Children model* brings into practice the various legislation and policies into practice, into tangible results for children. This approach supports the integration of multiple sector interventions to ensure that all rights of children are addressed. This model highlights two priorities: 1) promotion of accountability, planning, coordination, and monitoring at the municipal level; and 2) creation of an inclusive municipality.[10] As stated in the 2018 SMR, this model has "helped Gjakova become more accountable and responsive to realization of children's rights by formally adopting the Regulation on children's rights and the Strategy and Action plan on children's rights by the Municipal Assembly."[11]. The approach is intended to address the equity and inclusion concerns faced by the most vulnerable children while upholding all aspects of children's rights.

[6] UNICEF (2018) Theory of Change
[7] The Social Policy descriptions here are based on the original Kosovo Programme Document. During the SMR revisions, Social Policy was re-configured as the second output under outcome 2. The actual actions undertaken under Social Policy have not changed.
[8] CPD 2016 – 2020 Pg. 16.
[9] UNICEF (2019). RAM
[10] Creating a Child Friendly Municipality – Gjakova fit for children, pg. 5, April 2017.
[11] UNICEF (2018). SMR p. 14

3)**Advocacy and Media**: focuses on raising awareness of duty bearer and strengthen the capacity of media actors to promoting child rights. The programme brings to the local and national agenda the situation of the rights of the children and youth in Kosovo. It also empowers youth to advocate for matters important to them. The Advocacy and Media programme is articulated under two outputs:

1. Central and local level institutions, service providers and caregivers are aware and committed to address the social norms and behaviours affecting child well-being (child growth and development).

2. Media Alliance for children's rights is established, and together with CSOs (including CSOs from Serbian-majority municipalities), is influencing public policy and demand for realization of child rights and holding Institutions in Kosovo accountable for realization of children's rights.

Key activities in Advocacy and Media include strengthening the partnership with UNICEF and Media contributing to bigger visibility of children's issues; developing the birth registration application for stateless children; conducting the 1,000 Day Campaign with focus on immunization, exclusive breastfeeding and child stimulation; gender-based violence and physical punishment of children a communication strategy; establishing the U-Report platform where youth can share key challenges they face as well as identify way to address them; celebration of landmark events and strengthening UNICEF's collaboration with private sector.

Media and Private Sector partnerships is a programme area that supports all other programmatic components. This approach is used to increase the impact on child wellbeing. The private sector partnership is relatively new for UNICEF Kosovo. For instance, during this period UNICEF established a partnership with one of the businesses (Raiffeisen Bank) to increase the impact on the Home Visit programme. Furthermore, UNICEF utilized media and high-profile influencers to raise awareness and advocate for child rights.

Programme Synopsis from Document Review of Programme[12]

Theme	Key Observations
Programme Objectives	*By 2020, institutions in Kosovo at central and municipal levels are accountable and responsive to monitoring children's rights, promoting social inclusion, and advancing a social protection system (grants and services) that is also responsive to the needs of the most marginalized children (including vulnerable returnee children belonging to all ethnic communities)* Programme Objectives: - Office of Good Governance under Prime Minister, Child Protection and Justice for Children Council, KAS, and relevant CSOs have strengthened capacity in evidence-generation systems, child rights monitoring and reporting - Strengthened capacity of central and municipal institutions to legislate, plan, budget, and monitor the impact of child-sensitive policies and programmes for the most excluded children, including Kosovo Serbs - Media alliance and Advocacy
Brief Summary of Theory of Change	From ToC Document: ***If*** Kosovo has a strengthened system and capacities to generate high quality, reliable and internationally comparable data and ***If*** Kosovo institutions are more accountable and responsive to issues affecting children, adolescents and youth and ***If*** there is an effective coordination, partnership and joined up advocacy for the situation of children, adolescents and youth in Kosovo ***Then*** there will be a progressive, equitable and inclusive realization of the rights of children, adolescents and youth in Kosovo.
Modules or	From SMR document:

[12] This information is compiled ONLY from document review of evaluations, reports, or strategies developed by each programme component that was shared with the evaluation team.

Key activity focus	- **Data harmonization and monitoring to influence policy** (UNICEF together with the Office of Good Governance at Prime Minister's Office) - Sector Specific Indicator Frameworks like the Child and Maternal Indicators Framework; Justice for Children Indicators Framework (which resulted with the updated code of justice for children) - Harmonization of statistics between KAS and MEST and Harmonization of statistics between KAS and National Institute of Public Health - **Report card** (establishment of a more sustained and systematic reporting on the situation of children - **Transmonee (TMEE)-** regularly collecting data since 2013 together with Kosovo Agency of Statistic (KAS) - KAS has established a task force for harmonization and quality of vital statistics where UNICEF sits as an observer - **Strengthening the reporting system on public expenditure in** education (providing guidelines to MEST calculation of the financial indicators, and on estimation of public expenditures by education levels). - **Incorporation of Violence Case Registry Module and Early Warning System within EMIS** (to track violence in schools and prevent dropout)
What shifts have occurred over the cycle? (since 2016)	From SMR and ToC docs. Some key contextual changes that occurred since 2016 include: - The adoption of the SDG Resolution by Kosovo Assembly in January 2018 - The development of the National Development Strategy (NDS) 2016-2021 - In 2018, Kosovo Agency of Statistics (KAS) has established a task force on the harmonization of vital statistics with relevant ministries and Civil Registry Office - Stabilization and Association Agreement (SAA) - The preparation for the 2019 MICS6 is underway. To better monitor the equity and inclusion of the most marginalized groups, a separate MICS with Roma, Ashkali and Egyptian communities will be conducted.
Major evaluation findings, recommendations	2016 CRM Evaluations: - There are many legal vacuums related to child rights and with existing child rights related articles related included in various laws often in a dispersed manner, child rights are usually not covered in a sufficiently integral way. The non-availability of clear standards for all entities also hampers adherence at the local level - Lack of formal mandate and low staff capacity for the child rights mechanisms to operate - Complicated decentralization with roles related to CRM not always fully clarified or documented, a central-local dichotomy, political tension and an uncertain future have led to a lower prioritization of child rights. - Gjakova Fit for Children Model has been identified as a comprehensive, sustainable, and replicable approach to encourage municipal engagement for equity-based services for children. Gjakova For Children" should be evaluated, to assess its suitability for serving as a comprehensive and replicable model to gradually scale up to other municipalities - MICS was highlighted as a revolution in data collection - - Inspectorates of the various ministries are limited in number, have weak capacities, and limited legal power vis-à-vis local executives and an insufficient budget, thus, the implementation of different services related to child rights at the local level remains compromised
Key Lessons learned as based on the thematic evaluations or other documentation?	- According to the 2016 CRM evaluation (which is from the beginning of the programme cycle) Lessons learned from the SitAn on child rights at the time was that it was not a participatory and transparent process. Not all relevant stakeholders have been properly involved. - Lack of harmonized approach towards data collection and reporting is hindering the progress towards the realization of children's rights in Kosovo, the identification of equity gaps and strategic interventions (ToC doc) - The lack of data availability on population estimates by age and municipality hinders knowledge generation and situation analysis of children's rights at the local level. (SMR 2018) - Kosovo is highly decentralized, with many new laws and supported by different international organizations. The legal framework needs to become more visible and accessible by horizontal compilation. (CRM evaluation)

	- Need for capacity development for Institutions of Kosovo to generate high quality data, data literacy for evidence-based planning and programming (SMR 2018) *Lessons Learned and Innovations from Combined RAM*: - Engagement with diverse interest groups including the private sector and young people, through the establishment of Reference Groups, throughout the implementation of the Sit-An contributed to enriching the analysis through bringing in broader perspectives which led to increased ownership of findings. - The convening power of UNICEF Kosovo for the implementation of the Universal Progressive Home Visiting Evaluation through co-chairing of Evaluation Reference Group from the Minister of Health and UNICEF Kosovo Head of Office contributed to greater ownership and accountability of evaluation findings from all relevant institutions. - Direct engagement with the Mayors is showing initial results as reflected in their higher interest and commitment to support the child rights agenda in their respective municipalities. This is clearly seen with the Mayor's agreement to sign Memorandums of Understanding with UNICEF Kosovo for the implementation of the Child Friendly Municipality Initiative in five target municipalities.
Key achievements over the cycle	- Support national institutions to implement the Multiple Indicator Cluster Survey (MICS) 2019-2020 - Support to the Strategic Planning Office/Office of Prime Minister (SPO/OPM) on mainstreaming of the SDGs within the sectoral strategies and Economic Reform Agenda - The National Indicators Framework on education and child and maternal health - Child Rights Strategy and Action Plan 2019-2023 - Report Card - Roma, Ashkali and Egyptian Strategy - Child Rights Strategy and Action Plan 2019-2023 - Transmonee - Increase reporting capacities for public expenditures in education - Harmonization of education statistics between KAS and MEST - Harmonization of definition of the vital statistics between KAS and NIPH - Strategic Moment of Reflection - Situation Analysis of Children and Women in Kosovo (2017 and 2019)
Key challenges or barriers as reported by thematic evaluations or other documentation	- Lack of implementation of the legal framework in overall in Kosovo - Lack of capacities among Kosovo institutions to implement child rights - With regards to the monitoring and reporting, data harmonization remains the biggest challenge (harmonized system of data collection and reporting requires additional resources and efforts including data availability, validation of data quality, cross sectional collaboration and an advanced monitoring system in place) - Lack of sectoral collaboration and use of different terminology and concepts prevents the smooth sharing of administrative data across sectors or for comparison purposes. - No concrete interventions have been made by the Taskforce to ensure harmonized approach on vital statistics yet, similar delays and lack of willingness for changes in the data collection systems. - Lack of the population projection at municipal level and disaggregation of data for child population hinder the monitoring of progress towards children's right at local level. Existing data do not account for Serbian Children - In health sector, lack of functioning of the Information Management System is one of the biggest obstacles *Internal UNICEF Challenges:* - Better coordination among UNICEF and partners - UNICEF to ensure a more coordinated engagement with government institutions, based on their mandates. --Avoid ad-hoc engagement with government institutions.
Key stakeholders	Kosovo Agency of Statistics, Line Ministries, National Institute of Public Health, Strategic Planning Office and Office of Good Governance/Prime Minister's Office, Ombudsperson, EU, USAID, WB, and CSOs

Section 2: Stakeholder perception of the Programme from Data Collection Interviews

1) Child Rights Monitoring (CRM) has been one of the strategic areas of focus for UNICEF Kosovo during the 2016-2020 Kosovo Programme cycle. UNICEF focused on data harmonization and influencing of policies which enabled the agency to gain a strong strategic positioning with the institutions of Kosovo and partners. The 2014 MICS was of particular important in the data harmonization initiatives. Stakeholders perceived the 2014 MICS to have been an important landmark in Kosovo. Often using the 2014 MICS almost interchangeably with CRM, respondents reported that the 2104 MICS helped to significantly address the absence of data barrier across all systems at both central and local level. As a result, UNICEF was strategically perceived as the 'evidence -based/ data agency'. CRM was reported to have commissioned other issues specific studies to use in advocacy such as the foster care, repatriation, or social assistance studies however, these were not highlighted as strongly by respondents.

A major component of CRM was capacity strengthening of Kosovo Institutions. UNICEF closely collaborated with the institutions of Kosovo, increasing their technical capacity while also expanding their scope of work in terms of the types of data that are now gathered periodically in Kosovo. More concretely, UNICEF expanded the data gathering to include data on children under 16 of age, Roma, Ashkali and Egyptian communities and critical health demographic information. This was perceived to be a critical role by all stakeholders, positioning UNICEF in a 'critical gap filler', addressing unmet needs in Kosovo.

The approach to capacity strengthening was highlighted by stakeholders as an asset. UNICEF provided periodic training to relevant partners in CRM, including brining in international expertise to support in the various processes. UNICEF also seconded a staff to the OGG which was perceived as the most effective approach by respondents.

In terms of synergy and intersectionality, the CRM and Social Policy was probably the component most visibly connecting to other sectors through which social policies are supported, coalitions are built, and how data management systems are constructed.

In terms of sustainability of the initiatives related to CRM, respondents reported that while they feel confident in the institutions technical capacities to carry out the MCIS and other related initiatives for the data harmonization, they do not believe that they can be fully sustainable and work independently without UNICEF. Respondents identified financial constraints (small budgets for various social policy tasks or research (MICSMICSS) as a key barrier which affects the ability to scale up initiatives without UNICEF's support.

Another limitation identified was the lack of harmonized monitoring systems for the government institutions to help them implement and monitor various policies. Respondents identified supporting the Kosovo institutions with proper planning including financial planning and monitoring the impact of child-sensitive policies as a need and priority. While the Indicator frameworks for Government along with report card matrixes has been developed there is less evidence that these are systematically used by the Kosovo Institutions. Therefore, the capacity building and strengthening the planning and monitoring, including financial monitoring remained a priority.

Strengthening monitoring systems was a challenge identified internally to UNICEF also. CRM and Social Policy does not have nearly the sufficient human resources to achieve everything that is being aspired to both internally and externally in terms of strengthening data management mechanisms.

The office introduced new tools for strengthening the internal monitoring system, including the development of the 'Project Monitoring form', which has been in use starting from last year.

This process is continuing, and therefore this year the office developed more detailed tools for data collection and reporting which will further be translated into an integrated and a more user-friendly platform (i.e. e-Tools).

Overall almost all of the observations about UNICEF and the Kosovo institutions from the 2015/2016 Kosovo Programme design are the same as those reported during this cycle of evaluation. This suggests that the issues are pernicious and systemic and require a very long- term horizon. For CMRM, the focus on data harmonization and the MICS in particular was reported to have been successful and to have helped with strengthened UNICEF's strategic positioning and profile.

2) **Social Policy:** The findings from the data collection on the social policy are integrated in the Child Protection, Youth and Education/Health Programme Summaries because stakeholders often reported the policies linked to the specific programmes. However, it should be recognized that the policy level work at the Central level was supported by the CRM and Social Policy human resources.

3) **Media and Advocacy:** UNICEF has a very strong brand recognition in Kosovo. UNICEF's had changed the approach to utilizing Media to amplify the impact of the programming has been successful. Stakeholders highlighted how media initiatives, for instance the campaigns on children with disabilities, was raising awareness and bringing the situation of children with disabilities at the national agenda.

All stakeholders highlighted that through its media campaigns UNICEF was very visible at the central and local level in Kosovo and reaching the beneficiaries with key messaging. There were a number of initiatives that were highlighted by stakeholders as successful such as the UNICEF UK goodwill ambassador visiting to support and successfully start the social media and digital activation children with disabilities. Another highlighted activity was the immunization for your children campaign and using that opportunity to promote health and risks communications. Stakeholders perceived that COVID-19 also cemented in a way UNICEF's reputation and visibility, in Kosovo in light of the activities UNICEF undertook during this time.

The Media and Advocacy sector had changed within UNICEF Kosovo during this Kosovo Programme cycle. This was attributed in part to UNICEF adding a fulltime staff to cover this position. Stakeholders perceived the change to "dramatically shift the way the communication the communication function for the office." Media and Advocacy was reshaped to strengthen the links between communication campaigns, programmatic and global advocacy to spark new ideas and strengthen advocacy and support national level programme scale up.

A new function of engagement with corporate responsibility was added to this sector to ensure that their policies are child friendly. This is however, at the early stages thus, it is hard to assess impact.

Lastly, the Kosovo Media and Advocacy increased its focus on youth engagement for advocacy. Modules such as UPSFHIT were suggested as a positive participation and response giving youth a voice at national discourse. Stakeholders highlighted the opportunity perhaps to explore further other youth led platforms such as U report for youth participation and advocacy.

Programme ToC Logic

The CRM ToC pathway of change details that an equitable and inclusive realization of the rights of children and youth in Kosovo can be achieved through a strengthened system and capacity to generate reliable data and evidence, strong accountability of Kosovo's institutions in upholding child rights and joint partnerships to advocating on issues pertaining to the rights of children.

The ToC and its core assumptions of 1) strengthening capacities, 2) institutions more be responsive to CRs,3) better coordination seem to have been valid. UNICEF does have a more equitable approach to children with disability and Roma, Ashkali and Egyptian communities.

ToC Observation. One major assumption is that better evidence will lead to changes, this may be a necessary component, but may not be a sufficient component. UNICEF's approach with using media for advocacy is helpful in raising awareness and changing perceptions on the various programmatic areas and evidence that is being generated.

Changes in activities implemented from design

There are no major changes noted from the design.

Timeliness

There were no issues with timeliness within the CRM and Social Policy component.

Effectiveness

The overall perception from the interviews with all stakeholders is that UNICEF has fulfilled the overall objectives, mainly related to legislation, monitoring of child rights. The budget influencing, advocating for budget allocation for various initiatives and supporting institutions with financial monitoring systems is at the early stages and should be prioritized as a critical area of focus for the new Kosovo programme. There were no new activities mentioned by respondents although some activities like MICS were the main focus for them when discussing CRM while others like the Report Card were not mentioned as frequently.

This programme pillar is somewhat less "projectized" then the other pillars and therefore provides more accompaniment to Kosovo Institutions in the support of their activities. In many ways, **this programme component reflects the type of support that Kosovo Institutions have expressed interest from other programme components as well.**

Coordination

UNICEF was perceived very strong at coordination, very approachable which increases its strategic positioning. Some stakeholder highlighted the need for better coordination with the UN agencies noting that UNICEF tends to work somewhat more autonomously compared to other agencies.

4.3 Programme Component Child Protection

Section 1: Summary of Patterns from Document Review

Kosovo Programme Document Outcome 3: *By 2020, more boys and girls from the most excluded communities are resilient and benefit from a continuum of child protection services and social protection schemes, responding to violence, neglect, abuse, and inequitable access to justice.* This outcome is composed of the Child Protection System Programme Sector.

The aim of this programme is to ensure that child protection systems are fully integrated into Kosovo legislative and policy framework and by enhancing the promotion, coordination, and accountability across all sectors. The programme focuses on raising the skills and capacities of families, communities and service providers, to prevent and respond to abuse, neglect and exploitation and thus, realize children's right to safety, access to justice, and the right of children to live in a family environment as well as children's access to justice. The Kosovo Programme ToC – and specifically for child protection - states that children will be protected, their rights will be upheld, and they will live in a safe environment, if we strengthen the child protection legal framework and its implementation, invest in institutional capacity development for child protection professionals, and support the delivery of integrated child protection services. Key partners include Office of the Prime Minister, Ministry of Justice and Ministry of Labour and Social welfare and CSO's to ensure the endorsement of the Child Protection Law as well as other line ministries, NGOs, UN Agencies, and donors.

The ToC is made operational through a single *Output 1:* Strengthened capacity at central and municipal levels to develop, budget, and implement a unified, effective system to identify, refer, and address cases of child abuse, exploitation, and neglect for all communities. The Child Protection programme interventions for 2016-2020 aimed at contributing to the positive change across the key pillars of the system that have targeted legal and policy framework, capacity building for CP professionals and strengthening the delivery of integrated child protection services. The CP programme is implemented through a number of key modules and activities, many of these shaped by the newly adopted Child Protection law, some of which include:

a. *The aftercare program* has played a critical role in the area of Juvenile Justice, supporting the reintegration of juveniles in family life and society. This program along with the training and capacity building the Correctional Service and Probation Service and the establishment of the sub-legal acts on Juvenile Justice Code has improved the operation of the new Open Education Correctional Facility in Lipjan. Moreover, UNICEF's multi-disciplinary approach has helped to enhance the impact on child rights. According to the 2019 RAM, UNICEF has implemented the UPSHIFT programme in the Education Correctional Centre which has allowed resident juveniles to gain essential education and vocation skills. Furthermore, trainings for justice professionals (judges, prosecutors, police, probations, and corrections) have equipped stakeholders with new skills and contributed to the implementation of new articles in the Juvenile Justice Code aiming for the protection of children during the judicial procedures.

b. *J4C[13] indicators to influence policy change:* the implementation of J4C indicators has improved the response of data collection by relevant institutions by influencing policy change based on evidence and improved integrated services for children. For instance, reporting and analysis of indicators data have identified breaches of Juvenile Justice Code provision related to the length of pre-trial detention and consequently influenced necessary changes in the JJC and judicial practice.

c. *Community-Based Rehabilitation Centres* (CBRs) is a programme that focuses on providing holistic support to children with disabilities and their caregivers. Children with different disabilities have improved their life conditions by benefitting from

[13] J4C = Justice for Children

daily CBR bio-psycho-social services.[14] Furthermore, capacity building on Child Safeguarding Policy for service providers as well as the increased media coverage of the issue has helped to create a safer and more inclusive environment for children with disabilities.

d. *Foster care programme* plays a critical role in supporting children who do not have proper parental care while preventing their institutionalization. The programme is implemented throughout Kosovo through the social work centres. The programme focuses on addressing key systemic gaps and providing alternative quality care for children.

e. *Peer Mediation Programme* focuses on providing nonviolent conflict resolution and mediation skills to children who are exposed to any form of violence. The programme also provides children and the teams who work as first-line responders with preventative and protection mechanisms against violence.

Programme Synopsis from Document Review of Programme[15]

Theme	Key Observations
Programme Objectives/Purpose	*By 2020, more boys and girls from the most excluded communities are resilient and benefit from a continuum of child protection services and social protection schemes, responding to violence, neglect, abuse, and inequitable access to justice.* This outcome covers **Child Protection System Programme Sector,** which is operationalized through one outputs: - Strengthened capacity at central and municipal levels to develop, budget, and implement a unified, effective system to identify, refer, and address cases of child abuse, exploitation, and neglect for all communities, including Kosovo Serbs.
Brief Summary of Theory of Change	The Social Policy ToC pathway of change states that vulnerable children will be protected from multiple deprivations through strengthening local and national institutions' capacity for child-focused reforms, providing integrated social services, and securing sustainable financing for social services and cash benefits The Child Protection ToC states that children will be protected, their rights will be upheld, and they will live in a safe environment, if we strengthen the child protection legal framework and its implementation, invest in institutional capacity development for child protection professionals, and support the delivery of integrated child protection services.
Modules or Key activity focus	**Social protection:** Improving the coverage and quality of social services through: - approval of the Concept Document on Social Services. - approval of the Concept Document on Local Finances16; - Social Protection Budget Brief. - Capacity building to strengthen the capacities of civil society on child right monitoring & advocacy. - Generating evidence & advocating for appropriate social benefits to families & vulnerable children; - Effects of Social Assistance on children report. - The Gjakova Fit for Children model.17 **Child Protection:** implemented through a number of key modules and activities: - The aftercare program supporting the reintegration of juveniles in family life and

[14] UNICEF (2019). RAM.
[15] This information is compiled ONLY from document review of evaluations, reports, or strategies developed by each programme component that was shared with the evaluation team.
[16] UNICEF (2019). RAM
[17] Creating a Child Friendly Municipality – Gjakova fit for children, pg. 5, April 2017.

	society. - Training and capacity building the Correctional Service and Probation Service - Establishment of the sub-legal acts on Juvenile Justice Code - Operationalization of the new Open Education Correctional Facility in Lipjan. - UPSHIFT programme in the Education Correctional Centre - J4C18 indicators to influence policy change - Community-Based Rehabilitation Centres (CBRs)19 - Foster care programme - the programme is implemented throughout Kosovo through the SWC. - Peer Mediation Programme - Legal and Policy Development: a) The institutionalization of the Report Card b) Ministry of Labour and Social Welfare Sector Strategy 2018-2020 c) Strategy and Action Plan for the inclusion of Roma and Ashkali 2017-2021 d) The revision of the Juvenile Justice Code e) Law on the protection of children's rights etc.
What shifts have occurred over the cycle? (since 2016) based on programme documentation?	- The adoption of the SDG Resolution by Kosovo Assembly in January 2018 - Developing of the Ministry of Labour and Social Welfare Sector Strategy 2018-2020. - Developing of the specific grant on social services as part of the Concept Document of the Law on Local Finances approved by the Government. - Developing of the Concept Document on Social and Family services.
Major thematic evaluation findings, recommendations, or additional programme documentation	**Note: the above mentioned in the section of modules and key activities are also some of the main findings in terms of progress achieved by UNICEF program on CP & SP.** - Lack of a more comprehensive and holistic approach to dealing with child protection. - A fragmented child protection system in Kosovo which causes a lack of continuum of child protection & justice for children services. - Lack of proper budget planning and allocation at central level and advocacy efforts in this regard - Limited advocacy efforts in developing and strengthening services at the municipal level. - Limited involvement of communities and civil society in increasing the awareness of children's rights. **2018 EU evaluation** - UNICEF program on Juvenile Justice (as part of the CP) is stated to have responded to the changings in needs and the environment. - The CBP for correctional and probation services, along with the development of Guidelines for the work of correctional and probation officers have enhanced the effectiveness of the program. - The activities with the police and centres for social work seem to confirm an effect on prevention as well. - A significant achievement is represented by the establishment of Educational-Correctional Centre in Lipjan. **Recommendations 2018 EU evaluation:** o Ensure that a follow up of the programme continues to take account of central-level needs, strategies, and action plans, and of the specific social context of Kosovo. o Ensure that the full range of juvenile justice sector professional actors are included in the activities, both as experts and contributors o A follow up phase of the programme should focus on supporting the application of

[18] J4C = Justice for Children
[19] UNICEF (2019). RAM.

	the new child protection law and of the revised sections of the juvenile justice code, in order to ensure inter alia a proper coordination between the two legal frameworks and the proper training of the different professional profiles involved. o A follow up phase of the programme should consider as a priority to continue the experience of the Case Management Roundtables (CMRs) supporting their implementation under the new child protection. o A follow up phase of the programme should include a careful monitoring of the functioning of the Lipjan centre and of the aftercare programmes o A follow up phase of the programme should include a review of the impact of the legislative changes and the new administrative practices on children coming from very underprivileged backgrounds. o A follow up phase of the programme should carefully review the presence of legal aid systems or other arrangements aimed at facilitating access to justice in case involving minors. **UNICEF Strategic Reflection Report 2018** a) <u>Recommendation on Child Protection:</u> - Further support to specialization of child protection professionals to properly translate into implementation new innovative CP policies and legislation. - Ensure access to justice for vulnerable categories of children through provision of free legal aid and qualitative legal representation. - Establish data management for qualitative and quantitative data collection with appropriate disaggregation and advocate for evidence-based policymaking. - Plan and allocate child-responsive budget within central and local authorities to ensure that relevant institutions and agencies have the necessary resources to provide services to children and implement the legal provisions**.** - Independent, safe, effective, easily accessible, and child-sensitive complaint and reporting mechanisms should be established by law in compliance with international human rights norms and standards. - Ensure continuation of implementation of the action plan for children without parental care, including advocacy for advancement of legal framework in this area. - Further support to sustainable reintegration of repatriated families with children through monitoring, identification, and referral of cases in need of cross-sectoral coordinated services. - Ensure social inclusion of children with disabilities through implementation of recommendation of SitAn on CwD as well as advocacy efforts to influence legal and policy implementation in this area. b) <u>Recommendation on Social Policy and Inclusion</u> - Advocacy and support for strengthening of the Kosovo Assembly and its Committees role in promotion and monitoring of children's rights. - Support OGG for monitoring of the implementation of the Child Rights Strategy and Action Plan. - Continue with advocacy for placing social protection more coherently in the policy landscape with a special focus on social assistance. - Development of Budget Briefs with recommendations for investments on children. - Support the MLSW in drafting the new Law on Social and Family Services and secondary legislation. - Support the MLSW in developing the costing of social services. - Support the MLSW in developing a model of integrated social services. - Support further strengthening of KOMF capacities including on monitoring of implementation of legislation and policies and access to services. - Support monitoring of implementation of the municipal child rights governance systems in eight months.

Key Lessons learned from programme documentation and thematic evaluations?	- Strong political commitment it is needed at the policy level ensuring the formal adoption of the national strategies and action plans. Previous good experience on adopting the Child Rights Strategy; Strategy for Inclusion of Roma and Ashkali communities; Labour and Social Welfare strategy shows the above-mentioned need. - To ensure the proper implementation of the new legal framework including Law on Child Protection, Law on Social Services an increased level of coordination, reporting and mainstreaming of child rights among governmental institutions both at central and local level it is required. - Further support of the CSO's and local advocacy efforts toward a society actively engaged as advocates for children - For Social Policy, there is need to invest more at the local level, both in increasing the capacities of municipal authorities and service providers. Piloting effective and costed models at local level will help to scale up and replicate the initiatives. - Additional timelines and multiple trainings for all professionals should be considered to introduce the changes in the primary and secondary legislation on Child Protection and when designing new programme and interventions linked to proper implementation of the new legal framework. - Follow up the capacity building program to further develop the capacities of the human resources both in central and local level, including front liners as well as advocate for appropriate budget allocation and management to be able to provide qualitative integrated services. - Programme should consider the empowerment of beneficiaries regarding demand for services along with increasing the capacities of service providers - Further development of the child participation tools and scale -up of good models ensuring decision making and consultation though child lenses.
Key achievements over the cycle according to programme documentation	- Adoption of strategies and action plans such: Child Rights Strategy; Strategy for Inclusion of Roma and Ashkali communities; Labour and Social Welfare strategy - Increased level of coordination and mainstreaming of child rights with the expected adoption of the new Child Protection Law - Emerging opportunities for reforms with new Concept Documents on Social Services and Local Finances being developed - Introduction of alternative measures in the Juvenile Justice Code, advocacy initiatives and increased capacities of the probation officers - The developed model of Community Based Response - The new Open Educational Correctional Centre - The institutionalization of the Report Card on the situation of Children's rights - Partnership with the Association of Kosovo municipalities - Establishment of a more child-friendly justice for children system: - Expanded the implementation of child friendly municipality model in seven additional municipalities. - The study report on 'Effects of Social Assistance on children in Kosovo". - Use of the innovative tools and open source technology in this regard the Pro-bono legal aid platform - Drafting the oversight report on the Social and Family Services Law. - Cross- sectoral integration of the YOUTH programme (UPSHIFT) in the Educational and - Correctional Facility in Lipjan to increase vocational skills among resident juveniles
Key challenges or barriers as reported in programme documentation or thematic evaluations	- Limited cross sectorial collaboration - Lack of funding and budgetary disaggregation - Lack of capacities among Kosovo institutions to implement child rights - the Political instability and stalemate of governmental institutions in Kosovo has been present throughout the programme implementation - the limited responsiveness of central and local institutions to issues affecting the rights of children - weak institutional accountability

	- weak implementation of the legal and policy framework - decrease of the number of donors in Kosovo - inability of municipalities to deliver equity-based services for children - frequent review processes and changes of legislation which has hampered the ability of child protection professionals to cope with legislation in place and its effective implementation - lack of institutional capacities to generate reliable data has hinder evidence-based policymaking, monitoring and targeted interventions. - limited capacity of NGOs to provide specific child protection services. - Limited capacity of actors (coalition and partners) in the area of disabilities have delayed implementation and also caused some missed opportunities in advocacy
Key stakeholders - Govt, implementing partners, Agencies, NGOs, etc.	Office of prime Minister; Office for Good Governance; Ombudspersons; Ministry of Justice; Ministry of Internal Affairs; Ministry of Labour and Social Welfare; Ministry of Education Sport and technology; Kosovo Judicial Council; Kosovo Police; Lipjan Centre; Centres for Social Work; University of Pristina; Municipal authorities, Municipality of Gjakova; Local and international NGOs; KOMF- Network of Child Protection NGO's; Disability Persons Organizations; Media; European Union; United Nations agencies.

Section 2: Stakeholder Perception of the Programme from Data Collection Interviews

During 2016-2020 UNICEF Kosovo Program, the social protection and inclusion component has been focused on further development and enhancement of child protection systems and social protection and inclusion. The social protection and social inclusion component aimed at creating an enabling environment based on a 4-pillar intervention/approach: creating evidence, providing support in legal/policymaking, capacity building, and modelling. All the interventions were designed upon a human rights and gender lenses. During the 2016-2020, UNICEF has been implementing 7 projects on child protection and 2 projects on social protection tackling the issues of justice for children, alternative care, violence against children and disability.

Stakeholders overall perception of UNICEF program strength is linked to the analysis of a variety of factors ranging from UNICEF's mandate, partnership, communication, program adaptation and funding.

Regarding the mandate, UNICEF is mentioned as "partner of strategic choice" and use this reputation to put forward the children's rights agenda in Kosovo. Moreover, UNICEF seems to have played "normative role" in advocating for changes in the legal/policy infrastructure and implemented evidence-based interventions/advocacy initiatives. UNICEF role is well-known among stakeholders regarding the justice reform and the approval of JJ Code, as well as the work on the approval of the Law on the Protection of Children.

In terms of partnership UNICEF child protection program has been able to cultivate, nurture and maintain connections with a variety of stakeholders (at central/local level, NGOs, donors, young people). UNICEF has built and strengthen a coalition of NGOs on child protection in Kosovo – KOMF - which have become self-sustained.

Child protection program is well integrated in the organization and there is cross-sectorial cooperation within UNICEF to a certain extend. UNICEF seems to have had the systems/mechanisms in place to adjust and to support various programs need i.e. the last 2 years UNICEF focus has shifted to disability as an issue in increase importance for Kosovo. child protection program seems to have proactively adapted to changes in the needs (started with MICS, later work on disability and so forth)

It seems that UNICEF has communicated about the child protection program and activities. Actually, the work on Justice for Children has been "marketed" very well by the program staff to generate interest and build partnership. UNICEF has worked on awareness raising especially on children with disability. The downside is that UNICEF is more on PR compared to substantial work.

UNICEF have had external and internal "climate" support to develop and implement the child protection program. External support through donors supports and stakeholders at different levels. Internal support from UNICEF regional office to continue working on child protection. The donor has influenced the priorities of the program. Therefore, the other components have been less visible for UNICEF. Not diversified and a variety of resources (mainly EU & UNICEF thematic resources).

Although there is evidence of initiatives of inter-sectorial collaboration (UNKT, child protection & Education etc) it is referred that this is done mostly at activity level rather than programs.

In terms of "cycle" flow from design to implementation of policies, legislation, models, practices UNICEF is referred to not fully and persistently working on barriers overcome.

UNICEF has influenced the access to services rather than developing quality services or specialized family-based alternative care to address cases of children with disability, violence cases, mental health, and cases of children from marginalized communities.

Another bottleneck is the ability of Kosovo institutions to systematically monitor key indicators in childcare, i.e. no. of children coming into and leaving all care environments, children in conflict with the law etc. Moreover, absence of social services, including most critical the resources required to fund and the frameworks to regulate social services.

The capacity of local municipalities and authorities to plan, develop, administer, and oversee social services is another bottleneck that also needs to be addressed alongside the legal and financial framework. There is no public dialogue on violence against children.

UNICEF could have worked/work to set clear benchmarks and goals in terms of knowledge, attitudes, and practices around violence. And to make progress in reducing the practice of violence against children.

In terms of areas of improvements, UNICEF could expand and improve further the work on:

1. Building new models of integrated social services at local level.
2. Focus on other categories of children in need of protection i.e. children in street situation, expatriated children, children victims/witnesses etc.
3. Kosovo has a reform on social services and UNICEF could focus on CB of the work force.
4. Advancing the work on foster care, alternative care, and VAC & JJ.
5. Advance the work on integration of services & inter-sectorial synergies/approach for special categories of children.
6. Digitalization of case management – there is a database but not a system which keep track of case management & service provided.
7. Institutional building: i.e. strengthen the commune staff/structures for the development of local plans for social services & budget.
8. To continue the "normative role" for the competition of the legal framework with primary and secondary legislation and the operationalization of the policies.
9. Knowledge management and data collection to be able to produce evidence-based advocacy and/or interventions.
10. Internal information sharing among UNICEF staff and UNICEF KO and RO.
11. Internal planning and monitoring & an ad hoc incorporation of lessons learned.

12. Maintenance of previous achieved results i.e. JJ which are at risk at the moment.

Programme ToC Logic

The Child Protection program interventions for 2016-2020 aimed at contributing to the positive change across the key pillars of the system that have targeted legal and policy framework, capacity building for CP professionals and strengthening the delivery of integrated child protection services. The following logic of programming has been applied on aiming to reach the necessary changes:

- ✓ If we strengthen the child protection legal framework and enforce the implementation of effective and sustainable child protection and access to justice programs, more boys and girls will be protected and treated in accordance with CRC principles.
- ✓ If we invest in institutional capacity development for child protection professionals more boys and girls at risk will be better protected from discrimination, abuse, neglect, risky social behaviour, violence, and exploitation.
- ✓ If we support the delivery of integrated child protection services, then more boys and girls will have a chance to live in a safe and family durable placement, will have the opportunity to socially engage, reintegrate, learn and get out of isolation in inclusive and equitable society.

Changes in activities implemented from design

From 2017, UNICEF has shifted the focus of its interventions to Children with Disabilities with 2 new projects: Young athletes programme for children with intellectual disabilities (2017-2018) and Enhance the legal and policy framework on children with disabilities (2019-2020). Despite the shift in working mostly on population rather than thematic areas, UNICEF has been able to design cross-cutting initiatives of children with disability and youth programs, or VAC and/or Early childhood education. Moreover, during the last period of program cycle, UNICEF has intensified the efforts related to advocacy initiatives for children with disabilities and the development of the Law on Inclusion. In this new project UNICEF has expanded the partnership to new local NGOs i.e. Olimpiada Speciale e Kosoves; Handikos; Kosovo disability forum; Bethany Christian services and Qendra per Sherbime humane dhe Zhvillim. Despite partnering with these organization, UNICEF has worked on building their capacities and including them in new networks such as the European Network on Children with Disability. Moreover, starting the work on this new field of work, UNICEF in parallel has worked on building new models/modules such as the CBR bio-psycho-social services which is considered as an innovation for Kosovo.

Timeliness

In general UNICEF kept to the original timeline, while needed adjustments has been made to updated regularly and in consultation with main stakeholders, i.e. the changes in the justice for children reform.

Effectiveness

Based on the main findings from the desk review, the external evaluation reports and the KII interviews and an analysis of 4 important elements including timeline, quality, cost and stakeholders satisfaction, it can be concluded that overall UNICEF has been able to realize to a considerable extend the planned activities and respective results on the CP and SP component. During the 4-year program, UNICEF is perceived to have maintained a justified and reasonable balance between the result achieved and the resources available.

In terms of **timeline,** in general UNICEF kept to the original timeline, while needed adjustments has been made to updated regularly and in consultation with main stakeholders.

In terms of **quality,** during 2016 – 2020 child protection program of UNICEF Kosovo Office has implemented 9 program initiatives on raging from J4C[20] to disability and models building. Each program initiative has had clear objectives to be achieved, which could be translated in clear indicators to keep track and measure the progress achieved. These objective-indicators of CP program could be divided in:

- Indicators which are easily proved (tick in a box): CMR established in 12 municipalities; CMR endorsed at national level; Free legal aid services to vulnerable social groups established; Established Legal and Referral mechanism etc.
- Indicators which are more complex and require further details and elaborations: Mechanisms to identify, report and refer cases of violence against children are reinforced; Improve access to early childhood education services for children with disabilities etc; Strengthening coordination between child protection organization, local authorities and service providers for development of alternative care services for children without parental care, including children in kinship care and young care – leavers, etc.
- Indicators which require data collection/knowledge management: Data on violence against children and social inclusion of children with disabilities; No. of family members will be recruited as volunteers/trainers etc.
- Indicators or data on direct service provisions in terms of numbers (i.e. home visiting): Improved/Strengthened functioning of the legal Assistance system including the provision of free legal aid services; Provision of psychosocial support services for foster children and foster care parents through organizing home visits and psychological activities at Foster Care Day Centre; Support implementation of minimum standards of foster care and kinship care services through organizing capacity building activities for CSWs. etc
- Indicators on advocacy & lobby initiatives: Contributing to the monitoring and advancement of the legal framework in relation to child rights and child protection; Contributing to the strengthening of protection and wellbeing of children, by advocating, sensitizing, and mobilizing central and local level institutions etc.
- Indicators related to awareness raising initiatives: Contribute to the promotion of Child rights in Kosovo through communication and awareness raising of relevant stakeholders, etc.

Despite the above mentioned, it can be there is a partial knowledge regarding the following:

- Not clear if every program initiative has a matrix indicator developed to keep track and monitor progress of the foreseen objectives/indicators
- Not clear how is the indictors progress analysed and used for program adjustments (in consultation with stakeholders too), follow up activities/action or how to face challenges/barriers.
- Not clear how these indicators- objectives feed the CP program outputs and how can these last key indicators have expressed in % are calculated and tracked.
- Not clear how the CP program indicators/objectives feed the overall program goal on:
    a) putting an emphasis on closing **equity gaps** between most of the population & Roma, Ashkali and Egyptian communities,
    b) addressing gender,
    c) urban and rural disparities on issues affecting children with disabilities,
    d) strategic engagement with central and local institutions.
- Not clear if any internal UNICEF Kosovo Office "internal accountability mechanism" to assess the quality of the work done at the program level, i.e. the CP and if yes, is it a standardized and periodic process?

[20] J4C = Justice for Children

In terms of **costs,** Kosovo has faced a decrease of the number of donors - leaving EU as the major donor and the dedicated thematic funds from the RO. As a consequence, issues of social inclusion & promotion of child rights has been of a marginalized focus in Kosovo. Lastly, the weak allocation of child-responsive budget within central and local authorities has impacted the CP program initiatives

In terms of **stakeholder's satisfaction,** UNICEF is seen as having contributed to:

- The development and approval of important pieces of legislation or policies
    - The Kosovo Development Plan 2016-2020.
    - Kosovo-wide Strategy on Rule of Law 2016-2019.
    - Sectorial Strategy of the MLSW 2015-2020.
    - Kosovo Law on Protection of Children.
    - Draft strategy on Local Self Government 2015-2025.

- UNICEF has worked on strengthening governance at the municipal level, as a pre-requisite to taking the forward the decentralization agenda.
- Piloting of models at local level (i.e. Gjakova fit for children) - this model in Gjakova has generated enough operational successes to justify a continued stream and replication during the next Kosovo Programme. However, problems/challenges with regard to models and operationalization have tended to coagulate around ownership, management, budget availability rather than mutual benefits, as well as coordination failures between the central and local level, and there is a need of scaling-up evidence-based advocacy.
- The overall regulatory framework has been improved with key legislation drafted and adopted. It should also be acknowledged that due to the long-term nature of this process to assess effectiveness & efficiency of these types of interventions.
- As a general observation it can be stated that in the CP/SP program achieved results, sometimes the boundary is blurred between effectiveness and impact, as the specific objectives of the program interventions may have been met (i.e. the JJ Code or the CBP for professionals) and outputs delivered, but the benefits will not materialize until additional factors are in place, rendering the intervention limited in impact terms, i.e. the allocation of child-responsive budget within central and local authorities, or a coordinated approach to providing prevention and reintegration services.
- The child protection component has been designed to progressively contribute to the realization of children's rights being free from violence, neglect, abuse and exploitation, including the right to live in a family environment as well as children's access to justice; however ongoing intervention is needed to make children's right a priority of the government agenda.
- The child protection program has contributed the access of more boys and girls from the most excluded communities to a continuum of child protection services and social protection schemes, responding to violence, neglect, abuse, and inequitable access to justice.
- UNICEF has contributed to building a strong capacity building component in each intervention, J4C[21], VAC, alternative care, disability issues etc.

[21] J4C = Justice for Children

- UNICEF has contributed to have stronger CP institutions able to deliver inclusive, equitable and integrated CP services.

- Evidence and knowledge generation to influence system change, legal and policy implementation, and service delivery - a strong component achieved through the KOMF involvement.

- The CP program might increase the engagement of the central level institutions in Kosovo to achieve more results and to deepen the intervention at local level to enable municipalities to deliver equity-based services for children, to overcome the lack of coordination between them and central level institutions and the lack of budgetary disaggregation.

Coordination

Regarding the coordination aspect of UNICEF operation during 2016 -2020, the assessment can be considered from 2 different angles:

(i) as a coordination among different programs within UNICEF and to this end, the perception is that only the last 3-4 years there is a shift to a more inter-sectorial approach in UNICEF (previously working more based on a sectorial approach). Some examples relate to 1. Education and CP (the inclusion of children with disability in schools) 2. Health & CP (ECD and home visiting) 3. Youth & CP 4. Education & JJ (Lipjan with UPSHIFT) 5. Social Policy & CP on the "special grant"

(ii) partnership with relevant stakeholders: as mentioned above, in terms of partnership UNICEF CP program has been able to cultivate, nurture and maintain connections with a variety of stakeholders (at central/local level, NGOs, donors, young people). UNICEF has built and strengthen a coalition of NGOs on child protection in Kosovo – KOMF - which have become self-sustained. The only remark is on UNICEF to take even a more proactive role in the coordination with the local NGOs and also to facilitate the collaboration of the latest with the state institutions

4.4 Programme Component ADAP – Youth

Section 1: Summary of Patterns from Document Review

Kosovo Programme Outcome 4: By 2020, adolescents and youth (girls and boys) are more resilient and have capacities and opportunities to seek and secure meaningful participation in local governance systems to influence policies, programmes, services; and to transition successfully from school or NEET (adolescents and youth not in employment, education or training) to quality education and gainful employment. This outcome is composed of the **Adolescents Development and Participation and Empowerment** Programme-this is currently referred to as the Adolescents Development and Participation Program (ADAP). ADAP focused on: "*adolescents and youth are empowered and prepared to reach their full potential and have the chance to contribute to healthy and sustainable societies*." The programme seeks to create "innovative models of youth engagement" in empowering youth, especially the most vulnerable, to become agents of change, building their skills and confidence. The youth ToC shows main pathways of change, i.e. contributing to the fulfilment of the potential of adolescents and young people and their resilience through investment in entrepreneurial, technological, and social innovation skills, as well as critical thinking skills. The ADAP programme area describes two outputs:

a. *Output 1:* Strengthened capacity of central institutions and targeted Municipalities (including Serbian majority municipalities) to develop and scale-up inclusive mechanisms for the participation and empowerment of adolescents, and increased adolescent and youth's professional readiness and transition from school or NEET to employment
b. *Output 2:* Local level institutions (including those from Serbian majority municipalities) have increased capacity and systems to prevent and respond to risky behaviour among adolescents and young people

UNICEF has established its Innovation Lab as a vehicle to enable young people to transform their potential into strengthened capacity required for successful professional life, while at the same time addressing existing social challenges within their communities and generating new employment opportunities through the cultivation of innovative social entrepreneurship. The establishment of Innovation Hubs at the municipality level is also a way to increase youth engagement and reach, especially the most vulnerable. Within the ILK and more general work of UNICEF, several models or core activities have been implemented as a means of working towards the envisaged outcome of the CP. The core models are listed below. One other key activity during this time is the establishment of the new Youth Strategy (2019-2023) in June 2019 as well as the Amendment of the Law on Youth Empowerment and Participation 03/L-145.

The innovation lab and the ADAP programme have generated a wide range of youth-oriented models and initiatives that have been piloted and implemented throughout the current Kosovo Programme. These initiatives have been well documented and shared with other countries as a template to introduce life skills and employment into UNICEF global strategic programming. These include:

a. The UPSHIFT Programme, was developed to address a major problem in Kosovo - youth unemployment – through innovative techniques and approaches based on effective learning techniques (experiential learning and design thinking) and focus on entrepreneurship and start-up.
b. *UPSHIFT*-Social Impact Workshop- helps marginalized adolescents and youth become social innovators and social entrepreneurs by providing experiential learning in understanding community challenges and designing and building solutions in the form of products or services, and starting and leading the ventures that deliver them, which ultimately leads to adolescents and youth feeling empowered and making better

decisions about life choices. In 2019, the value of the UPSHIFT programme was its focus on peacebuilding and its collaboration with the Educational Correctional Centres.[22]

c. *Podium* teaches adolescents and youth of the most marginalized groups in Kosovo (ethic, sexual orientation, gender etc.) how to advocate for the needs and rights of their communities. Podium gives teens skills on community needs assessment, how to build and manage a campaign, how to lobby with decision-makers and how to make their community's issue big through media. Podium does all this practice and by engaging institutions and media. The model's main objectives are increasing adolescents and youth's resilience, confidence, and participation in society as active citizens, and improving advocacy skills for achieving sustainable livelihoods.

d. *StartUp*- Social Venture Workshop – is an activity that represents a second-gate funding opportunity for previous youth-led social impact products and services developed through the UPSHIFT. The program goals are to prepare adolescents and youth to become entrepreneurs, contribute to their economic empowerment, and increase their access to and control of financial resources.

e. *Ponder* is a non-formal educational response that expands the notion of literacy to include mass and social media. Through its activities, the programme aims to provide the youth with much needed critical thinking skills and empowers them to understand and challenge subjective information.

f. *Techstitution* provides adolescents and youth with professional experience through exposure and mentorship of ICT professionals to design, develop, and manage a product/platform. The Project offers an opportunity for young people to practice their skills and build software solutions for Kosovo public institutions.

g. *Kosovo Volunteers* Innovations Lab has crafted Kosovo's first and only match-making platform between Civil Society Organizations and Volunteers. This platform helps inform youth about volunteer opportunities that have two-way benefits: help the community as well as give youth invaluable skills and experiences for which they will get officially certified while supporting CSOs achieve developmental goals for Kosovo.

h. *The Know your Rights* Platform is a platform that provides important information in an adolescent-friendly way on key rights and entitlements relating to health, education, employment, justice, civic engagement and participation, and rights.

i. *SHNET* is a platform that provides youth and adolescents with information about sexual and reproductive health reducing the stigma associated with some of these topics.

The programme area relies on a wide range of implementing partners. According to programme documentation, UNICEF joined with a wide range of partners to advance an adolescent and youth development agenda in Kosovo, i.e. local NGOs (PEN, Open Data Kosovo [ODK], the IPKO Foundation, Play International, the FIC, the JIC, the ICK and SOS Village), International Agencies (the OSCE Mission in Kosovo, the UNKT), institutions (the MCYS and MEST, the Ombudsperson), academia and the private sector. The Austrian Development Agency (ADA) and ING Bank provided financial resources to UNICEF for the implementation of the youth programme.

Programme Synopsis from Document Review of Programme[23]

Programme Objectives	*By 2020, adolescents and youth (girls and boys) are more resilient and have capacities and opportunities to seek and secure meaningful participation in local governance systems to influence policies, programmes, services; and to transition successfully from school or NEET (adolescents and youth not in employment, education or training) to quality education and gainful*

[22] UNICEF (2019). RAM

[23] Because the ADAP programme has not undergone a thematic evaluation – more information is included from the data collection phase interviews – however, the point of emphasis is still to summarize existing documentation. Information from the tracer study is not included in this section.

employment.

- Indicator: Number (#) of adolescents (15-19 years) and youth (20-24 years) actively participating in local decision-making processes via local youth related structures and mechanisms
- Indicator: Percentage (%) of adolescents (15-19 years) and youth (20-24 years) NEET (Not in Employment, Education, or Training)
- Indicator: Number (#) of municipalities with local platforms to influence adolescents and youth healthy lifestyles
- Indicator: Percentage (%) of young people age 15-24 years who correctly identify ways of preventing the sexual transmission of HIV, and who reject major misconceptions about HIV transmission

The Kosovo Programme operationalizes the Outcome through the following two Outputs:

- Strengthened capacity of central institutions and targeted Municipalities (including Serbian majority municipalities) to develop and scale-up inclusive mechanisms for the participation and empowerment of adolescents, and increased adolescent and youth's professional readiness and transition from school or NEET3 to employment

Document review points that UNICEF's focus on adolescents and youth was in response to the most relevant challenges for young people in Kosovo, including an extremely high unemployment rate, with 53 per cent unemployed (64 per cent among girls and 48 per cent among boys), and around one-third not in education, employment or training (31 per cent among girls and 24 per cent among boys) according to the 2017 Labour Force Survey. Document review reveals that one of the key unemployment factors is a mismatch between education system outcomes and labour market needs, which affects readiness of young people to enter the labour market and their competitiveness. Besides, the Friedrich Ebert Stiftung Study on Young people in Kosovo found that young Kosovars rarely people engage in any of the main forms of activities, while civic activism is unpopular among young people, with only 13 per cent have volunteered for a civil society activity. Involvement in other political activities, such as participation in political demonstrations or signing petitions was also found to be low at around 11 – 12 per cent[24].

UNICEF's response to issues that young people in Kosovo face was to invest in important skillsets to equip adolescent girls and boys are equipped with 21st century skills that build their resilience, confidence, and employability, and in particular through investing in technological and digital literacy skills. This investment is to help young people to become professionally ready for labour market, and better equipped with life skills for increased civic engagement. Besides, UNICEF focused on building skills of adolescent girls and boys to become engaged to identify, analyse, build solutions, and take actions to address challenges within their communities. UNICEF has implemented a number of projects/initiatives to empower adolescents and young, boys and girls as social change agents, social innovators and productive members of the society, such as: Know Your Rights Platform, UPSHIFT, PONDER and PODIUM, StartUp, **Techstitution and Kosovo Volunteers Platform.**

Stakeholder interviews confirm the relevance of the youth programmes to the unmet need of young people, specifically: lack of practical training for the youth within the education system; lack of programmes to increase media and IT literacy, but limitations of the school system to offer a variety of opportunities to build confidence and empower young people to think critically and provide their inputs or share views in public and with public institutions. There is no specific targeted approach to

[24] FES (2018); Youth Study 2017/2018; p. 61

	empowerment of girls or boys, such differentiation is not created by the programme, yet stakeholder interviews note that there was cared to ensure gender balance. Some programmes are naturally more attractive to boys (e.g. UPSHIFT) and others to girls (PODIUM, PONDER)
Brief Summary of Theory of Change	In 2018, UNICEF performed a Strategic Moment of Reflection with the aim to assess the need for programmatic adjustments based on the contextual changes and alignment with emerging global, regional, and national priorities. This process culminated in (re)construction of the Theory of Change for all UNICEF focus pillars, including Youth. The youth ToC shows main pathways of change, i.e. contributing to fulfilment of potential of adolescents and young people and their resilience through investment in entrepreneurial, technological, and social innovation skills, as well as critical thinking (See ToC in Annex to this document).
Modules or Key activity focus	- UNICEF has established its Innovation Lab as a vehicle to enable young people to transform their potential into strengthened capacity required for successful professional life, while cat the same time addressing existing social challenges within their communities and generating new employment opportunities through cultivation of innovative social entrepreneurship. The Innovation Lab provided an opportunity for UNICEF to include actively young people in designing programmes and their implementation. According to UNICEF (present and former staff, RO), this was the most important and beneficial measure to ensure quality and relevance of youth programmes as these programmes were designed and implemented "for young people, by young people and with young people". UNICEF Stakeholders also noted that the circumstances at the time when Innovation lab was most active (2015-2017) were very favourable for such approach as at that time the Lab was 'under the radar' of senior management which gave the team the freedom to experiment and innovate. The Innovation Lab evolved with evolution of the programme -at the onset, it was implemented in partnership with NGO PEN and now it is implemented in partnership with four NGOs. - Within the Innovation Lab and more general work of UNICEF, several programs have been implemented as a means of working towards the envisaged outcome of the CP, as follows: - InGear Programme within UPSHIFT, Tech for good practicum and Volunteerism initiatives have been implemented. The InGEAR Programme was developed to address a major problem is Kosovo - youth unemployment – through innovative techniques and approaches based on effective learning techniques (experiential learning and design thinking) and focus on entrepreneurship and start-up. More concretely, the different initiatives had the focus as described below: - UPSHIFT: Social Impact Workshop. The UPSHIFT helps marginalized adolescents and youth become social innovators and social entrepreneurs by providing experiential learning in understanding community challenges and designing and building solutions in the form of products or services, and starting and leading the ventures that deliver them, which ultimately leads to adolescents and youth feeling empowered and making better decisions about life choices. - Podium –teaches adolescents and youth of the most marginalized groups in Kosovo (ethic, sexual orientation, gender etc.) how to advocate for the needs and rights of their communities. Podium gives teens skills on community needs assessment, how to build and manage a campaign, how to lobby with decision-makers and how to make their community's issue big through media. Podium does all this practically and by engaging institutions and media. The model's main objectives are increasing adolescents and youth's resilience, confidence, and participation in society as active citizens, and improving advocacy skills for achieving sustainable livelihoods. - StartUp: Social Venture Workshop – is an activity that represents a second-gate funding opportunity for previous youth-led social impact products and services developed through the UPSHIFT. The program goals are preparing adolescents and

	youth become entrepreneurs, contribute to their economic empowerment, and increase their access to and control of financial resources. - Ponder–is a non-formal educational response that expands the notion of literacy to include mass and social media. Through its activities, the programme aims to provide the youth with much needed critical thinking skills and empowers them to understand and challenge subjective information. - Techstitution – The project provides adolescents and youth with professional experience through exposure and mentorship of ICT professionals to design, develop, and manage a product/platform. The Project provides an opportunity to young people to practice their skills and build software solutions for Kosovo public institutions. - Kosovo Volunteers - Innovations Lab has crafted Kosovo's first and only match-making platform between Civil Society Organizations and Volunteers. This platform helps inform youth about volunteer opportunities that have two-way benefits: help the community as well as give youth invaluable skills and experiences for which they will get officially certified and doing all this while supporting CSOs achieve developmental goals for Kosovo. - The Know your Rights Platform – is a platform that provides important information in adolescent-friendly way on key rights and entitlements relating to health, education, employment, justice, civic engagement and participation, and rights. The platform is implemented in collaboration with Ombudsperson Institution (Know Your Rights platform). Data collected through stakeholder interviews across different groups (UNICEF, NGOs, MoY, young people) shows variations in scope, outreach, and 'quality' of these different programmes. There is an agreement that UPSHIFT is extremely beneficial and brings positive return in terms of achievement of results and empowerment of young people. On the other side, ponder is more 'disputed' as stakeholders note that its workshop component is underdeveloped and not so useful while internships are viewed positively across the board as they bring sustainable results.
What shifts have occurred over the cycle? (since 2016)	Available reports do not provide information or insights in major shifts that might have occurred in the period since 2016. There seem to be no major shifts in the youth programme package, yet the programme has been expanding its scope and types of programmes across the period of implementation. From stakeholder interviews, it is visible that the Lab's core team left Kosovo between 2017-2018 and this potentially influenced the programme (though this is not so visible from the documentation and cannot be clearly triangulated). Yet, the fact that the programme still goes on and is successful and visible is a good sign.
Major evaluation findings, recommendations	The only available evaluation is the Mid-Term Evaluation of the InGEAR Programme from 2017. The evaluation found rather positive perspectives of the programme in terms of relevance, efficiency, and impact, noting that the programme has provided some evidence on long-term results (Finding 6). Importantly, the evaluation noted that the UPSHIFT-START-UP program enabled young people, participants of the trainings to: "Increase the chances for them to get hired; Establish businesses themselves and hire additional people (or help existing businesses to scale up)"[25]. Main recommendations were the following: - Recommendation 1: For the second part of the life of this program, UNICEF ILK should continue implementing InGear, with only minor improvements to be made

[25] Tommaso Balbo di Vinadio and Linda Abazi-Morina (2017); Mid-Term Evaluation of InGear (Innovation for Generating Employment and Achieving Resilience), p. 21

	- Recommendation 2: The objective of the program should be made clearer - Recommendation 3: UNICEF ILK should try to develop quick yet binding MoU with government - Recommendation 4: UNICEF ILK develop a knowledge management system - Recommendation 5: In terms of sustainability, the 3 initiatives need to be replicated and scaled up, with due consideration for the context in Kosovo (education system, start-up ecosystem and the connection with private sector) - Recommendation 6: UNICEF ILK role should not be to scale-up the initiatives rather it should be to pilot, test the initiatives and to act as a knowledge broker and connector
Key Lessons learned as stated in reports or thematic evaluations?	- Lesson 1: innovative approaches are needed and could be very effective - lesson 2: It is crucial to measure and show the results of capacity development and learning initiatives - Lesson 3: Effectiveness of capacity development and learning initiatives depends strongly on the design of those initiatives - Lesson 4: The role of innovation lab is to test and pilot approaches that need to be mainstreamed by UNICEF as a whole as well as by other partners - Lesson 5: Quality Assurances need to be in place as the Youth Programme is scaled up in other communes through partnerships with local authorities and NGOs. - Lesson 6: The sustainability and scalability of the adolescent skill-building programmes (UPSHIFT, PONDER and PODIUM) is contingent on its integration into the upper secondary-school curriculum (2019 RAM Combined). LESSON LEARNED: Mutual learning that happened within the Innovation lab – was extraordinary and the benefit of having person-centered programme design is confirmed (not to think about duty bearers but right holders).
Key achievements over the cycle from programme documentation or thematic evaluations.	UNICEF's reporting is rather fragmented and shows only the outreach and progress data on annual basis without real reflection on cumulative achievements over the implementation of the CP. According to UNICEF reports from 2017, UNICEF reached more than 7,000 adolescents and youths, equipping them with skills that build resilience and prepare them to become agents of social change and social innovators. Specifically, UNICEF reported that in 2017, public institutions benefited from 2 software solutions designed through engagement of 300 young people trained on ICT skills, out of which 75 young people gained professional experience (2017); while in 2018, "UNICEF equipped 3,236 adolescents and youths (53 per cent girls, 10 per cent from non-majority communities, and 5 per cent with disabilities) with 21st-century skills. An additional 3,785 adolescents and youths (54 per cent girls, 16 per cent from non-majority communities, and 6 per cent with disabilities) engaged in identifying, analysing, building solutions for, and acting to address challenges in their communities". (2017 Annual report, p. 5). However, document review notes difficulties to ensure scale up of the Programmes, particularly UPSHIFT, PONDER and PODIUM. The 2018 report noted that these programmes generated interest from both communities and stakeholders, albeit with limited coverage. UNICEF strived to integrate a skills-based programme into the curricula of the formal education system in Kosovo and performed strong advocacy and investment in partnership with the MEST and other stakeholders to move in this direction. Besides, the 2018 annual report noted that the MCYS set up a plan to implement the critical media literacy initiative in seven municipalities in 2019. The UNICEF Volunteer Initiative was implemented in collaboration with the Global Volunteer Office, as means to advocate and support creation of an enabling environment to work with volunteers, UNICEF and partners engaged with supporters and influencers and celebrities to move the message on volunteering forward. Review of the 2017 report showed that UNICEF engaged with 480 young people (aged 14-24) during 2017, assisting them through engaging in volunteer positions,

but also equipping 41 CSOs and public institutions with skills on best practices in volunteer management as part of the mentorship and incentive scheme to support the Ministry of Culture, Youth and Sports (MCYS) (2017). Additionally, the 2017 report noted that UNICEF engaged with 205 adolescents and youth from Roma, Ashkali, Egyptian, and Serbian communities through its Youth Empowerment Platform, by means of engaging with young people on development and leadership of 16 C4D campaigns reaching 3,950 non-majority communities, improving the relationship between adolescents and youth from non-majority communities and their municipal duty-bearers. Further, via the Ponder platform, 128 adolescents and youth were trained in critical media literacy, 54 of them acquired internship positions, 17 of whom received full employment afterwards (2017).

U-report poll that was implemented in 2018as part of the sub-regional U-report initiative focused on revisions of the Law on Empowerment and Participation of Youth and showed that "55 per cent of respondents were unemployed and that unemployment disproportionately affects women. A majority of respondents (73 per cent) identified unemployment as the greatest threat to Kosovo youth's future and well-being, followed by political insecurity (19 per cent) and community insecurity (8 per cent)" (2018). Another U-report poll was organized on issues of gender-based violence and equal opportunities in collaboration with UN Women Kosovo. This U-Report included 1,020 U-reporters, finding that "poverty and unemployment were identified as the key root causes of family violence by 59 per cent of U-reporters, 36 per cent reported to have been or known someone who has been a victim of gender-based violence (47 per cent among girls and 32 among cent of boys)" (2018).

According to programme records, UNICEF supported a "United4Handikos" campaign, through which a group of young girls in collaboration with the Mayor of Vushtrri supported Handikos centre with equipment for children with disabilities and provided them with a space to learn social skills and socialize with other children. Eighty per cent of adolescents who participated reported increased confidence in influencing decisions affecting them following the UNICEF-supported training (2017). It is not clear if this was a one-off activity or a part of larger framework.

Field findings and synthesis

There is a unanimous agreement among stakeholders that ADAP programmes have brought significant results for young people , as follows: empowerment of young people engaged in the programme; raised entrepreneurial skills and understanding of how to conduct business and financial management (understanding of taxes, financial systems, etc.), research skills and enabling young people to research community needs and to respond to them through innovative initiatives; media literacy (e.g. recognizing fake news) and critical thinking as well as more general 21st century skills. The current education system across different age-groups does not provide systematic (and mostly not at all) approach to developing these skills as the education system is still based on old fashioned approaches which do not allow for placing a student/young person in the centre of education (***I2.14, partial I2.1.2***).

Internal drivers: Innovation lab at the onset of its work was rather 'independent' and 'free' to organize its work which helped the team to be more innovative and think outside of the box. The team was headed by an enthusiastic and versed youth work expert which was of critical importance for making the programmes good quality. Innovation Lab's idea and approach whereby young people would be integral part of the Lab (at UNICEF office) was an excellent driver of ownership, utility, and relevance of the programme. most recently, bringing the programme to be implemented in partnership with four NGOs is a good measure as it ensures their localization and also wider outreach. UNICEF ensures that there is parental consent and that parents are informed about the

	programme, its scope and approach - this is seen as an important driver.
Key challenges or barriers according to thematic evaluations or document review	The key challenge is scaling up/institutionalization of pilots and models, in particular UPSHIFT. While accreditation has been successful, this is only the first step in scale up. As per UNICEF's plan, UPSHIFT was to be scaled up in the educational system in partnership with the MOE. It is not clear if UNICEF has managed to scale the model up. **Internal hindering factors**: isolation of ILK programme from other UNICEF interventions. The entire initial team seems to have left UNICEF (and Kosovo) - however it seems that institutional memory was not lost (***I 2.2.1)*.** **External drivers:** young people in Kosovo are interested and eager to participate in such programmes. H**indering factors:** there is a sharp division among young people between those in the capital and larger communities (with language and IT skills, and also more diversity in various areas and skills, as well as more confidence) and those in rural communities (many of whom may even be illiterate, weak or no IT or language skills, and overall low self-esteem and understanding of how such programmes work (e.g. non formal education initiatives)). Besides, an external factor that was mentioned is the language barrier (ALB-SRB) which makes it difficult or impossible to bring young people together. There have been cases when young people were brought together in workshops but there were no joint projects (even in mixed communities) (***I 2.2.2)***. Not much evidence is found (through interviews) of risk analysis and development of mitigation strategies. this should be checked through document review (***I 2.2.3)*.** Political instability and the strike of the teachers and professors from the education sector has also delayed implementation of the ADAP programme activities.
Key stakeholders	Across the implementation of the CPD, UNICEF joined with a wide-range of partners to advance an adolescent and youth development agenda in Kosovo, i.e. local NGOs (PEN, Open Data Kosovo [ODK], the IPKO Foundation, Play International, the FIC, the JIC, the ICK and SOS Village), International Agencies (the OSCE Mission in Kosovo, the UNKT), institutions (the MCYS and MEST, the Ombudsperson), academia and the private sector. The Austrian Development Agency (ADA) and ING Bank provided financial resources to UNICEF for implementation of the ADAP programme.

Section 2: Stakeholder Perceptions of the Programme from Interviews

***Note**: Because of the additional Tracer Study Summary and Report in Annex 13, Programme observations described here are highly summarized.*

Document review and stakeholder interviews view the UNICEF ADAP programme package as an important contribution to addressing the unmet needs of young people, particularly in terms of offering assistance to development of a range of new skills which are not tackled within the education system (entrepreneurship, vocational training and internship, public speaking, social projects, community mobilisation, etc.) Interviewed stakeholders from UNICEF with institutional memory noted that the value added of Innovation Lab was the engagement of young people themselves in the process of design of youth initiatives. In the view of stakeholders, this brought an important element of ensuring that unmet needs of the youth are tackled, as the programmes were 'developed by the youth, with the youth and for the youth'. The youth Innovation Lab operated within a vibrant youth sphere, engaging a number of young people and youth organisations, which helped bring together more coherence in design and implementation and stronger network among four UNICEF's implementing partners who are now in the driving seat for the youth programme implementation.

However, some weaknesses were noted by interviewed stakeholders from different stakeholder groups. ADAP programmes, in particular PONDER and PODIUM are somewhat fragmented, with training components which are either too short or do not offer much follow up, which would have been beneficial according to interviewed stakeholders, particularly youth. Besides, for most youth programmes, except UPSHIFT, sustainability is questionable, and no specific follow up/follow on or exit strategy was elaborated.

Another important weakness of the programme, as emphasised by stakeholders, is the approach to recruitment and selection of programme participants, which eventually leads to selection of more affluent and/or already engaged and empowered young people from the capital or regional centres. While UNICEF and its local implementing partners attempt to reach out to more marginalised and disempowered young people, this proves to be more difficult due to challenges including, illiteracy, poverty and lack of access to IT tools, lack of understanding of how to participate and what it may bring as well as general accessibility to the programme due to the fact that many young people live in rural and/or remote areas. The programmes also require some initial knowledge or understanding which is seen by many stakeholders as disqualifying factor or obstacle (even perceived) for young people to participate. A local implementing partner also noted difficulty to access schools in smaller communities to promote the programme(s) as one of the obstacles too.

Programme ToC Logic

The ADAP programmes ToC presentation includes of two integral parts (working with young people directly and working with the government at national and local levels) which, if implemented together could be expected to bring catalytic effects on young people in Kosovo.

However, document review and stakeholder interviews show that, while UNICEF has been very good and effective in its work with young people, there is very limited (to none) work with Kosovo institutions, in particular at local level. This is a weakness which affects the achievement of results of the programme.

Changes in activities implemented from design

No major changes were noted, though the ADAP programme package was evolving with the success of programmes that were implemented, which resulted in expansion of the intervention package.

Timeliness

Document review and interviews pointed to timely implementation of planned activities without major deviations.

Effectiveness

There is a unanimous agreement among stakeholders that ADAP programmes have brought significant results for young people , as follows: empowerment of young people engaged in the programme; raised entrepreneurial skills and understanding of how to conduct business and financial management (understanding of taxes, financial systems, etc.), research skills and enabling young people to research community needs and to respond to them through innovative initiatives; media literacy (e.g. recognising fake news) and critical thinking as well as more general 21st century skills. The current education system across different age-groups does not provide systematic (and mostly not at all) approach to developing these skills as the education system is still based on traditional approaches which do not allow for placing a student/young person in the centre of education.

Internal drivers: Innovation lab at the onset of its work was rather 'independent' and 'free' to organise its work which helped the team to be more innovative and think outside of the box. The team was headed by an enthusiastic and versed youth work expert which was of critical importance for making the programmes good quality. Innovation Lab's idea and approach whereby young people would be integral part of the Lab (at UNICEF office) was an excellent driver of ownership, utility, and relevance of the programme. most recently, bringing the programme to be implemented in partnership with four NGOs is a good measure as it ensures their localisation and also wider outreach. UNICEF ensures that there is parental consent and that parents are informed about the programme, its scope and approach - this is seen as an important driver.

Coordination

UNICEF is strategically positioned as a leader in the youth sphere, with other UN Agencies and development partners contributing to or building on the achievements (e.g. UNDP worked with UNICEF to bring the perspective of governance and transparency to the UPSHIFT programme initiatives).

Annex 5: Evaluation Matrixes

Connection of Tools to Evaluation Dimension. The tools profiled in Annex 6 also describe the link between specific questions on the tools and the overarching evaluation dimensions. The following narrative describes the contribution of each data source to the respective evaluation dimensions.

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

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

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

Primary Quantitative data. The primary quantitative data obtained from the evaluation process will be the survey administered to the Youth Tracer Study participants. The survey is based on the UNICEF post-programme monitoring survey that is administered to all UPSHIFT and PODIUM participants after the completion of the programme. This survey was adapted to be applied to the participants from 2016 and 2017 to assess longer term changes in their lives. The survey is primarily for contributing to the long-term results TOR questions on the ADAP programme evaluation component, but also holds complementary insights to UPSHIFT and PODIUM efficiency and effectiveness dimensions as well. The following table summarizes the qualitative data collection methods and key elements to be considered.

Data Methods and Considerations

Method	Elements
Key Informant Interviews	Briefings with relevant UNICEF staff Key stakeholders to be interviewed identified in consultation with UNICEF but including: 1. Interviews with Kosovo, and Municipal Authorities representatives from the respective directorates and Ministries

[1] Including additional documentation identified during the inception mission and currently requested of UNICEF for the document review phase.
[2] Annex 2

	partnering with UNICEF 2. Interviews with UNICEF staff from the different programme components 3. Interviews with relevant United Nations and International or local organizations – including donors 4. Interviews with selected implementing partner agencies representatives 5. Interviews with other civil society stakeholders at Prishtina and local levels with knowledge of the Kosovo Programme. 6. Interviews with Municipality organizations and professionals associated with UNICEF programming
FGDs	The ET and the Tracer Study consultants will conduct Focus Group Discussions with ADAP programme participants involved in the UPSHIFT, PODIUM and PONDER programme components. The Tracer Study from 2016/2017 and the evaluation team from those currently in programming in the selected Municipalities. Other programme participants have already been interviewed as part of sector-specific programme evaluations and information from those evaluations can supplement the youth oriented FGDs. Effort will be made to involve women and vulnerable groups in the FGDs. The FGDs will be carried out in the language of the participants.
Youth Survey	The Tracer Study consultants will apply the survey to all participating respondents in the focus group discussions from the 2016/2017 selected UPSHIFT, PODIUM and PONDER modules. This is to allow a longer period of time to have elapsed from participation to be able to track longer term effects.
Document Review	Desk review of relevant documentation, incorporating an analysis of findings against the evaluation questions. Documentation involves different categories of documentation including:[3] 1. Programme Reports – both overall programme and sector specific reporting 2. Donor Reports or evaluations 3. Organizational policies, international and regional conventions 4. Strategic and Annual Plans and reports 5. Policy Frameworks and Strategic Plans 6. Monitoring Reports – especially for the ADAP programme 7. External Research Reports as available 8. Other literature related to the evaluation including pre-existing sector evaluations, reflection exercises (such as the Strategic Moment of Reflection in 2018) 9. Kosovo Institution policies and Frameworks 10. UN Agency and UN Mission in Kosovo strategic frameworks

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

[3] Bibliography found in Annex 2

Note: Most vulnerable is a generic term used within the Kosovo Programme documentation. However, the vulnerable categories of greatest interest for prioritization are: Gender (boys and girls), Ethnicity (Roma, Ashkali, Egyptian, but also Albanian and Serbian) and geography (urban versus rural).

Note: The main source of information is one of five options:

1. Document review,
2. Pre-existing quantitative data,
3. Primary Qualitative data – Kosovo, Municipality, Youth
4. Tracer study FGDs
5. Tracer study Survey

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

Note: Main forms of analysis include:

a. Descriptive and Comparative Quantitative Analysis
b. Thematic Narrative Review
c. Iterative Qualitative Analysis Emergent Themes
d. Contribution Analysis

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

4.1 Kosovo Programme Evaluation Matrix

Main Evaluation Questions and Sub-Questions	Indicators	Main Sources of Information	Analysis
1.0 **Relevance** – To assess alignment of the programme interventions to existing strategies and policies UNICEF and institutions of Kosovo			
Strategic Positioning and Comparative Advantage: 1.1.a) To what extent has UNICEF's strategic positioning remained fit-for-purpose to advance child rights for all children, considering the changing context, Kosovo priorities, partner landscape and needs	1.1.1 Evidence in document review of Kosovo Programme Strategic Objectives matching those in Kosovo Institutions Policies and Plans – disaggregated by Strategic Objective and Activity 1.1.2 Evidence of stakeholders mapping and consultation to identify gaps and barriers and enabling environment informing Kosovo Programme design 1.1.3 Presence of a Strategic Review and strong analysis of Kosovo's needs assessment carried out prior to Kosovo Programme Strategy design and during implementation with evidence of how informed design and adjustments. 1.1.4 Extent to which Kosovo Programme design was based on sound, timely, disaggregated data. 1.1.5 Perceptions of Kosovo Institutions stakeholders and partners regarding UNICEF strategic positioning as being appropriate and aligned with Kosovo priorities and partner landscapes	Document review: Kosovo Programme strategy, SMRs, ToCs, Donor reports, previous landscape assessments and evaluations Qualitative data from KIIs with key stakeholders including Kosovo Institutions, UNICEF, UN Agencies, and Implementing partners.	Document review identifying iterative themes and comparison between UNICEF documentation and Kosovo Strategies and Plans. Qualitative iterative data analysis for the KIIs with key stakeholders Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
1.1.b) To what extent is the equity approach integrated into UNICEF's support of system strengthening and other programming?	1.1.6 Evidence of UNICEF's equity, human rights approach, and gender equality integration as cross-cutting issues within the Kosovo Programme Document, ToC, implementation strategies, accountability frameworks and reporting 1.1.7 Evidence that implementation strategies reference data of relevance to equity (SADD) 1.1.8 Perceptions of Kosovo Institutions, implementing partners, and UNICEF regarding UNICEF's approach to be including equity, human rights, and gender equality principles.	Document review: Kosovo Programme strategy, SMR documents, Donor, and project reports, Qualitative data from KIIs with key stakeholders including Kosovo Institutions, UNICEF, UN Agencies, and Implementing partners.	Document review identifying iterative themes towards system strengthening Qualitative iterative data analysis for the KIIs with key stakeholders Triangulation between thematic narrative analysis of existing documents with semi-structured interviews with key informants
1.1.c) To what extent is UNICEF strategically positioned to inform Kosovo development planning an allocation of Kosovo Institutions budget to advancing child rights for all children?	1.1.9 Evidence of UNICEF and Kosovo Institutions engaging in joint planning on strategy and budgeting appropriate to the strategic positioning and context needs 1.1.10 Evidence of UNICEF influencing central Kosovo Institutions budget allocation for increases in budget to advance the child rights for all children 1.1.11 Perception of implementing partners and stakeholders on UNICEF's strategic positioning to advocate with Kosovo Institutions stakeholders	Document review: Meeting Minutes, Previous Assessments, SMRs, donor reports, Kosovo and municipality budgeting and policies Qualitative data from KIIs with key stakeholders including Kosovo Institutions, UNICEF, UN Agencies, and Implementing partners.	Thematic document review of existing data Qualitative iterative data analysis for the KIIs with key stakeholders Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis

Balance and Approach: 1.2. a)Were the implementation strategies utilized relevant for the context, and the way it has evolved?	1.2.1 Evidence on commissioning new assessments/analysis based on the changing context 1.2.2 Evidence that UNICEF was sufficiently responding to emerging needs by the Kosovo Institutions – documentation from situation analyses, SMRs, or annual reviews 1.2.3 Perceptions of Kosovo Institutions stakeholders and partners regarding UNICEF as being sufficiently flexible to adapt as necessary to changes in the context	Document review: Kosovo Programme strategy, SMRs, ToCs, Donor reports, Kosovo strategies, previous landscape assessments and evaluations Qualitative data from KIIs with key stakeholders including Kosovo Institutions, UNICEF, UN Agencies, Municipalities and Implementing partners.	Document review identifying iterative themes and comparison between UNICEF documentation and Kosovo Strategies and Plans. Qualitative iterative data analysis from KIIs with key stakeholders Triangulation of data deriving from document reviews and semi-structured interviews with key stakeholders
1.2.b) Was the resourcing of UNICEF implementation activities aligned with Kosovo Institutions stakeholder priorities or context needs? Was UNICEF investing its resources in the right implementation activities or implementation strategies?	1.2.4 Perceptions of Kosovo Institutions, UN Agencies, implementing partners, and UNICEF regarding whether UNICEF was maximizing its resources to align with main Kosovo Institutions priorities as possible within UNICEF's mandate. 1.2.5 Evidence within UNICEF programme documentation demonstrating how UNICEF resources are aligned with primary Kosovo Institutions policies, priorities, and plans	Document review: Kosovo Programme Strategy, SMRs, ToCs, Kosovo Institutions policies and strategies, UNKT plans Qualitative data from KIIs with key stakeholders including Kosovo Institutions, UNICEF, UN Agencies, and Implementing partners.	Document review identifying iterative themes and comparison between UNICEF documentation and Kosovo Strategies and Plans. Qualitative iterative data analysis for the KIIs with key stakeholders ToC and Contribution Analysis Triangulation of data deriving from document reviews and semi-structured interviews with key stakeholders
1.2.c) To what extent were UNICEF's implementation strategies relevant for ensuring the most vulnerable children are not being left behind?	1.2.6 Existence in the Kosovo Programme and ToC of reference to child vulnerability analysis mapping and justification for activity and location selection 1.2.7 UNICEF and Kosovo institutions show a consensus perception on the appropriateness of programming approach on most vulnerable people disaggregated by Activity 1.2.8 Stakeholder perceptions regarding that vulnerable populations received sufficient coverage in UNICEF programming support – either directly in programming implementation or indirectly in policy support to Kosovo Institutions.	Document review: Kosovo Programme strategy, SMRs, ToCs, Kosovo Institutions policies and implementation strategies, evaluation reports Qualitative data from KIIs with key stakeholders including Kosovo Institutions, UNICEF, UN Agencies, and Implementing partners.	Document review identifying iterative themes and comparison between UNICEF documentation and Kosovo Strategies and Plans. Qualitative iterative data analysis for the KIIs and FGDs with key stakeholders ToC and Contribution Analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
Integration Lessons and Management tools: 1.3 a)To what extent have the strategic recommendations of previous evaluations been used to reshape UNICEF's programme and influence Kosovo Institutions policy?	1. 3.1 Evidence of lessons learnt, and reflection meetings being used to guide design and adaptations 1.3.2 Advocacy campaigns and lobbying are based on evidence and data from the field 1.3.3. Evidence in the Kosovo Programme Document referencing existing studies and evidence and presentation of rationale for design components – disaggregated by Activity and Objective 1.3.4 UNICEF stakeholders' perceptions affirm that integration of strategic recommendations was used to appropriately shape UNICEF programme and	Document review: Kosovo Programme strategy, SMRs, ToCs, Donor reports, previous landscape assessments and evaluations Qualitative data UNICEF staff	Thematic narrative document review of existing documents and Semi-Structured KIIs and FGDs ToC and contribution analysis Triangulation between data sources, data collection techniques, and data types

	influence Kosovo Institutions policy		
1.3 b) Have other management tools employed been sufficient to inform UNICEF's programme adjustment and coherence over the period?	1.3.5 UNICEF personnel affirm that the management tools are sufficient and useful to inform programme adjustment and coherence 1.3.6 Evidence of monitoring data being used to inform adjustments – project and programme reports 1.3.7 Programme adjustments recorded in programme documentation with rationale and justification	Programme reports, monitoring reports, SMRs, Donor reports, thematic evaluations Qualitative data UNICEF staff	Thematic analysis from document review Qualitative iterative data analysis Triangulation of data deriving from document review, interviews, and group discussions
1.3 c)How useful were the cooperation tools applied for ensuring Kosovo Programme coherence with evolving priorities?	1.3.8 UNICEF personnel stakeholder perceptions affirm the usefulness of tools for coherence 1.3.9 Evidence of Kosovo Programme employing ongoing analysis for coherence in programme documentation such as annual reviews, situation analyses, SMRs, or other exercises.	Qualitative data UNICEF staff Programme reports, monitoring reports, SMRs, Donor reports, thematic evaluations	Thematic analysis from document review Qualitative iterative data analysis Triangulation of data deriving from document review, interviews, and group discussions
2.0 **Efficiency** – to assess the programme timely and cost-efficient implementation and result based management			
2.1 **Timeliness**: To what extent were planned activities and outputs delivered within the intended timeframe?	2.1.1 Comparison of target and achieved outputs show less than 10% variation 2.1.2 Evidence in programme documentation of exercises for the identification of bottlenecks and taking adjustments to improve efficiency – such as in annual reports, situation analyses, or SMR reflection exercises. 2.1.3 Stakeholder perceptions affirm that the implementation of activities is sufficiently timely and appropriate to context requirements.	Document Review: Donor project reports, Annual reports, amendments to log frame or program designs Qualitative interviews with Kosovo Institutions, Implementing partners, and UNICEF personnel	Document Review to identify themes among documentation sources for comparison Qualitative iterative data analysis Triangulation of data deriving from document review, interviews, and group discussions
3.0 **Effectiveness** – evaluating the extent the programme outputs have contributed to immediate developmental changes and mid-term results at the outcome level			
Achievement of Results: 3.1 a)To what extent were programme results achieved under the Kosovo Programme outcomes contributing to human and children rights? Were there unintended positive outcomes as well?	3.1.1. Number of beneficiaries reached (disaggregated by sex) comparing planned vs actual 3.1.2 Documentation evidence cites the extent to which the Kosovo Programme implementation led to unexpected positive results. 3.1.3 Stakeholder perceptions regarding programme results as having been achieved and contributing to overall positive change in children and youth in Kosovo. 3.1.4 Stakeholders are able to identify unintended positive outcomes from programme interventions or unintended outcomes are included in programme documentation. 3.1.4 Evidence from pre-existing and quantitative data regarding sufficient achievement of intended results	Document review: Internal monitoring results framework, workplans, Annual and donor reports and financial reports, youth monitoring database Qualitative data from Kosovo Institutions, UNICEF, UN Agencies, Implementing Partners, Municipalities, and Youth Tracer Study Youth FGD Tracer Study Youth Survey	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis Tracer study youth elaboration ToC analysis and contribution analysis tracing activities to results. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
3.1 b) What were key factors (internal or external) influencing the results?	3.1.5 UNICEF staff are able to identify a range of internal factors influencing results and can cite mitigation measures taken to improve results achieved 3.1.6 Implementing partners are able to identify a	Document review: Internal monitoring results framework, lessons learnt reports, Annual and donor reports and financial reports, previous	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative

	range of external factors influencing results and can cite mitigation measures taken to improve achievements. 3.17 Evidence from documentation citing Political, economic, and security factors affecting implementation and describing mitigation measures taken. 3.1.8 Evidence of analysis of Kosovo Institutions and local institutions in the targeted geographical areas for identifying factors influencing results. 3.1.9 Evidence in documentation of appropriateness of staff numbers and skill sets compared to intended results to be achieved. 3.1.10 Evidence in documentation of KO capacity for managing and ensuring quality of implementation through Implementing partners – such as quality control mechanisms, monitoring reports, and quality data sets.	assessments, evaluations Qualitative data from Kosovo Institutions, UNICEF, UN Agencies, UNKT, Municipalities, and implementing partners Tracer Study Youth FGD Tracer Study Youth Survey Municipality case studies	Iterative Data Analysis Youth Tracer Study analysis shows evidence of positive impact ToC analysis and contribution analysis tracing activities to results. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
3.1 c) How has the Kosovo Programme contributed to the observed context progress in the realization of human rights, equity, and child rights?	3.1.10 Evidence of policy changes, adaptations of systems, or progress made at the central level on issues related to child rights as a result of KO activities 3.1.11 Evidence of strategy documents or advocacy produced by UNICEF have influenced Kosovo Institutions priorities to uphold child rights 3.1.12 Stakeholders perceive the Kosovo Programme to have made a substantive and positive contribution to observing human rights, equity, and child rights within Kosovo within UNICEF operational constraints. 3.1.13 Evidence from ToCs that can articulate a potential contribution path	Document review: Internal monitoring framework, Annual and donor reports and financial reports, previous assessments, evaluations, ToCs Qualitative data from Kosovo Institutions, UNICEF, UN Agencies, UNMIK, Municipalities, and implementing partners Tracer Study Youth FGD Tracer Study Youth Survey Municipality case studies	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis Youth Tracer Study analysis shows evidence of positive impact ToC analysis and contribution analysis tracing activities to results. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
3.2 **Unintended Outcomes and Risk Management**: To what extent has the Kosovo Programme been appropriately responsive to managing risks or unintended negative consequences or to opportunities to enhance effectiveness?	3.2.1 Evidence that the KO has reviewed the risks in implementation and has developed risk mitigation strategies in the Kosovo Programme in programme documentation 3.2.2 Evidence in programme documentation of UNICEF's program adapting to the needs of communities or lessons learnt 3.2.3 Stakeholders can cite potential risks in implementation and can identify risk mitigation strategies employed by UNICEF to reduce these risks. 3.2.4 Stakeholders do not identify new risks that UNICEF has not taken into consideration and perceive that UNICEF has been appropriate in risk management and potential negative impacts	Document review: Internal monitoring framework, Annual and donor reports and financial reports, previous assessments, evaluations, SMRs, Risk management assessments Qualitative data from UNICEF personnel, community stakeholders and partners	Thematic narrative analysis of documentation for risk management Qualitative iterative data analysis ToC analysis and contribution analysis tracing risks to mitigation Triangulation of data deriving from document review, interviews, and group discussions
3.3. **Gender and vulnerability**: Have	3.3.1 Evidence in design documents, and	Document review: Internal	Document Review to identify themes among

gender or attention to vulnerable and hard to reach populations been effectively mainstreamed in programme implementation and, if not, how could it be done better?	implementations report that demonstrate how gender and hard to reach populations have been targeted including SADD analysis in reporting and design. 3.3.2 Review of beneficiary criteria and geographic location target criteria to ensure that vulnerable and hard to reach populations are explicitly considered 3.3.3. Review of how gender is streamlined in key strategic documents and document designs 3.3.4 Stakeholder perceive that gender and vulnerability considerations are intentionally integrated into programming activities and policy support. 3.3.5 Review of Gender Action Plan (2019) indicators for each programme to assess progress against stated objectives 3.3.5 UNICEF stakeholders can cite specific examples of how the Gender Action Plan recommendations have led to adjustments in programming activities for enhanced gender sensitivity and mainstreaming	monitoring framework, Annual and donor reports and financial reports, previous assessments, evaluations Qualitative data from UNICEF staff, implementing partners, Kosovo Institutions stakeholders, and municipal stakeholders Youth tracer study FGD	documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis Youth Tracer Study analysis shows evidence of positive impact ToC analysis and contribution analysis tracing activities to results and determining the degree of diversity sensitivity present in the ToCs. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
4.0 **Sustainability**: To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the institutions of Kosovo and partners will ensure the sustainability of the programme initiatives, and appropriate UNICEF exit strategies			
Bottlenecks and Institutionalization: 4.1. a)To what an extent has the Kosovo Programme contributed to the alleviation of system level bottlenecks and social norm change toward greater inclusion of marginalized children?	4.1.1 Kosovo Institutions, partners and municipality stakeholder perceive that UNICEF has contributed to overcoming bottlenecks in systems that lead to greater inclusion. 4.1.2 Kosovo Institutions, partners and municipality stakeholder can cite examples regarding UNICEF's contribution to overcoming bottlenecks 4.1.3 Evidence from programme documentation of bottleneck analysis and intervention 4.1.4 Kosovo Institutions, partners and local stakeholders perceive UNICEF as contributing to changing social norms to enhance inclusion. 4.1.5 Kosovo Institutions, partners and municipality stakeholder can cite examples regarding UNICEF's contribution to social norms	Document review: SMRs, Programme reports, thematic evaluations, Donor reports. Lessons learned reports. Qualitative data from Kosovo Institutions, UNICEF, and UN Agencies, and implementing partners	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis Youth Tracer Study analysis shows evidence of positive impact ToC analysis and contribution analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
4.1 b) To what extent are the results of the Kosovo Programme at district, regional and Kosovo levels institutionalized within Kosovo Institutions and scale-able?	4.1.6 Evidence of UNICEF's recommendations or programming incorporated in Kosovo Institutions s strategies and policy documents , budgets? 4.1.7 Evidence of replication of UNICEF programs, approaches or interventions in different locations or groups in Kosovo 4.1.8 Stakeholders perceive that the UNICEF programming results have the potential to be scalable. 4.1.9 Stakeholders perceive that Central level capacity to continue Kosovo Programme objectives in a self-sustained manner including: ownership, resourcing, implementation guidelines, and appropriate systems.	Document review: SMRs, Programme reports, thematic evaluations, Donor reports. Lessons learned reports. Qualitative data from Kosovo Institutions, UNICEF, and UN Agencies, and implementing partners	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis Youth Tracer Study analysis shows evidence of positive impact ToC analysis and contribution analysis Triangulation between data sources, data

	4.1.10 Evidence in documentation that UNICEF has initiated a Kosovo dialogue on long-term child rights initiatives under Kosovo leadership and responsibility in Kosovo		collection techniques, and data types according to principles of iterative analysis
4.1 c) What are the key barriers that inhibit the operationalization of policies at the Kosovo level to local affected populations	4.1.11 Kosovo Institutions, partners and local stakeholders can identify barriers to implementation of policies by Kosovo Institutions at the local level including capacity, ownership, resourcing, and legal dimensions 4.1.12 Evidence in documentation of analysis citing barriers to local level implementation by Kosovo Institutions systems including capacity, ownership, resourcing, and legal dimensions	Document review: Internal monitoring results framework, ToCs, lessons learnt reports, Annual and donor reports and financial reports, previous assessments, evaluations, new policies, and legislations Qualitative data from community stakeholders and partners	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
4.1 d) What can the Kosovo Programme do to overcome these barriers?	4.1.13 Stakeholders can cite mechanisms by which UNICEF has supported local level operationalization of Kosovo level policies. 4.1.14 Evidence of measures taken by UNICEF (including exit strategies) to convene stakeholders and leverage resources to address barriers and overcome challenges and bottlenecks to local level implementation involving the realization of children's right.	Document review: Annual and Programme reports, Agreements with Kosovo Institutions, Analysis and Research studies. Qualitative data from Kosovo Institutions, UNICEF, implementing partners, and municipal stakeholders	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis ToC and Contribution Analysis. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
5.0 **Synergies:** To assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners			
Intersectorality/Synergy: 5.1a)To what an extent do the individual Kosovo Programme components and implementation strategies reinforce each other to fully leverage the contribution that UNICEF makes towards expected results?	5.1.1 Evidence of the existence of logical framework for each component sufficiently connecting activities to strategic objectives 5.1.2 Evidence in documentation of how Kosovo Programme ToCs can demonstrate a cohesive and complementary approach to all programme components 5.1.3 Stakeholders can cite examples of intersectoral synergy 5.1.4 Stakeholders perceive that UNICEF has maximized Intersectorality in its programming and cannot cite examples of significant gaps in programming for addressing synergy	Document review: ToCs, Program Designs, internal monitoring results framework, donor project reports Qualitative interviews from UNICEF personnel regarding Intersectorality.	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis ToC and Contribution Analysis. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
5.2Coordination and Alignment: To what extent has the Kosovo Programme been coordinating with Kosovo institutions, development partners and other UN agencies to avoid overlaps, leverage contributions and catalyse joint work in line with Kosovo and UN policies, SDGs, plans, or strategies?	5.2.1 Evidence in documentation of joint planning with UN agencies, coordination meetings with partners, and/or joint initiatives 5.2.2. Evidence of UNICEF promoting coordination mechanisms 5.2.3. Evidence of UNICEF contributing to the NDS and UNKT common development plans 5.2.4 Stakeholders perceive that UNICEF has played a substantive coordination and partnering role appropriate to its mandate with respect to child rights	Desk Review: Meeting Minutes, Joint Activity Reports, Donor project reports, UNKT and other UN Agencies report Qualitative interviews from Kosovo Institutions, UN Agencies, UNKT, and UNICEF personnel	Document Review to identify themes among documentation sources for comparison Semi-Structured Interviews with Key Informants with analysis via Qualitative Iterative Data Analysis ToC and Contribution Analysis. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis

	within the UNKT and other frameworks.		

4.2 Youth Programme Sub-Evaluation Matrix

Youth Programme Evaluation Matrix

Main Evaluation Questions and Sub-Questions	Indicators	Main Sources of Information	Analysis
1.0Relevance: To assess alignment of the programme interventions to existing strategies and policies UNICEF and institutions of Kosovo			
1.1. **Relevance and Comparative Advantage**: Were the implementation strategies with youth programming relevant for the context, and the way it has evolved? Especially for UPSHIFT, PODIUM and PONDER?	1.1.1 Evidence of needs analysis of youth, reflecting changing context informing design of programming and implementation adjustments 1.1.2 Evidence of consultation meetings with youth to design intervention 1.1.3 Evidence of youth programming alignment's with Kosovo policies, frameworks, and strategic focus 1.1.4 Stakeholders perceive UNICEF to have substantive comparative advantage in youth programming and can cite examples of how UNICEF contributes to youth empowerment in the context.	Document review: Internal monitoring framework, Annual and donor reports, previous assessments, evaluations, Kosovo and local policy and strategy documents Qualitative data from Kosovo Institutions, Implementing Partners, Municipalities, UNICEF personnel, and youth Quantitative Youth survey – tracer study	Document review identifying iterative themes and comparison between UNICEF Youth strategy and documentation and Kosovo Strategies and Plans related to youth. Qualitative iterative data analysis from FGDs and KIIs Quantitative youth survey – frequency analysis for relevance Contribution Analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
2.0Effectiveness: evaluating the extent the programme outputs have contributed to immediate developmental changes and mid-term results at the outcome level			
2.1 **Achievement of Results**: To what extent were youth programme results achieved – especially for UPSHIFT, PODIUM and PONDER? Were there unintended positive results?	2.1.1 Comparison of target and achieved outputs shows less than 10% variation 2.1.2 Evidence in documentation of the identification of implementation bottlenecks and adjustments 2.1.3 Documentation evidence of the extent to which UPSHIFT, PODIUM and PONDER led to unexpected positive results 2.1.4 Stakeholders perceive the youth programme results to be aligned with the greatest needs facing youth in Kosovo.	Document review: Internal monitoring framework, Annual and donor reports on the youth programming and models and financial reports Qualitative data from Kosovo Institutions, Implementing Partners, Municipalities, UNICEF personnel, and youth FGDs with Youth tracer study and Evaluation Quantitative Youth survey – tracer study	Descriptive quantitative analysis on the pre-existing quantitative data Descriptive and comparative frequency analysis on youth tracer study survey and pre-post monitoring data Qualitative iterative data analysis from FGDs and KIIs ToC analysis and contribution analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
2.2 What were key factors (internal or external) influencing the results?	2.2.1 UNICEF staff can cite examples of internal factors influencing Youth programming results and can cite mitigation measures taken. 2.2.2 Implementing partners and Youth can cite examples of external factors influencing	Document review: Internal monitoring framework, Annual and donor reports on the youth programming and models and financial reports	Descriptive quantitative analysis on the pre-existing quantitative data Descriptive and comparative frequency analysis on youth tracer study survey and pre-post

	Youth programming results and can cite mitigation measures taken by UNICEF 2.2.3 Documentation evidence of internal and external factors influencing results identified, analysed, and mitigation measures taken.	Qualitative data from Kosovo Institutions, Implementing Partners, Municipalities, UNICEF personnel, and youth FGDs with Youth tracer study and Evaluation Quantitative Youth survey – tracer study	monitoring data Qualitative iterative data analysis from FGDs and KIIs ToC analysis and contribution analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
2.3 Gender and Vulnerability: How inclusive has the youth programme been in terms of gender and hard to reach populations? if not, how could it be done better?	2.3.1 Evidence in design documents, and implementations report that demonstrate how gender and hard to reach youth have been targeted 2.3.2 Stakeholders perceive that gender and vulnerability integration is a priority in programming activities 2.3.3 Evidence from monitoring data of inclusion of vulnerable and hard to reach populations 2.3.4 Evidence from youth tracer study and local level interviews showing how vulnerable populations are included or prioritized	Document review: Internal monitoring framework, Annual and donor reports on the youth programming and models and financial reports, thematic evaluations Qualitative data from Kosovo Institutions, Implementing Partners, Municipalities, UNICEF personnel, and youth FGDs with Youth tracer study and Evaluation Quantitative Youth survey – tracer study	Descriptive quantitative analysis on the pre-existing quantitative data Descriptive and comparative frequency analysis on youth tracer study survey and pre-post monitoring data Qualitative iterative data analysis from FGDs and KIIs ToC analysis and contribution analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
3.0 Sustainability: To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the institutions of Kosovo and partners will ensure the sustainability of the programme initiatives, and appropriate UNICEF exit strategies			
3.1**Programme sustainability**: In the shorter and longer-term, what opportunities can be identified to enhance sustainability of the youth programming – and especially the UPSHIFT, PODIUM and PONDER programmes?	3.1.1. Evidence of youth led structures and high youth participation 3.1.2 Evidence of co-financing of activities and/or fundraising outside UNICEF 3.1.3 Evidence of value-shared partnerships or allies within youth programming such as mentoring 3.1.3 Evidence of knowledge gained being replicated by local and Kosovo implementing partners 3.1.4 Stakeholders perceive the programming activities to have sustainability on ownership, capacity, and resourcing.	Document review: UPSHIFT, PODIUM and PONDER programme reports, monitoring reports from partners, SMRs and ToCs for youth. Qualitative data from Kosovo Institutions, Youth, Implementing Partners, UNICEF, and Municipality stakeholders Qualitative data Youth tracer study - FGDs	Descriptive quantitative analysis on the pre-existing quantitative data Descriptive and comparative frequency analysis on youth tracer study survey and pre-post monitoring data Qualitative iterative data analysis from FGDs and KIIs ToC analysis and contribution analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
4.0 Synergies: To assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners			
4.1**Intersectorality/Synergy**: To what an extent does the youth programme – and especially the UPSHIFT, PODIUM and PONDER	4.1.1 Evidence of the logical framework for UPSHIFT, PODIUM and PONDER connecting activities to strategic objectives of Youth Programming 4.1.2 Evidence in Youth ToC	Document review: ToC, Youth Program Designs, internal monitoring framework, donor reports, partner reports	Document Review and analysis to identify themes among documentation sources for comparison Qualitative iterative data analysis from FGDs

activities - reinforce with sector programming to fully leverage the contribution that UNICEF makes towards expected results?	builds/demonstrates pathway for complementarity 4.1.3 Evidence cited in programme reports of complementarity 4.1.4 Stakeholder perceptions regarding Intersectorality and synergy with other programmes show high synergy 4.1.5 Stakeholders can cite examples of Intersectorality and synergy	Qualitative data from UNICEF, Municipality, and Youth stakeholders	and KIIs ToC and Contribution Analysis Youth Tracer Study FGDs Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
4.2 **Coordination and Alignment**: To what extent has the youth programme – and especially the UPSHIFT, PODIUM and PONDER programming -been coordinating with Kosovo institutions, development partners and other UN agencies	4.2.1 Evidence of synergies and collaboration with UN agencies and partners 4.2.2 Evidence of coordination meetings and joint events (youth conferences, reflection meetings, exchange visits etc.) 4.2.3 Evidence of UPSHIFT, PODIUM and PONDER programming alignment with UN approach to working with Youth 4.2.4 Stakeholder perceptions regarding alignment and coordination with Kosovo context show substantive alignment with primary priorities facing Kosovo youth 4.2.5 Stakeholders can cite examples of coordination and coherence	Document review: ToC, Youth Program Designs, internal monitoring framework, donor reports, partner reports Qualitative data from UNICEF, Kosovo Institutions, and UN Agencies	Document Review and analysis to identify themes among documentation sources for comparison Qualitative iterative data analysis for the KIIs and FGDs with key stakeholders ToC analysis and contribution analysis Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis
5.0 Long-Term Change: To understand the degree of UNICEF contribution to long term changes			
5.1 **Contribution**: What has been the long-term change in the lives of participating youth as a result of the youth programmes – especially the UPSHIFT, PODIUM and PONDER programmes?	5.1.1 Evidence of changes in youth capacity from programme documentation 5.1.2 Evidence of changes in policies and programmes affecting youth from documentation 5.1.3 Stakeholder perceptions on long term contribution of programming activities to changing needs of Youth in Kosovo.	Document review: Kosovo Institutions policy, programme reports, donor reports. Partner reports. Youth programming pre-post- monitoring database Youth Tracer study FGDs Youth Tracer study Survey Qualitative data from municipality, UNICEF, implementing partners, and youth stakeholders	Document Review and analysis to identify themes among documentation sources for comparison Qualitative iterative data analysis for the KIIs and FGDs with key stakeholders Youth Tracer study Survey – descriptive frequency and comparison analysis ToC analysis and contribution analysis Quantitative frequency analysis of pre-post-youth monitoring database. Triangulation between data sources, data collection techniques, and data types according to principles of iterative analysis

Annex 6: Data Collection Tools

6.1 Key Informant Interview Guides – Guidelines

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

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

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

Each section covers a different segment of the Evaluation TOR and Matrix. The facilitator should only cover a segment if the respondent has sufficient experience or insights to address the segment. Some items are only for internal UNICEF stakeholders while others may be asked of all central level stakeholders.

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

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

General Guidelines for KIIs

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

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

Use probing techniques. Encourage informants to detail the basis for their conclusions and recommendations. For example, an informant's comment, such as "*The youth program has*

really changed things around here," can be probed for more details, such as "*What changes have you noticed?*" "*Who seems to have benefitted most*?" "*Can you give me some specific examples?*"

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

Minimize translation difficulties. Sometimes it is necessary to use a translator, which can change the dynamics and add difficulties. For example, differences in status between the translator and informant may inhibit the conversation. Often information is lost during translation. Difficulties can be minimized by using translators who are not known to the informants, briefing translators on the purposes of the study to reduce misunderstandings, and having translators repeat the informant's comments verbatim.

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

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

Ethical and Safety Considerations

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

- **Dignity & Respect**: Key Informants understand the purpose of the exercise, the types and intended use of the data that are going to be collected. They are reassured that there will be no repercussions should they choose not to participate.
- **Confidentiality**: Key Informants are aware that any reference will be generic to make it impossible to trace information to its individual source. However, the information provided during the interview will be recorded and used for the purpose of the evaluation.
- **Safety**: Location and timing are crucial. Discussion is held in a private, non-threatening, and easily accessible and safe place, and at a time that is appropriate to the key informant needs and schedule.

6.2 Key Informant Interview Guide – central level

KII Interview Introduction (Central Level Stakeholders)

We are an evaluation team commissioned by UNICEF to carry out a strategic review of UNICEF's Kosovo Programme. The purpose of this review is to assess the progress, lessons learned, and recommendations for future improvement of UNICEF's programme in Kosovo.

We are asking you to participate in the review because you are in a position to contribute a relevant and valuable perspective on the functioning of this program so far. If you decide to participate, you will be interviewed by the individuals named above for a duration of approximately 1 hour.

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

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

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

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

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

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

Respondent:_____

Title and Function:_____

Interviewer Name:_____

Date: _____

Location:_____

Evaluation Questions and Sub-Questions	Interview Questions[1]
0.0 **GENERAL** Warm-up Questions - What have been the most noted results, successes, challenges, and comparative advantage of UNICEF	
0.1 Role and Connection	1. What is your current position and in what ways have you interacted with UNICEF programming?

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

	2. How long have you been connected to UNICEF programming in Kosovo?
0.2 Results	3. Thinking back to 2016 when this phase of UNICEF programming began, what **changes** have you seen in the situation of **children and youth** in Kosovo **as a result of UNICEF support**?
0.3 Changes	4. What have been some of the key **changes** in **UNICEF's** way of working since the beginning of the cycle (since 2016)? What has stayed the same?
0.4 Strengths and weaknesses	5. What do you see UNICEF as being particularly good at in this cycle? 6. What do you see UNICEF as being particularly weak at in this cycle?
RELEVANCE - To what extent has the Kosovo programme and interventions remained aligned to existing strategies and policies of UN, UNICEF, and Institutions of KOSOVO	
Strategic Positioning and Equity	
1.0 to what extent has UNICEF's strategic positioning remained fit-for-purpose considering the changing context, Kosovo priorities, partner landscape and needs?	7. How would you describe UNICEF's **strategic positioning** in the context? a. Has this positioning **remained appropriate** through any changes in context? 8. What actions have you seen UNICEF take to ensure that its strategic positioning remains **fit for purpose**? 9. To what extent is UNICEF's strategic positioning in line with Kosovo Institutions' **priorities**? 10. In your experience, what do you see as UNICEF's primary **comparative advantage** for supporting wellbeing of children and youth among the mix of Institutions, Partners, and UN stakeholders in Kosovo?
1.aTo what extent is the equity approach integrated into UNICEF's support of system strengthening and other programming?	11. When UNICEF has supported system strengthening and policy development, how have you seen UNICEF promote ensuring that Gender or vulnerable populations' needs are taken into consideration? 12. How have you seen Gender and attention to vulnerable populations integrated into the policy support work? 13. Which vulnerable populations have you seen UNICEF prioritize during its support to systems and policies?
1.b To what extent is UNICEF strategically positioned to inform Kosovo development planning and allocation of Kosovo Institutions budget to advancing child rights for all children?	14. To what extent is UNICEF able to inform Kosovo development planning and the allocation of Kosovo Institutions' budget? 15. What are some things that UNICEF could do to increase its relevance to Kosovo development planning? 16. Can you provide an example of UNICEF's joint planning with Kosovo Institutions or having influenced Kosovo Institutions strategy and budgeting?
Balance and Approach	
2.0 Were the	17. To what extent do you see the implementation strategies that

implementation strategies utilized by UNICEF relevant for the context and the way it has evolved?	UNICEF has supported as being relevant for the context? (Models) 18. Which implementation strategies supported by UNICEF do you see as having been the most useful?
2.a Was the resourcing of UNICEF programming aligned with Kosovo Institutions stakeholder priorities or context needs?	19. Based on your experience, how were UNICEF's financial priorities determined for programming in this cycle? 20. From your perspective, was UNICEF investing its resources in the right places during this cycle? What were some gaps?
2.b To what extent is UNICEF's approach relevant for ensuring the most vulnerable children are not being left behind?	21. To what extent do you see UNICEF's approach ensuring that the most vulnerable children are not being left behind? 22. In your experience, are there types of vulnerable children that UNICEF's approach is not taking into consideration?
Integrating Lessons and Tools	**<Section for UNICEF Staff ONLY>**
3.0 To what extent have the strategic recommendations of previous evaluations been used to reshape UNICEF's programme and influence Kosovo Institutions' policies?	23. To what extent have the **strategic recommendations** of previous evaluations been used to reshape UNICEF's programme and influence Kosovo Institutions' policies?
3.a Have other management tools been sufficient to inform UNICEF's programme adjustment and coherence over the period?	24. How does UNICEF **adjust programming** to ensure coherence? a. What **tools** or practices does UNICEF use? Who does UNICEF consult with? 25. To what extent have you seen **monitoring** and reporting data be used to adjust programmes? 26. What have been some of the challenges for UNICEF in adjusting their programmes?
EFFECTIVENESS – evaluating the extent the programme outputs have contributed to immediate development changes and results at the outcome level	
4.0 Achievement of Results: To what extent were programme results achieved under the Kosovo Programme outcomes?	27. What were the key **programme results** achieved under the programme priorities? <**Probes – for use by ET only**> a. Child Protection b. Health/Nutrition/ECD/E c. ADAP/Youth d. Social Policy e. Child Rights Monitoring f. Communications and Partnership 28. What have been some important **unintended consequences** from UNICEF programming?

	29. Within the Kosovo programme, there have been different types of **models** adapted. Which of these do you see as being the most effective, scalable, and sustainable?
4.a What were key factors influencing the results	30. What do you see as some of the key **internal factors** that promoted or inhibited achieving the programme outputs? (in the respective priority areas) a. What have been key **operational issues** that have helped or detracted from the success of the Kosovo programming? 31. What do you see as some of the key **external factors** that promoted or inhibited achieving the programme outputs (in the respective priority areas? 32. In terms of reaching municipalities and vulnerable populations, do you see the activities being more **successful with some groups** than others? a. Different social or community contexts? b. Municipal structure? c. Specific ethnic or age groups?
4.b How has the Kosovo Programme contributed to the observed context progress in the realization of child rights?	33. UNICEF is only one actor among many in Kosovo context, but which programme outputs do you see as having the most significant **positive contributions** to the changes in children and youth wellbeing in Kosovo? What are the primary contributions? a. Child Protection b. Health/Nutrition/ECD/E c. ADAP/Youth d. Social Policy e. Child Rights Monitoring f. Communications and Partnership
5.0 Unintended Outcomes and Risk Management: To what extent has the Kosovo Programme been appropriately responsive to managing risks or unintended negative consequences or to opportunities to enhance effectiveness?	<UNICEF Personnel Only> 34. How have learning and findings been **integrated into** or used in the adaptation of the Kosovo programming? 35. How well have you seen UNICEF be able to **identify risks and adjus**t during this cycle? a. What type of risk management **exercises or tools** have you seen UNICEF use for identifying risks? 36. How **responsive** is UNICEF to new opportunities? a. How well have you seen UNICEF identify new opportunities for engagement?
6.0 Gender and Vulnerability: Has gender or attention to vulnerable populations been effectively mainstreamed in programme	37. How have Gender or attention to vulnerable populations been **integrated** into the implementation of the programme models? a. What could be done to better integrate these issues?

implementation and, if not, how could it be done better?	38. To what degree do you see UNICEF's programming as contributing to addressing gender barriers, harmful practices, or other inequalities that might be affecting the development of boys, girls, or other vulnerable groups? 39. UNICEF Personnel Only – to what degree have you seen the Gender Action plan recommendations implemented into programme activities?
EFFICIENCY – to assess the programme timely and cost-efficient implementation and result based management	
7.0 Timeliness: To what extent were planned activities and outputs delivered within the intended timeframe	40. To what degree has UNICEF's support been **timely**? Within the intended timeframe? a. Are there particular **types of planned activities** that have struggled with timeliness more than others? Which ones?
SUSTAINABILITY – To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the Kosovo Institutions and partners will ensure the sustainability of the programme initiatives and appropriate UNICEF exit strategies	
8.0) Bottlenecks and Institutionalization: To what extent has the Kosovo Programme contributed to the alleviation of system level bottlenecks and social norm change toward greater inclusion of marginalized children?	41. In your experience, which **system level bottlenecks** within the Kosovo context has UNICEF been able to help resolve for greater support to marginalized children during this cycle? a. Child Protection b. Health/Nutrition/ECD/E c. ADAP/Youth d. Social Policy e. Child Rights Monitoring 42. From what you have seen, what are some ways that UNICEF has helped contribute to changing social norms around inclusion?
8.a) To what extent are the results of the Kosovo Programme at District, Regional and Kosovo levels institutionalized within Kosovo Institutions and Scalable?	43. Considering the models and initiatives that UNICEF has supported within this cycle since 2016, which ones do you see as having the greatest degree of **ownership** and priority from the Kosovo Institutions? a. Which models and initiatives have the least amount of priority from Kosovo Institutions? 44. How would you assess the technical **capacity** of the Kosovo Institutions to continue support to the models and initiatives that have been supported by UNICEF? 45. How would you assess the degree of **resourcing** available from Kosovo Institutions to continue to support the models and initiatives that have been previously supported by UNICEF? 46. Which of the models and initiatives do you see as most **scale-able** to the Kosovo context? Why or why not?
8.b) Where are the key	47. Within the Kosovo context, good policies may face

barriers that inhibit the operationalization of policies from the Kosovo level to local affected populations	challenges for implementing at the field level. In your opinion, what are some of the key system barriers or factors that prevent these good policies from being **successfully implemented** to local affected populations? a. Child Protection b. Health/Nutrition/ECD/E c. ADAP/Youth d. Social Policy e. Child Rights Monitoring
8.c What can the Kosovo Programme do to help overcome these barriers?	48. In the next Kosovo Programme cycle, what are some **intervention points** that UNICEF could focus on to support policy operationalization at local levels? a. Child Protection b. Health/Nutrition/ECD/E c. ADAP/Youth d. Social Policy e. Child Rights Monitoring
SYNERGIES – to assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners	
Intersectorality	
9.0 To what extent do the individual Kosovo Programme components and implementation strategies reinforce each other to fully leverage the contribution that UNICEF makes towards expected results?	<UNICEF Only> 49. In your experience, to what degree have you seen the various components **coordinate and work** together? a. Child Protection b. Health/Nutrition/ECD/E c. ADAP/Youth d. Social Policy e. Child Rights Monitoring 50. What are some good **examples** that you have seen of inter-sector synergy within UNICEF Kosovo Programme? 51. What may be some key **barriers** to better inter-sectoral coordination and strategic synergy?
Coordination and Alignment	
10.0 To what extent has the Kosovo Programme been coordinating with Kosovo institutions, development partners, UN Agencies to avoid overlaps, leverage contributions, and catalyse joint work in line with Kosovo and UN policies, SDGs, plans or strategies?	52. How have you seen the **Kosovo Programme coordinating** with the following actors? a. Kosovo Institutions b. Development Partners c. UN Agencies d. UN Mission in Kosovo (UNMIK) 53. What are some good **examples** of joint work with these actors that you can cite from this cycle? 54. What have been some key **barriers** to better coordination and strategic synergy with Kosovo actors?

6.2 Key Informant Interview Guide – Youth – central level

Youth Programme Stakeholders – central level

KII Interview Introduction (Youth Prishtina Level Stakeholders)

We are an evaluation team commissioned by UNICEF to carry out a strategic review of UNICEF's Kosovo Programme with a particular focus on the Youth programming. The purpose of this review is to assess the progress, lessons learned, and recommendations for future improvement of UNICEF's programme in Kosovo. We are asking you to participate in the review because you are in a position to contribute a relevant and valuable perspective on the functioning of this program so far. If you decide to participate, you will be interviewed by the individuals named above for a duration of approximately 1 hour.

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

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

Confidentiality*: The reports from this and the other meetings will collect and summarize the views and opinions of participants without connecting them to specific individuals and without using names at any time. Any report of this research will be presented in a way that makes it as difficult as possible for anyone to determine the identity of individuals participating in the review.*
Also, to ensure all your feedback are properly transcript and so our evaluation team can make sure not to misinterpret what you are sharing, I would like to request your permission to audio-record this discussion. This audio record will not be shared with anybody else than the evaluation team members, who commit to keep any comments confidential.

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

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

Respondent:_____

Title and Function:_____

Interviewer Name:_____

Date: _____

Location:_____

NOTE: This guide is to be used in combination with the general Prishtina guide to add extra depth to the observations related to the youth programming. Questions should be asked as probes only for those stakeholders with particular knowledge of the youth programming.

Evaluation Questions and Sub-Questions	Interview Questions[1]
0.0 **GENERAL** Warm-up Questions - What have been the most noted results, successes, challenges, and comparative advantage of UNICEF	
0.1 Role and Connection	1. What is your current position and in what ways have you interacted with UNICEF youth programming? 2. How long have you been connected to UNICEF Youth programming in Kosovo?
0.2 Results	3. Thinking back to 2016 when this phase of UNICEF programming began, what **changes** have you seen in the situation of **youth** in Kosovo **as a result of UNICEF support**?
0.3 Changes	4. What have been some of the key **changes** in **UNICEF's** way of working in Youth since the beginning of the cycle (since 2016)? What has stayed the same?
0.4 Strengths and weaknesses	5. What do you see UNICEF as being particularly good at in this cycle for youth? 6. What do you see UNICEF as being particularly weak at in this cycle for youth?
RELEVANCE - To what extent has the Kosovo programme and interventions remained aligned to existing strategies and policies of UN, UNICEF, and Institutions of KOSOVO	
Relevance and Comparative Advantage	
1.0 Were the implementation strategies with youth programming relevant for the context and the way it evolved? Especially for UPSHIFT, PODIUM and PONDER?	7. How would you describe UNICEF's **role** related to Youth programming in the Kosovo context? a. Has this positioning **remained appropriate** through any changes in context? 8. To what extent is UNICEF's strategic positioning in line with Kosovo Institutions' **priorities for youth**? 9. In your experience, what do you see as the thing that UNICEF and the implementing partners do better than anyone else for supporting youth in Kosovo? 10. How relevant do you see the UPSHIFT, PODIUM and PONDER models with respect to the needs of youth in the Kosovo context?
EFFECTIVENESS – evaluating the extent the programme outputs have contributed to immediate development changes and results at the outcome level	
2.0 Achievement of Results: To what extent	11. What were the key **results** achieved under the youth programme priorities?

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

were youth programme results achieved – especially for UPSHIFT, PODIUM and PONDER?	a. Especially UPSHIFT, PODIUM and PONDER? 12. What have been some important **unintended consequences** from UNICEF youth programming? 13. Within the youth programme, there have been different types of **models** adapted. Which of these do you see as being the most effective, scalable, and sustainable?
2.a What were key factors influencing the results	14. What do you see as some of the key **internal factors** that promoted or inhibited achieving the youth programme outputs? (in the respective priority areas) a. Especially for UPSHIFT, PODIUM and PONDER? 15. What do you see as some of the key **external factors** that promoted or inhibited achieving the programme outputs (in the respective priority areas? a. Especially for UPSHIFT, PODIUM and PONDER? 16. In terms of reaching municipalities and vulnerable populations, do you see the activities being more **successful with some groups** than others? a. Different social or community contexts? b. Municipal structure? c. Regions d. Specific ethnic or age groups?
3.0 Gender and Vulnerability: How inclusive has the youth programme been in terms of gender and hard to reach populations?	17. How have Gender or attention to vulnerable populations been **integrated** into the implementation of the youth programme models? a. Especially UPSHIFT, PODIUM and PONDER? 18. What could be done to better integrate these issues?
SUSTAINABILITY – To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the Kosovo Institutions and partners will ensure the sustainability of the programme initiatives and appropriate UNICEF exit strategies	
4.0 In the shorter and longer-term, what opportunities can be identified to enhance sustainability of the youth programming – and especially the UPSHIFT, PODIUM and PONDER programmes?	19. How much ownership and resourcing do you see for sustaining the youth programming and its models? 20. Do the Kosovo institutions and local NGOs have the capacity to sustain the models? 21. Which of the models and initiatives do you see as most **scale-able** to the Kosovo context? Why or why not?
SYNERGIES – to assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners	
Intersectorality	
5.0 To what an extent does the youth programme – and especially the UPSHIFT, PODIUM and PONDER activities - reinforce with	<UNICEF Only> 22. In your experience, to what degree have you seen the various components **coordinate and work** together? 23. What are some good **examples** that you have seen of inter-sector synergy within UNICEF Kosovo Programme with the youth programmes?

sector programming to fully leverage the contribution that UNICEF makes towards expected results?	24. What may be some key **barriers** to better inter-sectoral coordination and strategic synergy?
Coordination and Alignment	
6.0 To what extent has the youth programme – especially the UPSHIFT, PODIUM and PONDER programme – been coordinating with Kosovo institutions, development partners, and other UN Agencies?	25. How have you seen the **Youth programme coordinating** with the following actors? a. Kosovo Institutions b. Development Partners c. UN Agencies d. UN Kosovo Team (UNKT) 26. What are some good **examples** of joint work with these actors that you can cite from this cycle? 27. What have been some key **barriers** to better coordination and strategic synergy with Kosovo actors around the youth programme?
LONG-TERM CHANGE - to understand the degree of UNICEF contribution to long term changes	
7.0 Contribution: What has been the long-term change in the lives of participating youth as a result of the youth programmes – especially the UPSHIFT, PODIUM and PONDER programmes?	28. What changes have you seen in the lives of youth as a result of participating in these youth programmes? 29. When youth participate in the UPSHIFT, PODIUM and PONDER programmes, how much difference do you see in their lives afterwards compared to their peers? 30. What are some good **examples** of long-term changes that you can cite from this youth programme? 31. What could be done to enhance the long-term effects of these youth programmes on youth?

6.3 Key Informant Interview Guide – Local Level

KII Interview Introduction (Local Level Stakeholders)

We are an evaluation team commissioned by UNICEF to carry out a strategic review of UNICEF's Kosovo Programme. The purpose of this review is to assess the progress, lessons learned, and recommendations for future improvement of UNICEF's programme in Kosovo. We are asking you to participate in the review because you are in a position to contribute a relevant and valuable perspective on the functioning of this program so far. If you decide to participate, you will be interviewed by the individuals named above for a duration of approximately 1 hour.

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

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

Confidentiality*: The reports from this and the other meetings will collect and summarize the views and opinions of participants without connecting them to specific individuals and without using names at any time. Any report of this research will be presented in a way that makes it as difficult as possible for anyone to determine the identity of individuals participating in the review.*
Also, to ensure all your feedback are properly transcript and so our evaluation team can make sure not to misinterpret what you are sharing, I would like to request your permission to audio-record this discussion. This audio record will not be shared with anybody else than the evaluation team members, who commit to keep any comments confidential.

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

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

Respondent:_____

Title and Function:_____

Interviewer Name:_____

Date: _____

Location:_____

Evaluation Questions and Sub-Questions	Interview Questions[1]
0.0 **GENERAL** Warm-up Questions - What have been the most noted results, successes, challenges, and comparative advantage of UNICEF	
0.1 Role and Connection	1. What is your current position and in what ways have you interacted with UNICEF programming or support?
0.2 History	2. Think back to when you first encountered UNICEF and/or these specific social programmes (Youth, ECD/E, Child Protection, etc.). Can you describe how this happened? **<Probes – to be used by the ET as necessary>** a. ECD/E b. Disability c. Youth d. Health e. Social Work f. Child Protection g. Education 3. What do you remember being discussed? Who was involved in the conversations?
0.2 Results	4. Thinking back to when this UNICEF support began in the municipality – what were things like in terms of the situation of children and youth or families? 5. What **changes** have you seen in the situation of **children and youth** in Kosovo **as a result of UNICEF support**? a. ECD/E b. Disability c. Youth d. Health e. Social Work f. Child Protection g. Education
0.3 Changes	6. What have been some of the key **changes** in **UNICEF's** way of working since the beginning of support to the municipality?
0.4 Strengths and weaknesses	7. What do you see UNICEF as being particularly good at in working with the municipality? 8. What do you see UNICEF as being particularly weak at in working with the municipality?
RELEVANCE - To what extent has the Kosovo programme and interventions remained aligned to existing strategies and policies of UN, UNICEF, and Institutions of KOSOVO	
Strategic Positioning and Equity	
1.0 to what extent has UNICEF's strategic	9. In your experience, what do you see as UNICEF's primary **advantage** for supporting wellbeing of children in this

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

positioning remained fit-for-purpose considering the changing context, Kosovo priorities, partner landscape and needs?	locality and youth? What is UNICEF considered to be good at?
1.aTo what extent is the equity approach integrated into UNICEF's support of system strengthening and other programming?	
1.b To what extent is UNICEF strategically positioned to inform Kosovo development planning and allocation of Kosovo Institutions budget to advancing child rights for all children?	
Balance and Approach	
2.0 Were the implementation strategies utilized by UNICEF relevant for the context and the way it has evolved?	10. To what extent do you see the implementation strategies that UNICEF has supported as being relevant for the local context? (Models – Probes to be used by ET only at discretion) a. ECD/E b. Disability c. Youth d. Health e. Social Work f. Child Protection g. Education
2.a Was the resourcing of UNICEF programming aligned with Kosovo Institutions stakeholder priorities or context needs?	
2.b To what extent is UNICEF's approach relevant for ensuring the most vulnerable children are not being left behind?	11. To what extent do you see UNICEF's approach ensuring that the most vulnerable children are not being left behind? 12. In your experience, are there types of vulnerable children that UNICEF's support is not taking into consideration?
Integrating Lessons and Tools	**<Section for UNICEF Stakeholders ONLY>**
3.0 To what extent have the strategic recommendations of	

previous evaluations been used to reshape UNICEF's programme and influence Kosovo Institutions' policies?	
3.a Have other management tools been sufficient to inform UNICEF's programme adjustment and coherence over the period?	
EFFECTIVENESS – evaluating the extent the programme outputs have contributed to immediate development changes and results at the outcome level	
4.0 Achievement of Results: To what extent were programme results achieved under the Kosovo Programme outcomes?	13. What were the key **programme results** achieved under the programme priorities? **<Probes – to be used by the ET as necessary>** a. ECD/E b. Disability c. Youth d. Health e. Social Work f. Child Protection g. Education 14. What have been some important **unintended consequences** from UNICEF programming? 15. Within the Kosovo programme, there have been different types of **models** adapted. Which of these do you see as being the most effective, scalable, and sustainable?
4.a What were key factors influencing the results	16. What do you see as some of the key **external factors** that promoted or inhibited achieving the programme outputs (in the respective priority areas? 17. In terms of reaching municipalities and vulnerable populations, do you see the activities being more **successful with some groups** than others? a. Different social or community contexts? b. Local structure? c. Specific ethnic or age groups?
4.b How has the KP contributed to the observed context progress in the realization of child rights?	18. UNICEF is only one actor among many in Kosovo context, but which programme outputs do you see as having the most significant **positive contributions** to the changes in children and youth wellbeing in Kosovo? **<Probes – to be used by the ET as necessary>** a. ECD/E b. Disability c. Youth d. Health e. Social Work

	f. Child Protection g. Education
5.0 Unintended Outcomes and Risk Management: To what extent has the KP been appropriately responsive to managing risks or unintended negative consequences or to opportunities to enhance effectiveness?	19. How **responsive** do you see UNICEF to new opportunities? a. How well have you seen UNICEF identify new opportunities for engagement?
6.0 Gender and Vulnerability: Has gender or attention to vulnerable populations been effectively mainstreamed in programme implementation and, if not, how could it be done better?	20. How have Gender or attention to vulnerable populations been **integrated** into the implementation at the municipal level? a. What could be done to better integrate these issues?
EFFICIENCY – to assess the programme timely and cost-efficient implementation and result based management	
7.0 Timeliness: To what extent were planned activities and outputs delivered within the intended timeframe	21. To what degree has UNICEF's support been **timely**? Within the intended timeframe? a. Are there particular **types of planned activities** that have struggled with timeliness more than others? Which ones?
SUSTAINABILITY – To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the Kosovo Institutions and partners will ensure the sustainability of the programme initiatives and appropriate UNICEF exit strategies	
8.0 Bottlenecks and Institutionalization: To what extent has the Kosovo Programme contributed to the alleviation of system level bottlenecks and social norm change toward greater inclusion of marginalized children?	22. From what you have seen, what are some ways that UNICEF has helped contribute to changing social norms around inclusion?
8.a) To what extent are the results of the Kosovo Programme at District, Regional and Kosovo levels institutionalized within Kosovo Institutions and Scalable?	23. Considering the models and initiatives that UNICEF has supported within this locality – which ones do you think can be continued by the local context and local organizations? Why or why not? **<Probes – to be used by the ET as necessary>** a. ECD/E b. Disability

	c. Youth d. Health e. Social Work f. Child Protection g. Education 24. Which of the models and initiatives do you see as most **scale-able** to the Kosovo context? Why or why not?
8.b Where are the key barriers that inhibit the operationalization of policies from the Kosovo level to local affected populations	25. Within the Kosovo context, good policies may face challenges for implementing at the field level. In your opinion, what are some of the key system barriers or factors that prevent these good policies from being **successfully implemented** to local affected populations? **<Probes – to be used by the ET as necessary>** a. Child Protection b. Health/Nutrition/ECD/E c. ADAP/Youth d. Social Policy e. Child Rights Monitoring
8.c What can the Kosovo Programme do to help overcome these barriers?	
SYNERGIES – to assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners	
Intersectorality	
9.0 To what extent do the individual Kosovo Programme components and implementation strategies reinforce each other to fully leverage the contribution that UNICEF makes towards expected results?	26. In your experience, to what degree have you seen the various types of UNICEF models **coordinate and work** together? **<Probes – to be used by the ET as necessary>** a. ECD/E b. Disability c. Youth d. Health e. Social Work f. Child Protection g. Education 27. What are some good **examples** that you have seen of different actors working together within this locality to support children and youth on all dimensions?
Coordination and Alignment	
10.0 To what extent has the Kosovo Programme been coordinating with Kosovo institutions, development partners, UN Agencies to avoid overlaps, leverage contributions, and	28. What has been the quality of the relationship working with UNICEF? What has gone well? What have been some challenges?

catalyse joint work in line with Kosovo and UN policies, SDGs, plans or strategies?	

6.4 Key Informant Interview Guide – Local Youth Programmes

KII Interview Introduction (Local Youth Programmes Stakeholders)

We are an evaluation team commissioned by UNICEF to carry out a strategic review of UNICEF's Kosovo Programme and its support to youth programming. The purpose of this review is to assess the progress, lessons learned, and recommendations for future improvement of UNICEF's programme in Kosovo. We are asking you to participate in the review because you are in a position to contribute a relevant and valuable perspective on the functioning of this program so far. If you decide to participate, you will be interviewed by the individuals named above for a duration of approximately 1 hour.

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

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

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

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

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

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

Note: This guide to be used in combination with the General Municipality KII for extra exploration of the youth programming components.

Respondent:_____

Title and Function:_____

Interviewer Name:_____

Date: _____

Location:_____

Evaluation Questions and Sub-Questions	Interview Questions[1]
0.0 **GENERAL** Warm-up Questions - What have been the most noted results, successes, challenges, and comparative advantage of UNICEF	
0.1 Role and Connection	1. What is your current position and in what ways have you interacted with UNICEF youth programming or support?
0.2 History	2. Think back to when you first encountered UNICEF youth programming modules? Can you describe how this happened? 3. What do you remember being discussed? Who was involved in the conversations?
0.2 Results	4. Thinking back to when this UNICEF support began in the municipality – what were things like in terms of the situation of youth? 5. What **changes** have you seen in the situation of **youth** in Kosovo **as a result of UNICEF support**?
0.3 Changes	6. What have been some of the key **changes** in **UNICEF's** way of working for youth programming since the beginning of support to the locality?
0.4 Strengths and weaknesses	7. What do you see UNICEF as being particularly good at in working with the youth of the municipality? 8. What do you see UNICEF as being particularly weak?
RELEVANCE - To what extent has the Kosovo programme and interventions remained aligned to existing strategies and policies of UN, UNICEF, and Institutions of KOSOVO	
1.0 Were the implementation strategies with youth programming relevant for the context and the way it evolved? Especially for UPSHIFT, PODIUM and PONDER?	9. To what extent do you see the implementation strategies that UNICEF has supported for **youth** as being the most relevant? Is UNICEF supporting the right things for youth? (Models)
EFFECTIVENESS – evaluating the extent the programme outputs have contributed to immediate development changes and results at the outcome level	
2.0 Achievement of Results: To what extent were programme results achieved under the Kosovo Programme outcomes?	10. What were the key **results** achieved under the youth programme priorities? 11. What have been some important **unintended consequences** from youth programming? 12. Within the youth programme, there have been different types of **models** adapted. Which of these do you see as being the most effective, scalable, and sustainable?
2.a What were key factors influencing the results	13. What do you see as some of the key **external factors** that promoted or inhibited achieving the youth programme outputs (in the respective priority areas? 14. In terms of reaching municipalities and vulnerable populations, do you see the youth activities being more

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

	successful with some groups than others? a. Different social or community contexts? b. local structure? c. Specific ethnic or age groups?
3.0 Gender and Vulnerability: How inclusive has the youth programme been in terms of gender and hard to reach populations?	15. How have Gender or attention to vulnerable populations been **integrated** into the implementation of the youth programme models? a. Especially UPSHIFT, PODIUM and PONDER? 16. What could be done to better integrate these issues?
SUSTAINABILITY – To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the Kosovo Institutions and partners will ensure the sustainability of the programme initiatives and appropriate UNICEF exit strategies	
4.0 In the shorter and longer-term, what opportunities can be identified to enhance sustainability of the youth programming – and especially the UPSHIFT, PODIUM and PONDER programmes?	17. Considering the youth models and initiatives that UNICEF has supported within this locality – which ones do you think are the most **sustainable**? That can be continued by local organizations. Why or why not?
SYNERGIES – to assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners	
Intersectorality	
5.0 To what an extent does the youth programme – and especially the UPSHIFT, PODIUM and PONDER activities - reinforce with sector programming to fully leverage the contribution that UNICEF makes towards expected results?	18. In your experience, to what degree have you seen the various types of UNICEF youth models and support **coordinate and work** together with other sectors? 19. What are some good **examples** that you have seen of different actors working together to support youth in multiple ways within the locality?
Coordination and Alignment	
6.0 To what extent has the youth programme – especially the UPSHIFT, PODIUM and PONDER programme – been coordinating with Kosovo institutions, development partners, and other UN Agencies?	20. What has been the quality of the relationship working with UNICEF or the implementing partner? What has gone well? What have been some challenges?

LONG-TERM CHANGE - to understand the degree of UNICEF contribution to long term changes	
7.0 Contribution: What has been the long-term change in the lives of participating youth as a result of the youth programmes – especially the UPSHIFT, PODIUM and PONDER programmes?	21. When youth participate in the UPSHIFT, PODIUM and PONDER programmes, how much difference do you see in their lives afterwards compared to their peers? 22. What are some good **examples** of long-term changes that you can cite from this youth programme? 23. What could be done to enhance the long-term effects of these youth programmes on youth?

6.5 Focus Group Discussion Guide – Youth

FGD Youth Tracer Study

This section lays out the principles that will guide the evaluation team in its selection of Focus Group Discussions. The evaluation team will conduct FGDs with youth participants selected for their first-hand knowledge of the UNICEF youth programming.

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

For the actual group discussion, the facilitator should re-phrase the questions as they see fit to make them appropriate for their audiences. Questions can also be omitted if they are not relevant to the group or if they do not seem to be generating good data and insights. Semi-structured group discussion guides should be seen as general skeletons, but it is up to the facilitator to provide the "meat" to the conversation. A normal semi-structured discussion guide is organized as follows:

1. General, **open-ended**, questions that allow respondents to answer in whatever form comes to their mind first.
    a. It is important to note what people say first and to allow them to express themselves in their own words.
2. Underneath each open-ended question is a series of short checklists called "**probes**".
    a. **These are not to be read as part of the question**. Probes are intended to serve to remind the facilitator about items they may wish to inquire about more deeply as follow up.
    b. It is important to elicit concrete examples or instances from respondents as much as possible to be able to later illustrate themes identified in the evaluation report.

Each section covers a different segment of the Evaluation TOR and Matrix. The facilitator should only cover a segment if the respondent has sufficient experience or insights to address the segment. Depending on the youth group and its knowledge/degree of engagement with the youth programme, the facilitator should foresee about 1.5-2 hours on average for each FGD.

The facilitator should introduce itself and clarify the purpose of the evaluation, as well as the confidentiality of the group discussion (i.e. when quoting statements, attribution will be made to categories of stakeholders, not individuals or organizations)

FGDs generally take about 1.5-2 hours each. They should have about 3-5 people in the group if it is a virtual call or 8-10 people in a group if they are physically present. It may take respondents a bit of time to "warm up" and start to feel comfortable with the conversation. For this process, we are focusing on **creating conversations**. We are interested in having people talk about their impressions of the program: Achievements, challenges, and aspirations. Anything they talk about is valuable information so feel free to create an informal conversational environment.

The purpose of both FGDs is to get respondents to **tell stories** or to describe incidents that illustrate their perceptions. As such, a semi-structured discussion guide is being used. The facilitator should try and get people to describe a story that illustrates their points or to mention a specific incident that they remember. Remember to take note of what the stories or and the types of things they mention.

In terms of taking notes and organizing the meeting, it generally works best if people work in pairs where one person is the lead facilitator and has the conversation. The other person is the note-taker. Both should have copies of the discussion guide. The note-taker can also interject comments to touch on items that might have been missed but it generally works better if only one person is running most of the conversation. As much as possible, FGDs should be facilitated in the local language rather than through an interpreter.

General Guidelines for FGDs

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

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

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

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

Minimize translation difficulties. Sometimes it is necessary to use a translator, which can change the dynamics and add difficulties. For example, differences in status between the translator and informant may inhibit the conversation. Often information is lost during translation. Difficulties can be minimized by using translators who are not known to the informants, briefing translators on the purposes of the study to reduce misunderstandings, and having translators repeat the informant's comments verbatim.

Thank the group. Thank the group members for the time given to the interview and the information provided.

Ethical and Safety Considerations

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

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

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

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

KII Interview Introduction (Youth Stakeholders)

We are an evaluation team commissioned by UNICEF to carry out a strategic review of UNICEF's Kosovo Programme with a special focus on the work that is supporting youth. The purpose of this review is to assess the progress, lessons learned, and recommendations for future improvement of UNICEF's programme in Kosovo. We are asking you to participate in the review because you are in a position to contribute a relevant and valuable perspective on the functioning of the youth activities. If you decide to participate, you will be interviewed by the individuals named above for a duration of approximately 1.5-2 hours.

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

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

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

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

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

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

DEMOGRAPHICS	
Date:	

Enumerator:	
Municipality:	
Village:	
Total # Youth	
Women:	
Men:	
Type of Cohort (Not accepted, training only, training with Seed funding)	

Evaluation Questions and Sub-Questions	Interview Questions[1]
0.0 **GENERAL** Warm-up Questions - What have been the most noted results, successes, challenges, and comparative advantage of UNICEF	
0.1 Role and Connection	1. First, we would like to talk about the nature of the youth activity. Think back to the beginning when this cohort organized to apply for the youth activities? How was it decided to apply? Who was involved in the discussions?
0.2 History	2. How, if at all, was the municipality or the local NGOs involved? 3. Were there any problems with establishing the cohort? How were these overcome? 4. Why were you interested in participating in these activities? What motivated you to become involved?
0.2 Results	5. What **changes** have you seen for the youth in this cohort as a result of this UPSHIFT, PODIUM or PONDER activities? a. how much difference do you see in their lives afterwards compared to their peers? 6. What are some good **examples** of long-term changes that you can cite from this youth programme?
0.4 Strengths and weaknesses	7. What do you see UNICEF or the implementing partner as being particularly good at in working with the youth of the municipality? 8. What do you see as some weaknesses?
RELEVANCE - To what extent has the Kosovo programme and interventions remained aligned to existing strategies and policies of UN, UNICEF, and Institutions of KOSOVO	
1.0 Were the implementation strategies with youth programming relevant for the context and the way it evolved? Especially for UPSHIFT,	9. Were these youth activities (UPSHIFT, PODIUM or PONDER) relevant for your needs? Why or why not?

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

PODIUM and PONDER?	
EFFECTIVENESS – evaluating the extent the programme outputs have contributed to immediate development changes and results at the outcome level	
2.0 Achievement of Results: To what extent were programme results achieved under the Kosovo Programme outcomes?	10. What have been some important **unintended consequences** from the youth activities?
2.a What were key factors influencing the results	11. What were some key factors that promoted or inhibited the UPSHIFT, PODIUM or PONDER activities? 12. Did you see the activities reaching girls and boys equally? What about other vulnerable populations? Were there some that were being left out?
3.0 Gender and Vulnerability: How inclusive has the youth programme been in terms of gender and hard to reach populations?	
SUSTAINABILITY – To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the Kosovo Institutions and partners will ensure the sustainability of the programme initiatives and appropriate UNICEF exit strategies	
4.0 In the shorter and longer-term, what opportunities can be identified to enhance sustainability of the youth programming – and especially the UPSHIFT, PODIUM and PONDER programmes?	
SYNERGIES – to assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners	
Intersectorality	
5.0 To what an extent does the youth programme – and especially the UPSHIFT, PODIUM and PONDER activities - reinforce with sector programming to fully leverage the contribution that UNICEF makes towards expected results?	13. What are some good **examples** that you have seen of different actors working together to support youth in this locality?

Coordination and Alignment	
6.0 To what extent has the youth programme – especially the UPSHIFT, PODIUM and PONDER programme – been coordinating with Kosovo institutions, development partners, and other UN Agencies?	14. What was the quality of the relationship working with UNICEF and the local partners? What went well? What have been some challenges?
LONG-TERM CHANGE - to understand the degree of UNICEF contribution to long term changes	
7.0 Contribution: What has been the long-term change in the lives of participating youth as a result of the youth programmes – especially the UPSHIFT, PODIUM and PONDER programmes?	

6.7 Youth Tracer Study - Fixed Response Survey

This survey is to be applied to the youth participants in all UNICEF ADAP models (UPSHIFT, PODIUM, PONDER) during the 2016-2020 period. This survey is a complement to the FGD discussions and KII interviews. The survey is based on the pre-existing UNICEF follow up survey with additional questions linked to exploring changes over time since the cohorts participated in the models in 2016 and 2017. The interest is to track long term changes in respondents lives since participation in the programme. Therefore, the questions in the different dimensions (education, psycho-social, employment, etc) need to be asked regarding their situation at the time of participation in the programme AND their current situation.

In addition to basic (anonymized) demographic data, the survey contains five composite measures to assess changes in psycho-social-economic status and one section related to an assessment of the quality of the activities in which the participated.[198]

1. Education: Level of education and focus of study
2. Economic Activities: Employment activities or other income sources
3. Readiness self-assessment: skills and competencies related to employability[199]
4. Participation and Empowerment: degree of inclusion in social groups and cohorts, volunteering, and inner strength
5. Primary contribution of the models: Assessment of degree of contribution to 11 different factors (such as teambuilding, communication, or economic integration).
6. Quality of the activities: ratings regarding relevance, timeliness, implementation, and effectiveness

Respondents are asked to assess their current status in all of the psycho-social-economic dimensions as well to assess their status at the time of participation. These scores were compared to the monitoring data compiled by UNICEF for triangulation. Because the survey is anonymized, responses cannot be linked back to responses already in the UNICEF database. Consequently, elements such as gender, municipality, disability, and so forth need to be asked again – even if they had also been asked in UNICEF monitoring visits.

The survey is available in both Albanian and Serbian languages via the Survey Monkey Platform and access was distributed via a consolidated UNICEF email list of all historic participants.

Introduction

As part of the evaluation of the youth activities supported by UNICEF from 2016 and 2017, we would like to ask for your participation to fill out a short survey on how things have changed for you since the time you participated in the youth activities.

If you agree to participate, you can stop at any moment without penalty. The survey should last about 20 minutes. Your participation is voluntary, you can refuse to join, or you can withdraw after is has begun with no penalty. Being in this survey or not will not affect the benefits to the CBE or community from UNICEF.

We will keep your inputs anonymous. Your inputs will be kept absolutely confidential.

This survey is designed to help improve the youth programming by gathering inputs from those who have been involved. You or your community may not benefit personally from being in this

[198] Annex 8

[199] One subset of questions pertained to specific knowledge of business practices that were not relevant for the Ponder respondents – therefore, this measure included a general readiness section and a business only section that only UPSHIFT participants were to fill out

survey. If there are any problems with the way the enumerator has conducted the survey, any problems should be reported to _____

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

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

If you have any questions or concerns, please raise them with the enumerator.

Demographics: Basic questions

1.Municipality: _____
2.Gender: _____
3.Age: _____

4.Which Ethnicity do you most identify with?

a. Shqiptar
b. Ashkali
c. Boshnjak
d. Egjiptian
e. Goran
f. Roma
g. Serb
h. Turk
i. _____ (plotëso)
j. Preferoj të mos tregoj

5. Which programme did you participate in? (Select all the apply)

a. UPSHIFT
b. PODIUM
c. PONDER

6. Which was the earliest year you participated in the programme?

a. 2015
b. 2016
c. 2017
d. 2018
e. 2019
f. 2020

Functional constraints questions

The following questions relate to your individual potential functional constraints. The answers to these questions will be used solely for internal purposes and will serve to best cater to the collective needs of every youth our programs target.

1. **Do you consider yourself to have any of the following conditions?**
    a. A condition that substantially limits one or more basic physical activities such as walking, climbing stairs, reaching, lifting, or carrying? YES/NO
    b. A vision problem that prevents you from reading a newspaper even when wearing glasses or contacts? YES/NO
    c. A hearing problem that prevents you from hearing what is said in normal conversation even with a hearing aid? YES/NO
    d. Difficulty learning, remembering, or concentrating? Do you think you have a condition that makes it difficult in general for you to learn? This may include learning disabilities such as difficulty reading, excessive activity, such as fidgeting, jumpiness, nervousness, or excessive movement, attention problems, as well as other similar conditions. YES/NO

2. **Does your condition make it hard for you to do the sorts of things you want to do?**
    a. No, not really
    b. Yes, a bit hard to do what I want
    c. Yes, quite hard to do what I want
    d. Yes, my condition makes it extremely difficult to do what I want

Education Status and Economic Activities - ESEA

Education status

For each question, please Circle or place a checkmark by the appropriate response that most closely matches your perspective

1. **What is the highest level of school you have completed?**
    a. Primary (1 - 5 Class)
    b. Lower Secondary (6 - 9 Class)
    c. Upper Secondary (10 - 12, or 13 Class)
    d. Post-secondary vocational (duration 1- 2 years)
    e. Bachelor Diploma (duration 3 - 4 years)
    f. Master Diploma (duration 1 - 2 years)
    g. Not attended school

2. **At the time that you had participated in the Youth activities (UPSHIFT, PODIUM, PONDER), what was the highest level of school you have completed?**
    a. Primary (1 - 5 Class)
    b. Lower Secondary (6 - 9 Class)
    c. Upper Secondary (10 - 12, or 13 Class)
    d. Post-secondary vocational (duration 1- 2 years)
    e. Bachelor Diploma (duration 3 - 4 years)
    f. Master Diploma (duration 1 - 2 years)
    g. Not attended school

3. **Since your time participating in the Youth programme activities (UPSHIFT, PODIUM, PONDER), have you participated in any skills-building training, workshop, or course?**
    (It may include but is not limited to language skills, empowerment/leadership skills, professional/vocational skills, machinery/tool usage skills etc.)
    YES/NO

4. **If you answered YES to question above, how often have you attended such trainings, workshops, or courses?**
    a. Up to three times a year
    b. Three to six times a year
    c. More than six times a year

Economic Activities

For each question, please Circle or place a checkmark by the appropriate response that most closely matches your perspective

1. **In the past 30 days, have you done any of the following activities, even for only one hour?**
    a) Did you do any work or help on your own or the household's plot/farm/food garden or looked after animals? For example, growing farm produce, harvesting, or feeding, grazing, milking animals? YES/NO
    b) Did you help in family business or relative's business with or without pay, or run your own business? YES/NO
    c) Did you produce or sell articles, handicrafts, clothes, food, or agricultural products? YES/NO

d) In the past 30 days, did you engage in any other activity in return for income in cash or in kind, even for only one hour? YES/NO
e) Have you performed any activity as regular or casual employee, self-employed or employer, or as an unpaid family worker helping out in household business or farm? YES/NO
f) If you did not do any of the above activities in the past 30 days, did you have a job, business, or other economic or farming activity that you will definitely return to? YES/NO

2. At the time that you had participated in the youth activities (UPSHIFT, PODIUM, or PONDER), what would have been your response to the previous?

a) Did you do any work or help on your own or the household's plot/farm/food garden or looked after animals? For example, growing farm produce, harvesting, or feeding, grazing, milking animals? YES/NO
b) Did you help in family business or relative's business with or without pay, or run your own business? YES/NO
c) Did you produce or sell articles, handicrafts, clothes, food, or agricultural products? YES/NO
d) In the past 30 days, did you engage in any other activity in return for income in cash or in kind, even for only one hour? YES/NO
e) Have you performed any activity as regular or casual employee, self-employed or employer, or as an unpaid family worker helping out in household business or farm? YES/NO
f) If you did not do any of the above activities in the past 30 days, did you have a job, business, or other economic or farming activity that you will definitely return to? YES/NO

3. If you have not been involved in economic activity currently, please check all the reasons that apply.

a. Looking after children or incapacitated adults
b. Own illness or disability
c. Other personal or family responsibilities
d. In education or trainings
e. I believe that no work is available
f. Waiting to go back to work (laid off people)
g. Other reasons, please state _____

4. Currently, what skill sector occupation would you identify with? ***(Circle all that apply)***

a. Business and administration
b. Engineering and engineering trades
c. Personal services
d. Transport services
e. Manufacturing and processing
f. Security services
g. Architecture and Construction
h. Social and behavioural sciences
i. Arts
j. Agriculture
k. Law
l. Information and communication technologies (ICT)
m. Health
n. Education
o. Hygiene and occupational health services
p. Humanities (except languages)
q. Welfare
r. Biological and related sciences
s. Journalism and information
t. Forestry
u. Mathematics and statistics
v. Physical sciences

5. At the time of the youth activities that you participated in (UPSHIFT, PODIUM, or PONDER), what skill sector occupation would you have identified with? ***(Circle all that apply)***

a. Business and administration
b. Engineering and engineering trades
c. Personal services
d. Transport services
e. Manufacturing and processing
f. Security services
g. Architecture and Construction
h. Social and behavioural sciences
i. Arts
j. Agriculture
k. Law
l. Information and communication technologies (ICT)
m. Health
n. Education
o. Hygiene and occupational health services
p. Humanities (except languages)
q. Welfare
r. Biological and related sciences
s. Journalism and information
t. Forestry
u. Mathematics and statistics
v. Physical sciences

6. **Are you working in a profession you have been trained for/you have studied for or are studying for?**
   a. I am not working in the profession that I have been trained for/studied for
   b. I am working in the profession that I have been trained for/studied for
   c. I do not believe I currently have a profession
   d. I believe I am somewhat working in the profession that I have been trained for/studied for
   e. I do not know/ I do not have an answer

Readiness Self-Assessment - RSA

For all statements below, please circle the number that most closely matches your perspective from Strongly Disagree to Strongly Agree

	Statement	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
1	I feel that I have adequate inner resources and skills to handle all parts of the job **I am interested in** by myself? ***(Inner resources may include but are not limited to educational preparedness, work experience, knowledge of languages, computer literacy, usability of specific professional tools etc.)***	1	2	3	4	5
2	I can express my opinions, thoughts, feelings, and ideas to my classmates/friends/peers even when they disagree with me	1	2	3	4	5
3	I feel confident to ask questions to clarify or learn more when participating in a group	1	2	3	4	5
4	Usually I succeed in avoiding violence in case of tense situations while interacting with my classmates/friends/peers	1	2	3	4	5
5	Before taking an action or adopting a position on a specific issue, I take time to look for information to better understand the issue	1	2	3	4	5
6	Usually I have discussions with my friends/parents/classmates to clarify issues before taking important decisions	1	2	3	4	5
7	I am flexible in changing my mind if I am convinced by new information or by my friends/parents/classmates' opinions	1	2	3	4	5

8	I am willing to compromise my own view to obtain a group consensus	1	2	3	4	5
9	I listen carefully to what the other team members have to say and try to get quiet group members to participate.	1	2	3	4	5
10	I like it when team members are different and come from diverse backgrounds	1	2	3	4	5
11	When I have a problem, I try to solve it myself before asking others what to do	1	2	3	4	5
12	I find myself completing tasks at the last minute, or asking for extensions	1	2	3	4	5
13	I think that involving other people to generate solutions can make the process more complicated than it needs to be	1	2	3	4	5
14	Skip if PONDER beneficiary, I have knowledge about payment procedures	1	2	3	4	5
15	Skip if PONDER beneficiary, I am familiar with procurement procedures	1	2	3	4	5
16	Skip if PONDER beneficiary, I feel ready to take organizing of receipts and invoices and tax payments	1	2	3	4	5
17	Skip if PONDER beneficiary, I feel ready to take responsibility for financial and budget matters for a business or organization	1	2	3	4	5
18	Skip if PONDER beneficiary, I am familiar with Kosovo legal regulations pertaining to contracts and negotiations	1	2	3	4	5

PARTICIPATION EMPOWERMENT SELF-ASSESSMENT – PESA

For each question, please Circle the appropriate response that most closely matches your perspective

1. **I know that my community has many youth clubs, councils or organizations that matter to me**
   a. Many
   b. Some
   c. A few
   d. None
2. **Have you been part of a youth council, club, or organization?**
   YES/NO

3. **How often do you feel your interests are taken under consideration from decision-making institutions (school, municipality, youth councils, etc.)?**
   a. Always
   b. Often
   c. Sometimes
   d. Rarely
   e. Never
4. **What subjects would you prefer your municipality took your opinion on?** ***Please circle three of the options that are more important to you.***
   a. Education/ Schools
   b. Economic issues
   c. Youth rights
   d. Environment
   e. Youth related activities
   f. Communication
   g. Infrastructure
   h. Other, please specify _____
   i. I do not know/ I do not have an answer

5. **Have you in the past 1 year engaged in voluntary activities in your community?** ***(By volunteer activities we mean provision of activities that offer beneficial change and positive impact to the community for non-financial or in-kind gain)***
   YES/NO

6. **If you answered YES to the previous question, please place a checkmark by the reasons for engaging in voluntary work:** ***(Check all that apply)***
    a. Willingness to feel active
    b. Dedication towards others
    c. Family tradition
    d. To make new friends
    e. Apply professional knowledge in practice
    f. Employment opportunities private sector
    g. Employment opportunities public sector
    h. Employment opportunities civic society
    i. Other, please specify _____

7. **If you answered YES to question 5 of this section, please place a checkmark by the types of volunteer activities you participated at:** ***(Check all that apply)***
    a. Cleaning public areas
    b. Repairing green surfaces
    c. Construction of public facilities
    d. Assistance or training in foreign languages, social sciences, arts field
    e. Conflict mitigation between community members
    f. Assistance or training in the IT or hard sciences field
    g. Protection and/or support to the community
    h. Other, please specify _____

8. **Do you believe that your vote in political elections for local and/or central government can influence the way the government directs institutions?**
    a. Very
    b. Somewhat
    c. Little
    d. Not at all
    e. I do not know/ I prefer not to answer

Reflection on youth activities

1. **How satisfied were you with the quality of the activities when you participated in UPSHIFT, PODIUM or PONDER?**
    a. Very
    b. Somewhat
    c. Little
    d. Not at all
    e. I do not know/ I prefer not to answer

2. **After the completion of the activities in UPSHIFT, PODIUM or PONDER, how much follow up support did you receive from the supporting local organization or UNICEF?**
    a. Very
    b. Somewhat
    c. Little
    d. Not at all
    e. I do not know/ I prefer not to answer

3. **Overall, how valuable for you was the experience in UPSHIFT, PODIUM or PONDER and working within the cohort?**
    a. Very
    b. Somewhat
    c. Little
    d. Not at all
    e. I do not know/ I prefer not to answer

4. **<For Ponder Participant, please skip if you were UPSHIFT or PODIUM Participant > Which of the following most closely matches your internship experience?**
    a. I had an internship opportunity

b. I applied, but was not accepted
c. I was not interested in applying
d. I was not able to apply for particular reasons

5. <For Ponder Participant, please skip if you were UPSHIFT or PODIUM Participant > How useful would you rate your internship experience?

a. I did not have an internship
b. It was very NOT useful
c. It was somewhat not useful
d. It had no effect – neither useful nor not useful
e. It was somewhat useful
f. It was very useful

6. <For Ponder Participant, please skip if you were UPSHIFT or PODIUM Participant > Which of the following most closely matches your internship experience?

a. I did not have an internship
b. After my internship, I immediately received employment as a result of the internship
c. After my internship, I eventually received employment as a result of the internship, but it took some time
d. After my internship, I received employment, but it did not have anything to do with my internship
e. After my internship, I was not able to gain any employment

7. To what degree do you feel that the UPSHIFT, PODIUM or PONDER activities have influenced you or supported you in the following dimensions? Circle the number that best matches your response for each item. If you are not sure of your answer, put "no influence"

		Strongly influenced	Somewhat influenced	No influence	Somewhat negative influenced
A	Educational attainment	4	3	2	1
B	Economic Employment	4	3	2	1
C	Strengthening my inner resources	4	3	2	1
D	Communication skills	4	3	2	1
E	Problem solving	4	3	2	1
F	Teambuilding	4	3	2	1
G	Organizing	4	3	2	1
H	Financial and Budget Management	4	3	2	1
I	Participation in clubs and organizations	4	3	2	1
J	Engagement with the municipality	4	3	2	1
K	Volunteering	4	3	2	1

8. To what degree is the group that you were involved in during UPSHIFT, PODIUM or PONDER still operating as an organization? Is the cohort still organized?

a. Very
b. Somewhat
c. Little
d. Not at all
e. I do not know/ I prefer not to answer

Annex 7: Stakeholder Analysis

Stakeholder	Involvement in the programme	Role in the evaluation	Most relevant positions/categories within each stakeholder class
Internal (UNICEF) Stakeholders			
UNICEF Kosovo Office	Responsible for central level planning and operations implementation. The KO is called upon to account internally as well as to its beneficiaries and partners for performance and results of its operation.	Key informants as programme implementers. Responsible for signing off on the evaluation findings and formulating and implementing the management response. Learning from the evaluation will inform the upcoming	• Head of Office • Deputy Head of Office • Operations Director • ADAP Officer • Child Protection Officer • Communication and Partnership Officer • Social Policy Specialist • Child Rights Monitoring Specialist • Health & Nutrition Officer • Education Specialist • Mitrovica Policy, Programme and Planning Officer • Mitrovica Programme associate • Mitrovica UN volunteers • Operations Manager
UNICEF Regional Office staff	Responsible for providing guidance and sharing strategic directions at the regional and global level	Commissioners of the evaluation. Key informants and providers of relevant background documents. Responsible for signing off on the evaluation Learning from the evaluation will inform future programming and can be used for corporate learning and accountability	• Regional Director, ECARO • Chief of Planning and M&E ECARO • Technical Sector leads in Child Protection, Social Protection, CRM, Youth, Health, ECD/E, Juvenile Justice
External Stakeholders			
Community level			
Children and Youth	One of the primary beneficiaries of the Kosovo programme.	Key informants and participants in FGDs. Improvement in the Kosovo Programme will directly affect them and future participants. Learning from the evaluation on the Youth interventions	• Children in ECD/E programs • Children under 5 in Health home visits • Children in alternative care institutions • Children and youth in juvenile justice programming • Children and youth in peer mediation teams

		and innovations may be replicated regionally and globally.[1]	• Youth in ADAP youth empowerment • Youth Reference Group (UNICEF)
Parents, education authorities, ECD	Direct participants or partners in related programme activities. For instance, communication campaign on negative consequences of violence against children	Interests obtained via document review of previous thematic evaluations.	• Teachers • School Directors • Parents of children
Health Workers, Social Workers, Mother- Child groups	Direct beneficiaries of and partners in health-related programme activities. For instance, supporting the implementation of the Shout to Health initiative and others for inclusion of most vulnerable groups (Roma, Ashkali, and Egyptian)	Interests obtained via document review of previous thematic evaluations.	• Clinic and hospital health staff • Municipal social workers • Parents of children
Municipal level			
Local level institutions	Key partners and implementers of the programme, engaged in a number of key initiatives such as Birth Registration etc.	Key informants and providers of relevant data/information. Learning from the evaluation may strengthen their role and capacity in their various functions	• Mayors' Offices • Municipal Education Directors • Municipal Response Team in Education (PRTANs) • Municipal Register Officials • Social workers • Youth Focal Point

[1] Only youth over 18 will be interviewed as part of this evaluation because other age groups have been previously interviewed through the thematic evaluations.

Non-governmental Partners at Municipal level	Experts in the various program activities, lessons, and opinions to share from their own experience in implementing in the areas of child wellbeing in Kosovo	Key informants, providers of relevant background material. Aspects of learning from the evaluation may be transferrable to the initiatives implemented by NGOs.	• Action for Mother and Child (AMC) • Association for the Protection of Women and Children from Violence and Abuse, Santa Marija NGO • Association of paraplegic and paralyzed children of Kosovo (HANDIKOS) • Centre for Democratization Civil Society (QDSHC Koralet)Domovik • European Centre for Minority Issues (ECMI) • Forum for Development and Multi-ethnic Collaboration (FDMC) • Innovation Centre Kosovo (ICK) • IPKO Foundation (IF) • Kosovo Association for Promotion of Inclusive Education (KAPIE) • KOMF • Kosovo Disability Forum • Kosovo Catholic Church CARITAS (C.I.K) • Kosovo Education Centre (KEC) • Open Data Kosovo (ODK) • Organisation for Children without Parental Care OFAP • Peer Educators Network (PEN) • Red Cross of Kosovo (RCK) • Kosovo CSR Network • Save the Children (SCI)
Local Youth Associations	Key partners and implementers of the programme, engaged in youth related initiatives	Key informants and providers of relevant data/information. Learning from the evaluation may strengthen their own associations and increase their capacities	• Youth Council members • UPSHIFT youth cohorts • PODIUM youth cohorts • PONDER youth
Kosovo level			
Kosovo Institutions (incl. Line ministries, KAS, Institute of Public Health)	Key partners and implementers of the various programme activities. For instance, collaboration on various laws such as the Child Protection Law etc.	Key informants and providers of relevant background data, information, and documents. Learning from the evaluation may strengthen their role and capacity in their various functions	• Office of Good Governance/ Office of Strategic Planning /Office of Prime Minister (Executive Director/Child Protection Officer; Executive Director/ Strategic Planning Officer) • Ministry of Labour and Social Welfare • (Acting Director for Department of Social and family policies) • Ministry of Health (General Secretary)

			• Ministry of Youth, Culture, and Sport (General Secretary) • Ministry of Justice (Head of the Department for European Integration and Policy Coordination) • Ministry of Education Science and Technology (General Secretary) • Office of Ombudsperson and the association of Kosovo municipalities • Kosovo Agency of Statistics (Executive Director/Social Statistics Director) • **Kosovo** Institute of Public Health (Hygiene Specialist)
Other public agencies (the Office of the Ombudsperson, Kosovo bar association)	Key partners and implementers of the various programme activities. Collaboration in a number of initiatives including advocacy on child rights	Key informants and providers of relevant background data, information, and documents. Learning from the evaluation may strengthen their role and capacity in their various functions	• Office of Ombudsperson and the association of Kosovo municipalities • Kosovo Bar Associates
Implementing Partners (current and previous)	Key partners, supporting implementation of the programme.	Key informants and providers of relevant background data/information. Learning from the evaluation will be directly relevant and applicable to the work of implementing partners.	• Action for Mother and Child (AMC) • Association for the Protection of Women and Children from Violence and Abuse, Santa Marija NGO • Association of paraplegic and paralyzed children of Kosovo (HANDIKOS) • Centre for Democratization Civil Society (QDSHC Koralet) • Domovik • European Centre for Minority Issues (ECMI) • Forum for Development and Multi-ethnic Collaboration (FDMC) • Innovation Centre Kosovo (ICK) • IPKO Foundation (IF) • Kosovo Association for Promotion of Inclusive Education (KAPIE). • KOMF • Kosovo Disability Forum • Kosovo Catholic Church CARITAS (C.I.K) • Kosovo Education Centre (KEC) • Open Data Kosovo (ODK) • Organisation for Children without Parental Care

			OFAP • Peer Educators Network (PEN) • Red Cross of Kosovo (RCK) • Kosovo CSR Network • Save the Children International (SCI)
Donors	Providing funding for the programme. Collaborating on strategic direction and determining programme priorities.	Key informants. Findings and recommendations from the evaluation are likely to be of direct relevance to key UNICEF's donors and others for accountability and learning.	• EU • ADA • LUX •
UN Kosovo Team and UN Agencies	Harmonized UN action should contribute to the Kosovo Institutions developmental objectives.	Key informants. The evaluation findings are expected to be of relevance to the RC and UNCT in ensuring that the programme is aligned with wider UN efforts.	• UNMIK • UNDCO (RC) • UNKT(M&E) • UNFPA • UNDP • UN Women
Academia and Private sector	Key partners engaged in supporting youth mentorship schemes and other initiatives	Key informants. Learnings from the evaluation are of relevance in terms of accountability and their future investment and work.	• University of Prishtina (Faculty of Education) • Pedagogical Institute • Raiffeisen Bank • CSR Network
Media	Key partners, supporting implementation of the programme. Building Media's capacity on reporting on children	Key informants. Learnings from the evaluation are of relevance in terms of accountability and their future investment and work.	• Press Council of Kosovo Representative

Annex 8: Methodology –Details and COVID-Adjustments

Evaluation Methodology Details[1]

Proposed Approach and Principles

The evaluation followed a mixed approach combining qualitative (KIIs, FGDs) and quantitative (youth survey) methods. The evaluation modalities were adjusted to account for the COVID-19 pandemic and the travel restrictions imposed. These restrictions meant that the evaluation shifted to a fully remote approach where all the interviews (KIIs, FGDs, and surveys) were done through various virtual platforms. The evaluation matrix served as the foundation of the evaluation process and dictated the structure of this report. Cumulatively, the evidence available for each question and performance indicator enabled response to the relevant evaluation questions.

The evaluation was guided by several principles, which included naturalistic inquiry, utilization-focused, and contribution analysis. Besides, principles of participation and empowerment and appreciative inquiry further shaped the tools, methods, and analysis exercises employed.

a. **Naturalistic Inquiry**: The Kosovo Programme implementation strategies had undergone substantial changes and adaptation from the initial design in 2016. This included the elaboration of a new ToC during the 2018 SMR and a shift in strategic implementation and programming. Thus, the naturalistic approach was a useful principle to help track contributions amid changes. Naturalistic inquiry often relies on interview guides that allow for flexibility to explore unexpected dimensions or identify when the shifts occurred were not captured in programme documentation. The guides thus intended to elicit the implicit theories in use among stakeholders, which were used to compare against the formalized Theories of Change. This was done to assess the degree that the formalized ToCs aligned with the stakeholders' implicit theories of use and identified potential adjustments or programmatic gaps. Consequently, semi-structured interview guides and historical review were necessary tool adaptations based on a naturalistic inquiry approach.

b. **The utilization-focused** principle was a critical consideration in the *design* of the evaluation process. The drafting of the new Kosovo Programme Document was completed before the Kosovo Programme Evaluation began – limiting the potential of the Evaluation recommendations to inform the Kosovo Programme Document. Furthermore, the elaboration of the original TOR questions was done with limited input from the UNICEF KO staff. Thus, in light of this, the utilization-focused approach was most useful during the inception phase when additional consultations with stakeholders shaped the focus of the evaluation to be most useful given these dynamics. The essential adjustments made as a result included: i)drafting the recommendations from the Kosovo Programme Evaluation in a way that would help Kosovo Programme implementation practices (the How) rather than the Kosovo Programme Document programmatic framework; ii)substantive adjustments in the original TOR questions to focus on areas of particular interest to the KO; iii)the focusing of the additional parallel tracer study to be used to identify potential long-term impacts (and unanticipated impacts) of the ADAP programming for youth in Kosovo.

c. **Contribution Analysis**. Contribution analysis is an approach for inferring the degree to which programme actions have contributed to the perceived outcomes. The theory of change is the foundation of contribution analysis.[2] The articulation of a theory of

[1] This section further describes the methodology and adjustments taken due to the COVID-19 pandemic based on the inception report description and internal communications.
[2] Gagnon, Yves-Chantal. (2010). The Case Study as Research Method: A Practical Handbook. Presses de l'Université du Québec.

change and subsequent assessment of the perceived relationships between the various linkages and the validity of the assumptions can be used to generate a plausible argument for programme contribution. The conclusion of contribution analysis is not necessarily definitive proof. Instead, it provides evidence of a line of reasoning that the programme has contributed to observed results. Contribution analysis is essential for understanding the linkage to observed programme effects. The Kosovo Programme had elaborated an overall ToC as well as sector specific ToCs for each of the programme components (Annex 4) which served as the basis of the analysis.

d. **Participation and Empowerment - Youth Accompanied Evaluation**. UNICEF in Kosovo placed a high degree of importance on youth empowerment principles and to support the personal and professional development of youth within the Kosovo context. This has also included the deliberate integration of the voice of youth into organizational processes. The Kosovo Programme has had some history of success with youth integration. Members of the reference group were involved in a different component of the Youth Empowerment programme, and they could also speak to it as programme activity participants. The Kosovo Programme Evaluation also integrated and supported youth development through the exercise of the evaluation. Five university youth (1st and 2nd-year students) were selected by UNICEF to accompany and support the evaluation processes. The university youth were involved in every process of the evaluation, from shadowing evaluation team members during the interviews and FGDs with stakeholders, to participating in the data analysis and sharing their observations and insights on the evaluation findings, to writing their youth-led and youth-focused brief evaluation report (Annex 12).

e. **Appreciative Inquiry**. AI principles overlap with the utilization focuses, naturalistic inquiry and participation and empowerment principles. The additional contribution to shaping the evaluation methodology beyond the implications already covered in the previous paragraphs included the strength-based, positive approach focus. This was seen in the development of the revised TOR questions and the development of the conclusions and recommendations – focusing on identifying the strengths to maximize in the next Kosovo Programme Document in terms of implementation practices and positioning.

United Nations Evaluation Principles: The evaluation focused on the three main objectives outlined in the TOR by applying fundamental OECD/DAC criteria of relevance, efficiency, effectiveness, and sustainability. All members of the evaluation team abided by the 2016 UNEG norms and standards, the 2007 UNEG Ethical Guidelines and Code of Conduct, and the principles of 'do no harm'. The key OECD/DAC criteria informed the development of the data collection methods and tools. The methodology was guided by UNEG Ethical standards in shaping the evaluation approaches so as not to harm participants during or after the evaluation process. The UNEG guidance on Gender (UNSWAP) - specifically the Evaluation performance indicator (EPI) informed how gender considerations were reflected in the evaluation processes and assessment of results. The humanitarian principles provided consideration regarding how the methods ensured neutrality, impartiality, and independence in the development of findings and recommendations. Based on these parameters, two evaluation matrixes were developed for the evaluation describing the key questions and sub-questions, their links to the OECD/DAC criteria, relevant indicators, and the data collection methods used to address these questions (Annex 5).

Gender: Based on the United Nations Evaluation Group (UNEG) guidance and based on the principles described in the UN SWAP Evaluation Performance Indicator (EPI) technical note (April 2018), the methodological approach integrated a gender-equity lens as part of the overall analysis. This involved addressing the substantive aspects of gender and equity within the Kosovo Programme activities included in the evaluation period. The evaluation took a two-pronged approach for gender considerations in the methodology. At the basic level, it was ensuring men's and women's adequate inclusion as relevant in the data collection process. During analysis, the data was disaggregated based on gender and age to

ensure that disparate voices were highlighted. Substantively, the Gender Programme Review and Gender Action Plan served as a lens for understanding the degree to which gender sensitivity and gender-responsive programming principles were integrated into programme activities. At the impact level, the evaluation explored whether the Kosovo programme had made contributions to addressing the critical gender barriers, harmful practices, or negative norms and stereotypes as well as other inequalities that may be impeding the development for boys and girls and others.

Evaluation Information Sources

Sources of Information**:** The evaluation used a mixed-methods approach drawing on four general sources of information across different levels of stakeholders: i) Pre-existing **documentation** (e.g., policies, donor reports, external research, among others); ii) Pre-existing **quantitative or qualitative** information (e.g., national-level demographic indicators, programme `indicator measurement, internal datasets, among others); iii) **Primary qualitative** information (information collected by the Evaluation team during the data collection mission - e.g., key informant interviews and focus group discussions); iv) **Primary quantitativ**e information (information collected by the Youth Tracer study e.g., youth surveys).

In terms of **pre-existing documentation**, for this evaluation, a wide range of studies and assessments commissioned by UNICEF as well as numerous external policies, strategies, and frameworks, were available for review (Listed in Annex 2 Bibliography). This included information from programme reports and other UNICEF documentation, policies, donor reports, external research, among others), external studies, and policy documentation. The Kosovo Programme had also commissioned thematic evaluations and assessments related to the various programme components and for the Kosovo Programme. The programme component evaluations were not strictly programme evaluation per se, but rather focused on a specific theme within the overall programme – sometimes embedded in larger evaluation scopes beyond just UNICEF. For example, the EU commissioned an evaluation of the EU support to Juvenile Justice in Kosovo. While this was not solely an evaluation of the UNICEF Kosovo Child Protection Programme, UNICEF was the major actor in Juvenile Justice programming in Kosovo that was supported by the EU and the Juvenile Justice programme comprises a substantive portion of the overall Child Protection programme.

During these thematic evaluations, substantial **pre-existing qualitative information** was collected from stakeholders through interviews and focus group discussions related to the specific thematic components. This pre-existing qualitative information within the documentation served to illustrate stakeholder perceptions regarding three of the four Kosovo Programme components. Because of this, the TOR for this current Kosovo Programme Evaluation relied on these evaluations as a proxy for individual programme component evaluations. In addition to the individual programme thematic evaluation, the Kosovo Programme underwent a substantive review and adjustment during the SMR in 2018. This led to adaptations in programming approaches, accomplishments, and future aspirations. The SMR also analysed the performance of individual programme components during this exercise.

The primary conceptual gap in pre-existing documentation pertained to the ADAP programme component. There was extensive monitoring information available, but the ADAP programme had not commissioned a thematic evaluation of its programme as had the other programme components. For this reason, the Kosovo Programme Evaluation was charged with exploring in-depth the ADAP programme component within the course of the overall Evaluation exercise.

This evaluation included substantial **pre-existing quantitative information** which included: i)Kosovo Programme logframe output and activity indicators; ii)National level indicators on child wellbeing as described in the Kosovo Programme Document and adjusted during the SMR exercises; iii)Youth Empowerment monitoring data through pre-post survey

administration and record keeping. The Kosovo Programme at the strategic level primarily relied on national level demographic indicators linked to its goals and outcomes. These indicators were not measured by UNICEF but through governmental or inter-agency exercises. UNICEF did support the implementation of the MICS in 2013-2014. This exercise is also being carried out in 2020 and will update these indicators. However, the data was not available by the time of the Kosovo Programme Evaluation. The Kosovo Programme logframe did track output and activity indicators related to the current cycle.

The Youth Empowerment monitoring data on implementation activities such as the ADAP Youth modules (such as UPSHIFT, PODIUM, and PONDER) was substantial. The ADAP youth monitoring data included pre-and post- surveys administered to youth participants on a wide range of educational, psycho-social, and other dimensions. The monitoring was set up to track for up to nine months after participation in the modules. For four of the Kosovo programme components, there was some degree of outcome level quantitative data connected to the specific thematic evaluations.

The two primary gaps in pre-existing quantitative information were the national level demographic indicators and outcome/impact level information related to the ADAP programme. The 2020 MICS exercise will collect this former, albeit not in the time window for the Kosovo Programme Evaluation. While it would have been useful to having aligned the timing of the Evaluation to be able to integrate the MICS data, the timing of the new Kosovo Programme Document elaboration did not make this feasible. However, the MICS data can inform the implementation of the upcoming Kosovo Programme. For the ADAP programme, there was outcome data available from the monitoring surveys for youth participants up to nine months after participation in the programme. However, there was no further information about the long-term impact on youth for participating in the programme after this period. There was also no tracking of youth who did not participate in the programme to understand what might have been the specific contributions of the module participation. This data gap was addressed during the Kosovo Programme Evaluation as part of the additional ADAP particular emphasis through integration into a parallel tracer study.

Key Features of Evaluation Structure

The overall evaluation structure was comprised of the following elements:

- **A core evaluation team** of four members – three international and national experts and a KonTerra research assistant
- A four-week youth-focused **tracer study** was carried out by two locally contracted researchers to obtain insights on the long-term impacts of the ADAP programme activities and complementary insights on programme performance that was integrated into the findings from the evaluation team interviews. The tracer study included:
- An assessment of the long-term impact of the UPSHIFT, PODIUM and PONDER modules and to build evidence of the **long-term impact** of participation in these modules.
- **Focus Group Discussions (FGDs) via ZOOM** with representatives from youth cohorts who applied to participate in the UPSHIFT, PODIUM and PONDER modules in 2016 and 2017 disaggregated by three categories: Not accepted, accepted for the trainings, and accepted for the trainings and seed funding (or internships, for PONDER).
- The administration of a **quantitative survey** through a Survey Monkey link which was administered to all of the participating FGD youth from the selected 2016-2017 cohorts. The survey was sent to ***all youth stakeholders*** that UNICEF has contact information to track long-term changes.
- Five **Kosovar university youth** accompanied the evaluation as part of UNICEF's overall vision of youth inclusion and professional development. The youth provided support to the evaluation team members in terms of notetaking, as well as shared their insights and observations informing the data analysis exercises.

- The data collection phase emphasized the collection of **primary qualitative data** through key informant interviews (KIIs) or focus group discussion exercises (FGDs) done virtually through several virtual platforms (Zoom, Microsoft Teams, Viber, Skype, and phone calls). **The secondary quantitative data** was obtained from pre-existing datasets from UNICEF or national sources which was reviewed at the inception phase and during the data triangulation and analysis phase

The evaluation data collection lasted for **four weeks**, and it included a week of virtual data analysis exercise with the ET members and tracer study consultants at the end of the data collection phase.

Data Collection Methods and Tools

The evaluation methods applied in the Kosovo Programme Evaluation were consistent with the methods proposed in the TOR. The primary adjustments- also considering the COVID-19 pandemic restrictions- were the adaptation of the quantitative survey into the youth tracer study process and the integration of the youth volunteer supporters to the evaluation. The number of youth cohorts interviewed throughout the evaluation (tracer study and in the primary evaluation) was expanded beyond what was described in the TOR. These adaptations were developed in response to the consultations with the UNICEF Kosovo Office stakeholders and were intended to reflect the Kosovo Office's commitment to the inclusion of youth and youth voice within programming.

Evaluation Matrix: Two primary evaluation matrixes and the youth-focused sub-evaluation matrix were based on the refined evaluation questions located in Annex 11, profiling the overall Kosovo Programme Evaluation and the ADAP programme sub-evaluation component. These matrixes guided the ET throughout the process of data collection and data analysis and were referred by the team when identifying the linkages between the TOR questions, the sources of data, indicators for analysis, methods of data collection, and methods of analysis. Each type of information contributed to the triangulation of data responding to each of the evaluation questions. The ADAP programme matrix contributed to the overall evaluation findings for the Kosovo Programme and findings from the ADAP programme matrix were integrated into the main evaluation matrix as well.

Data Tools. There were six tools employed as part of the evaluation process (Annex 6). The descriptions included details of administration protocol, informed consent, and ethical considerations to be used with each tool virtually. The six tools were:

1. Key Informant Interview Guide – Central
2. Key Informant Interview Guide – Central: ADAP Programme
3. Key Informant Interview Guide – Municipality Case Study
4. Key Informant Interview Guide – Municipality ADAP Programme
5. Focus Group Discussion – ADAP Programme (Tracer Study and ET)
6. Quantitative Survey – ADAP Programme (Tracer Study)

The KIIs were done using four different semi-structured questionnaires based on the questions outlined in the evaluation matrix. A general KII was developed for all Prishtina level stakeholders and adapted appropriately to the expertise and relevance of the stakeholders under review. An additional Prishtina level KII guide was developed explicitly focusing on ADAP programme questions applied to the relevant stakeholders connected to the ADAP programming. At the municipality level, KII guide was developed for understanding the impact of the ADAP programmes. All interviews shifted to Skype, Zoom, Viber, Microsoft Teams or Cell phone. KIIs and FGDs were carried out both at the local and central levels through virtual platforms.

Tracer Study: The tracer study assessed the long-term changes in the lives of participating youth in UNICEF supported youth activities and gathered retrospective assessments regarding relevance, efficiency, and effectiveness of the ADAP programme activities circa 2016-2017. This was done through the administration of an FGD to the targeted cohorts

through the Zoom platform. The application of a quantitative survey was done via Survey Monkey link to **all** youth for whom UNICEF had contact information. The tracer study gathered data on changes among youth participants more than three years after participation in the programme.

The full description of the ADAP modules can be found in the programme summary Annex 4 (Section 4.8). Three modules were considered in this study: UPSHIFT, PODIUM, and PONDER. The proposed mix of youth group cohorts included:

- Category 1 – Not Accepted: 8 cohorts who applied to UPSHIFT or PODIUM in 2016-2017 and were not selected
- Category 2 – Accepted for Training: 10 cohorts who applied to UPSHIFT or PODIUM in 2016-2017 and were selected for the trainings
- Category 3 – Accepted with Seed Funding: 12 cohorts who applied to UPSHIFT, PODIUM or PONDER in 2016-2017 and were selected for the trainings AND seed funding (or internship, for PONDER)

Additional criteria: The tracer study team aimed to having at least one cohort of predominately Roma, Egyptian, Ashkali in each category and at least two cohorts of predominately Roma, Egyptian, Ashkali in the Seed funding cohort category. Also, the third category included two FGDs with participants in the PONDER activities. The PONDER activities were more individual focused and included an internship. Thus, the tracer study included two FGDs with PONDER participants who have been through the internships programme to gain additional insights into the contributions of this programme to the overall ADAP objectives.

Connection of Tools to Evaluation Dimension. The tools profiled in Annex 6 also describe the link between specific questions on the tools and the overarching evaluation dimensions. The Evaluation Matrixes (Annex 5) provide a summary of the link between each data source and the indicators to be reviewed as part of the process of building conclusions. The format of the KIIs and FGDs in Annex xx are structured to illustrate the linkage between specific interview questions, the evaluation TOR questions, and the respective evaluation dimensions.

Stakeholder Selections

As part of the stakeholder analysis exercise during the inception phase, key stakeholder groups were first identified and then in consultation with the UNICEF KO, a mix of stakeholders was selected to represent all of these stakeholder groups. An over-arching criterion was ***information richness based on purposive sampling***. [3] Criteria included:

1. Information richness (*are the respondents sufficiently familiar with the activities to provide insights from different perspectives including sex, ethnicity, or regional dynamics?),*
2. Accessibility (*can the evaluation team access the stakeholders?),* and
3. Diversity (*Does the mix of stakeholders represent of the diversity of sex and ethnicities among national and sub-national stakeholders?*).

To confirm information richness, the final selection of stakeholders was done in consultation with UNICEF Kosovo.[4] Each of the stakeholder classes had an associated tool (KII or FGD)

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

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

adapted for use in their interviews. Annex 5 provides more description of the approaches to be taken with each tool and the linkage to the evaluation questions.

KIIs and FGDs – Evaluation. Based on the consultation process with Kosovo Programme stakeholders, the following lists summarize the stakeholder categories for KIIs and FGDs interviewed by the evaluation team at both the central and municipal levels.[5]

TABLE 8.1: FGD AND KII STAKEHOLDER CLASSES

UNICEF	Central- Level Stakeholders	
	Institutions of Kosovo	**Others**
UNICEF Kosovo Office UNICEF ECARO	Prime Minister's Office Line Ministries Agencies and Institutes	UN Agencies UNMIK Media Academia NGOs Donors Implementing Partners
	Local Level Stakeholders (each municipality)	
	Institutions	**Others**
	Mayor's Offices Municipal Directorates (For example, Health, Education, Social Welfare)	Implementing partners in local level in health, education, social welfare, or youth UPSHIFT/PODIUM/PONDER Survey and FGD with participant youth

Municipality Selection. While UNICEF supported activities that were implemented throughout different municipalities from the beginning of the current programme cycle, the concept of a targeted, integrated approach in municipalities through the Leave No One Behind was only introduced in 2019 and will not be a focus of the evaluation.
During the development of the data collection phase when it was assumed that the team could carry out field visits, six municipalities were identified for visiting during the evaluation data collection phase. The selection process was carried out in consultation with the UNICEF KO and based on criteria of information denseness, which contained multiple forms of engagement across different programme components and reflected the geographic and organizational diversity of Kosovo. Given the ADAP programme sub-evaluation, some priority was given to those municipalities that had at least one recent ADAP programme module (UPSHIFT, PODIUM, or PONDER in particular). Based on this, representatives from the municipalities we selected for **virtual interviews**: Gjakova, Gjilan, Lipjan, Dragash, Mitrovica, and Zubin Potok.

When the evaluation data collection had to shift to a virtual approach – these six municipalities were still maintained in the evaluation process, but the selected stakeholders were interviewed remotely.

Tracer Study Cohorts. There are three models that have been developed by UNICEF for promoting youth empowerment: UPSHIFT, PODIUM, and PONDER (described in the ADAP Programme summaries in Annex 4). For participation of youth in each of these models, UNICEF periodically puts out a call for group applications for inclusion in UPSHIFT,PODIUM and PONDER. Groups of youth – comprising between 8-15 youth in each group – apply for entry into the modules. For each call, 10 groups are selected to participate in the models for that period. This comprised about 20 per cent of the total number of groups applying during each call. Implementation is carried out through national

[5] See Annex xx for a complete list of stakeholders

youth-oriented NGOs.[6] UNICEF collects monitoring information on the progress of youth cohorts for up to one year after participation in the UPSHIFT and PODIUM.

The tracer study identified a scope of 30 youth groups who had applied to the programme in 2016 and 2017 – including groups who had applied but were not accepted, groups who had applied and participated in the training curriculum and groups who participated in the training curriculum AND received seed funding for project development. The sampling frame for the selection is the UNICEF database of all applicants from 2016 and 2017. The 30 groups selected were done in consultation with UNICEF stakeholders to ensure that they represent UPSHIFT, PODIUM and PONDER modules and non-participants. Sample of the youth groups will be developed in consultation with UNICEF and implementing partners to identify information richness and relevance to the evaluation questions. The proposed mix of youth group cohorts was intended to include:

1. Category 1: 8 cohorts who applied in 2016-2017 and were not selected
2. Category 2: 10 cohorts who applied in 2016-2017 and were selected for the trainings
3. Category 3: 12 cohorts who applied in 2016-2017 and were selected for the trainings AND seed funding (or internships, for PONDER)

Ideally, there was at least one cohort of predominately Roma, Egyptian, Ashkali in each category and at least two cohorts of predominately Roma, Egyptian, Ashkali in the seed funding cohort category. Also, the third category included two FGDs with participants in the PONDER activities. The PONDER activities are more individual focused and include an internship. It also included three FGDs with PONDER participants who have been through the internships programme to gain additional insights into the contributions of this programme to the overall ADAP objectives.

The cohorts represented a mix of cohorts from 14 different municipalities and included representatives from Roma, Ashkali, and Egyptian Communities, Kosovar Serbs, as well as persons with disabilities. About 54 per cent of the interviewed respondents were women. The following table summarizes the number of FGDs and the success rate (percentage of cohorts contacted who were able to be interviewed). In the end, there were some challenges related to identifying and contacting youth cohorts and a number of contacted cohorts declined to participate. Not surprisingly, those cohorts that had been involved in the seed funding modality of UPSHIFT were the most responsive to be interviewed while the cohorts that were not selected were the least willing to be interviewed – requiring multiple reselection of new lists of possible cohorts to be interviewed.

Table 8.2: FGD Disaggregation

FGD Type	Number of FGDs	Success Rate
Applied and not selected	4	21%
Selected for Trainings	10	44%
Seed Funding	15	79%
Ponder	3	69%
Total	**32**	**49%**

Data Analysis Methods

Data analysis was conducted over the course of a week with a combination of synchronous and asynchronous exercises. All team members, tracer study consultants and youth volunteers, participated in both the synchronous and asynchronous exercises. For the synchronous exercises, sessions were held combining Zoom verbal communication with Mural for visual organization. Mural is an online platform which functions as a virtual flipchart where the team could post their thoughts in posted notes and organize through categories and clusters . Constructing the Mural together allowed each team member to have

[6] Such as PEN from the partner list

ownership in the process. In the asynchronous work, team members were invited to do their own 'homework' in Google Sheets set up against the evaluation matrix and in Mural in advance of each meeting. This approach allowed members to have time to reflect as well as time to brainstorm together.

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

Descriptive and comparative quantitative analysis. The pre-existing quantitative data and the tracer study quantitative survey was analysed through descriptive analysis. This involved frequency analysis of key patterns with cross tabulation for dimensions of interest (such as sex or geographic location or ethnicity as available). The analysis sought to identify trends across criteria or time and was disaggregated by sex where possible. The Youth monitoring data included multiple dimensions such as education, psycho-social, employment, and other aspects. Composite measures were developed to synthesize patterns across multiple questions within the same dimension.

Document Review: The documentary review relied on ***thematic narrative analysis*** for highlighting key themes identified in the documents and connected them to the relevant points in the evaluation matrix.

Qualitative iterative data analysis was based on an iterative process of identifying key thought units related to each evaluation question from both the FGDs and the KIIs, organizing these thought units into clusters, and identifying the key themes within each cluster. These were then clustered into categories and emergent themes from each category for further analysis and recategorization to identify key patterns.[7] Evidence for conclusions was built via triangulation analysis. Themes or patterns were examined to determine if they were coming from multiple stakeholder levels and multiple stakeholder categories. Observations or comments that only came from a single source or a single category of stakeholders were given less weight during the building of the analysis. Findings highlighted in the report are those emerging from multiple actors and across multiple stakeholder categories.[8]

Contribution Analysis. The Kosovo Programme had elaborated an overall ToC as well as sector specific ToCs for the programme components (Annex 4, Section 4.4). These ToCs also included extensive narratives with assumptions. The Kosovo Programme and programme ToCs then became the model that described the intended results. This model was populated with the evidence currently available (qualitative and quantitative) related to the outcomes and the programme. During the analysis, the patterns of results were assessed against the links of the ToCs to determine whether the observed patterns matched the ToC model and to identify possible weakness or gaps in the ToC. A reasonable contribution claim was made if: a) there was a reasoned theory of change that is plausible and supported by the evidence; b) the planned activities operationalizing the intervention were implemented in alignment with the ToC; and c) other influencing factors were assessed and their relative role in contributing to the desired results have been recognized and accounted for.

[7] Patton, Michael Quinn. 2010. Qualitative Research and Evaluation. Sage Publication. San Francisco, California.
[8] Stakeholder categories will be disaggregated as well to check for balance among voices. For example, if 10 personnel from a specific municipality noted a certain pattern – this would receive less weight if the 10 respondents were all from different municipalities. The latter would have more generalizability to the national level, while the former would only be relevant to the observations from the single source.

Triangulation. Due to the importance of triangulation of findings from different sources in the exercise, a key component of the data analysis was the analysis debriefings at the end of the data collection phase used to substantiate the findings and to develop the conclusions and recommendations in response to the TOR questions. Triangulation involved comparing information from different sources, collected by different evaluators and obtained from different methods.[9] In alignment with the evaluation's utilization-focused principle, initial findings and conclusions were shared with UNICEF and Kosovo Institutions at the end of the data collection phase for discussion and eliciting feedback or the correction of facts.

Ethical Considerations and Protocols

Ethical Considerations. The evaluation was conducted to ensure compliance with ethical and moral principles through the application of the UNEG Code of Conduct for Evaluation and Ethical Guidelines for Evaluation which has particular relevance in relation to evaluations including affected populations and vulnerable groups – including children.

In the case of the Kosovo Programme Evaluation, the process drew on the pre-existing thematic evaluations to inform the technical results of UNICEF programming. In these thematic evaluations, children and other vulnerable populations had already been interviewed and their voices integrated into the findings related to each programme results. Children had already been interviewed within the evaluation of the Juvenile Justice Evaluation, and the Home Visiting evaluation and did not need to be re-interviewed in this evaluation phase. The ECD/E programming targeted children under the age of five who were not appropriate interview subjects. The only potentially vulnerable category interviewed in this evaluation were the youth within the context of the additional emphasis on the ADAP programme sub-evaluation (and tracer study). For the purposes of the evaluation exercise, only youth above the age of 18 were selected for interviews in the FGDs or KIIs in both the main evaluation and the tracer study.

Because there were no children or vulnerable groups involved in the evaluation data collection, the evaluation did not need to go through a formal Institutional Review Board (IRB) ethics review as part of the design process. However, the evaluation still adhered to the ethical considerations related to participants' safety, confidentiality, and data protection.

Protocols for Safety, Confidentiality, and Data Protection. The principles of ***informed consent*** and the maintenance of confidentiality are crucial pillars of any evaluation data collection exercise. In this case, interviewees were informed verbally at the start of the interview regarding the purpose of the evaluation and was assured of voluntary participation, and confidentiality of all responses.[10] Considering that interviewees had high workloads, the evaluation team used the principle of mutual respect by ensuring that the interviews were as concise and as efficient as possible.

Data protection measures. After data was collected, data protection measures were used to ensure respondent confidentiality across all data instruments. The pre-existing monitoring data from UNICEF were stripped of personal data before sharing with the evaluation team. For the quantitative perceptions survey data collected– names and contact information were not collected in the survey. Data from the survey were kept on a password encrypted computer and were only available to the evaluation team members. Once the evaluation has finished, the raw data will be erased to ensure confidentiality.

For the qualitative data, all interview notes from the evaluation team were kept electronically on password encrypted computers. Personal names and other potential personal identifiers were removed from the data prior to analysis. Data analysis was carried out only with the evaluation team members and university youth to ensure confidentiality. Data compiled in reporting were aggregated so that individual responses cannot be traced to specific locations

[9] See ALNAP. Evaluation of Humanitarian Action: Pilot Guide, ODI, 2013:140 for definitions of each type of triangulation.
[10] The data collection tools in Annex 5 describe in more detail the informed consent and confidentiality principles for each data collection exercise.

or individuals. Both quantitative and qualitative information were maintained on evaluation team computers only until the finalization of the report, at which time it will be deleted to further protect individuals from possible identification.

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

Limitations and Risks

Evaluability Assessment. Evaluability is the extent to which any activity or programme can be evaluated credibly. To a large extent, this evaluability has been informed by data availability, reliability and validity, and programme logframes and ToC development, or logistical or cultural constraints, which may influence evaluation data collection activities.
There were limitations in the use of the Programme ToC for guiding contribution analysis. The original Kosovo Programme Document described a general ToC for the overall programme but did not include programme specific ToCs. During the 2018 SMR, one of the exercises was the elaboration of programme specific ToCs. In 2019, three programme-specific ToCs were published embedded under the original Kosovo Programme ToC – for Health/ECD/Inclusive Education, for the ADAP Programme, and Child Rights Monitoring. The implications of this were that for most of the current cycle, the individual programme components did not have individual ToCs. The relatively recent development of individual ToCs implied that these could not be used as a definitive framework for ToC and contribution analysis. However, the recently elaborated ToCs were built at least partially on implicit theories in use employed by UNICEF personnel in the elaboration of programme activities. As noted in the earlier methodology sections, these implicit theories in use were articulated through naturalistic analysis of interview notes.[11] This provided both a way to assess the UNICEF contributions based on the a priori frameworks used by individual stakeholders and these implicit theories in use were compared against the recently articulated programme ToCs to confirm alignment or highlight potential gaps.[12]

Evaluation Risks The emergence of the global COVID-19 pandemic did present some complications in that travel for both the international evaluators and national evaluator was not possible. Therefore, COVID-19 related adjustments were made to accommodate for the data collection to be done fully remotely.

The evaluation team took a number of mitigation measures which included the use of an array of tools to successfully shift to a remote or virtual methodology. This was feasible because of the high degree of internet penetration among targeted stakeholders and the nature of the evaluation questions. The primary shifts included all interviews done through Skype, Viber, Zoom, or Cell Phone calls with the targeted stakeholders. FGDs with youth and municipality level interviews were also carried out virtually. The quantitative survey for the ADAP Tracer Study was uploaded to Survey Monkey and was made available more broadly then just the Tracer Study cohort participants. The data collection window was expanded to account for the more likely disruptions to interviews. This adjustment did not affect the quality of the data collected.

The team leader and EM held weekly meetings with the UNICEF Kosovo Office to discuss progress and identify any issues as they arose during the remote data collection. Organization and communication were done through shared Google Sheets and TeamUp

[11] Naturalistic inquiry to articulate theories in use will use the same types of interview guide questions, but the construction of the theories in use is based on the way that the iterative analysis exercises are used during qualitative data analysis (from document review and from interview notes). Instead of applying pre-determined categories, the exercise relied on identifying the implicit categories or ways of understanding used by respondents to sort emergent themes.
[12] Lincoln, Y., and E. Guba. Naturalistic Inquiry. Sage Publications. 1985.

Calendar app. UNICEF KO focal points and the ET all had access to these sheets and scheduling of interviews so that any gaps could be identified quickly, and the UNICEF KO could then take action to mitigate.

***Response Bias*:** Response bias was identified as a potential risk for this evaluation. A series of measures were integrated into the methodological approach to responding to issues of consistency and potential bias. First, the selection of stakeholders interviewed comprised a mix to ensure that the respective voices from each of the stakeholder classes were included in the data. Second, the team developed standardized interview protocols based on the evaluation questions to ensure that the interviews were consistent and were easily validated. The protocols ensured that sex disaggregation was integrated into the questions to respondents, but also in the selection of respondents and in the analysis of responses. Ethnic and geographic diversity were also considered in the selection of respondents and the analysis of responses.

Finally, the evaluation team itself represented a diverse mix of nationalities, sex, and expertise. Different members of the team interviewed different sets of stakeholders in order to limit potential interviewer bias. Data analysis was done collectively with all evaluation team members and youth volunteers to triangulated assessments of conclusions and to balance international and national interpretations of the findings. The use of the evaluation matrix sought to balance international and national interpretations of findings.

In the tracer study component, specific protocols sensitive to participation, timing, and acceptance shared invitations and participation of youth – including female youth - in the evaluation process. The evaluation also explored the impact of equality principles on programming responses in terms of activity development, policy influence, or the differential effect of gender on the cascade effect from national to sub-national levels. Gender and ethnicity equality were integrated into the evaluation matrix and subsequently into the interview guide for understanding the interventions.

COVID-19 and Response bias. There had been concerns regarding possible response bias in terms of using remote interview platforms rather than in-person interviews. However, there did not appear to be any response bias involved based on the actual interview experience. The COVID-19 lockdowns did present some constraints, but it was perceived that there was a greater sense of solidarity among everyone participating in interviews. People all seemed to be aware that everyone was suffering the same conditions and situation and there seemed to be a greater willingness to make interview processes work even in the midst of the lockdown.

In addition, there seemed to be more willingness to speak directly and honestly during the interviews than is normally the case for these types of exercises. It is possible that the increased feeling of anonymity of talking on Zoom or Viber or by cell allowed persons to feel more comfortable in expressing themselves. The one limitation of the virtual communication appeared to have less to do with content and more to do with details. Research has shown that virtual communication – especially in group calls – can be more exhausting then in person exercises. As a consequence, Zoom calls – especially with FGDs – had to be kept to about one hour in order not to tire participants. While this was more than enough time to generate key observations, more time in person in the FGDs might have generated more details to reinforce the key observations.

Quality Assurance

Quality assurance in evaluation refers to the process by which evaluation standards will be upheld. In this case, UNICEF uses the GEROS system. The quality of the evaluation was addressed in several ways throughout the process. First, through the application of core GEROS standards; second, through approaches supporting data reliability, consistency, and accuracy; and third through support and oversight provided by KonTerra.

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

a. Specified data collection, analysis, and sampling methods
b. Specified data sources, their rationale for selection and their limitations
c. Described ethical safeguards ensured confidentiality, protected stakeholders'/participants' rights, ensure informed consent, provided feedback to participant, and shaped/checked the evaluators' behaviour of the evaluators
d. Incorporated to the extent possible a human right, gender equality and equity approach in the data approach, analysis, and findings
e. Adequately described the scope and scale of stakeholder consultation.
f. Adequately described the ET limitations and how they were managed
g. Presented findings clearly and based on the evidence provided; this also included a discussion of unexpected findings.
h. Addressed all main questions in the ToR

Activities to ensure data reliability, consistency, and accuracy. The methodology was designed to support data reliability through mixed methods, diverse stakeholder engagement, and triangulation, including the following:

a. Drew information from a diverse range of stakeholders to enhance the accuracy and reliability of data.
b. Ensured stakeholders are relevant and represent true key informants.
c. Ensured that the questions are not leading, assumptions were explicit and research biased were mitigated.
d. In addition, the quality of data analysis was supported through triangulation of results from multiple data sources (document review, key informant interviews disaggregated by stakeholder type, and youth tracer study survey)

KonTerra supervision and expertise. KonTerra's Director of Evaluation & Organizational Learning, Belen Diaz, assumed primary responsibility for contract quality assurance. She maintained an effective working relationship with the evaluation team leader and the other team members. A member of the KonTerra team also provided support as an independent resource on quality assurance. The Director and QA specialist provided an independent review of all deliverables produced during the course of the contract. KonTerra was ultimately responsible to UNICEF for the quality of the evaluation products and ensured the quality of data (validity, consistency, and accuracy) throughout.

Evaluation Reference Group (ERG). An Evaluation Reference Group (ERG) composed of key stakeholders from UNICEF, Kosovo Institutions, Donors, and other key stakeholders has been established as the key steering committee for the overall evaluation process (Annex 10). The reference group reviewed and commented on all products, deliverables, and tools to ensure that the evaluation is appropriate, relevant, and useful for the intended objectives. The reference group was also the primary audience for the exit debriefing presentation conducted at the end of the data collection phase to present preliminary findings and conclusions. The ERG provided immediate feedback to the preliminary findings which the evaluation team took into consideration in the development of the final evaluation report. The ERG also reviewed the proposed recommendations and provided feedback on feasibility and relevance to the Kosovo context. UNICEF will coordinate the ERG's inputs throughout the evaluation process and act as the link between the ET and the ERG.

Timeline

The entire evaluation process was projected to cover 27 weeks starting from January 9 contract signing through July 31 with the submission of the final evaluation report. The overall calendar was adjusted for a remote evaluation considering longer periods required for organizing and scheduling data collection. Main adjustment was a delayed start to data collection phase, a longer data collection window, and shorter commenting periods. Expected date of report finalization is projected to still be the same – July 31.

Table 8.3: Timeline

Phases and Deliverables – January -August 2020	Dates
Phase 1 – Inception	
Kick-off Skype	January 9
Sharing UNICEF Library	January 13
Inception Mission (TL Only)	January 21-23
Desk Review and Preliminary Analysis	January 23-Feb 21
Inception Report Draft 1 Submission to UNICEF	Feb 21
Commenting Phase	Feb 21-March 13
Inception Report Draft 2 Submission to UNICEF (ERG)	March 20
Commenting Phase	March 20-April 3
Inception Report Final Submission to UNICEF	April 10
Phase 2 – Data Collection Phase	
Core Team Orientation	Week of April 20
Tracer Study Orientation	Week of April 20
Tracer Study	April 27-May 22
Evaluation Data Collection Phase	April 27-May 22
Analysis and Synthesis	May 22-June 22
Evaluation Report Draft 1 Submission to UNICEF	June 22
Finalization Phase	
Commenting Phase	June 22-July 3
Submission Evaluation Report Draft 2 (to ERG)	July 10
Commenting Phase	July 10-24

Annex 9: Persons Interviewed

Inception Mission

Name	Position	Organization
Murat Sahin	Head of Office	UNICEF
James Mugaju	Deputy Head of Office	UNICEF
Kozeta Imami	Education Specialist	UNICEF
Shpend Selimi	Operations Manager	UNICEF
Dafina Zuna	Communications and Partnerships Officer	UNICEF
Afrim Ibrahimi	Child Protection Officer	UNICEF
Teuta Pozhegu	Child Rights Monitoring and Social Policy Programme Associate	UNICEF
Adelina Shkodra	Child Protection Programme Associate	UNICEF
Ivana Milosavlijevic	Policy, Programme and Planning Officer	UNICEF
Dafina Mucaj	Health and Nutrition Officer	UNICEF
Feride Dashi	Child Protection and ECD Officer	UNICEF
Dren Rexha	Social Policy Specialist	UNICEF
Teuta Halimi	Child Rights Monitoring Specialist	UNICEF
Laurat Raca	ADAP Officer	UNICEF
Abnora Berisha	ADAP Programme Associate	UNICEF
Arjeta Gjikolli	M&E Officer	UNICEF
Ulrika Richardson	Development Coordinator	UNDC
Qendresa Ibra Zariqi	Child Rights Senior Officer	Office of Good Governance
Albulena Zaimi	Project Coordinator	ADA
Bujar Fejzullahu	Executive Director	PEN
Hana Llazi	Monitoring Officer	PEN
Fiona Kelmendi	Monitoring Consultant	UNICEF
Carlos Acosta	Head of Planning – Regional Bureau	UNICEF
Phillipe Cori	Head of Region – Regional Bureau	UNICEF

Evaluation Data Collection Phase

Name	Title	Institutions
UN Agencies		
Ulrika Richardson	Resident Coordinator	UNDCO
Valbona Bogujevci	Programme Manager	UNDP
Yllka Pllana Lorik Pustina	Assistant Development Coordination Officer UNKT Team Leader	UNKT
Zarife Miftari	Programme Analyst	UNFPA
Vlora Tuzi Nushi	Head of Office	UN WOMEN
Cornelia Schneider	Senior Adviser to the SRSG (ERG member)	UNMIK
Donors		
Gunther Zimmer Albulena Zaimi	Head of Office (ERG member) Project Coordinator	Austrian Development Agency/ADA
Boris Scharlowski Rrezarta Zhinipotoku	Education Project Coordinator	GIZ
Natacha Gomes	Ambassador	Luxembourg Embassy
Sarah Olmstead	Resident Country Director for	Millennium Challenge

	Kosovo	Corporation / MFK
Edona Bajrami	National Programme Officer	OSCE in Kosovo
Nasrin Pourghazian	Head of Office	SIDA
Arber Gorani Berenika Gashi Antigona Mustafa	National Advisor/ Inclusive Education Advisor	USAID
Diego Garrido Martin	Senior Operations Officer	World Bank
Kosovo institutions		
Shqipe Krasniqi	SDG Focal point at Parliament	Kosovo Assembly - SDG Council
Isa Krasniqi Avni Kastrati	Executive Director Director of Social Statistics	Kosovo Agency of Statistics
Alush Istogu	General Secretary (ERG member)	Ministry of Education, Science and Technology
Merita Jonuzi Lulavere Behluli	Child Rights Coordinator Disability focal point	Ministry of Education, Science and Technology
Laberi Luzha	Pre-school Education officer	Ministry of Education, Science and Technology
Naim Bardiqi	General Secretary (ERG member)	Ministry of Health
Merita Vuthaj Albana Morina Fetije Huruglica	Head of Division for Mother and Children Health Head of Division for Primary Health Care Head of Nursing Division	Ministry of Health
Lulzim Beqiri	Head of the Department for European Integration and Policy Coordination (ERG member)	Ministry of Justice
Bajram Bujupi	Head of the Probation Service of Kosovo	Ministry of Justice
Qemajl Marmullakaj	MOJ permanent secretary	Ministry of Justice
Mentor Morina	Director for Department of Social and family policies (ERG member)	Ministry of Labour and Social Welfare
Xhevat Bajrami Vedat Jashari	Director of Youth Department Head of Division for Youth Policy Development (ERG member)	Ministry of Youth, Culture and Sports
Naser Ramadani Merita Berisha Edita Haxhiu	Director Health Information System Epidemiologist/Immunization Specialist	National Institute of Public Health
Tahire Maloku Gjergji	Hygiene Specialist (focal point for nutrition)	National Institute of Public Health
Habit Hajredini Qendresa Ibra Zariqi	Executive Director/Child Protection Officer Child Rights Officer	Office of Good Governance/Prime Minister Office
Edona Hajrullahu	Deputy Ombudsman (ERG member)	Ombudsperson
Selim Mehmeti	Public relations OIC Executive Director	Pedagogical Institute
Vedat Sagonjeva	Executive Director/ Strategic Planning Officer (ERG member)	Strategic Planning Office/Prime Minister Office
Dashamir Berxulli	Vice Rector	University of Prishtina
Municipality Authorities		
Leonora Bakija	Head Nurse, Main Family Health Center Gjakova	QKMF Gjakova
Armend Vokshi	Focal Point at Gjakova municipality	Gjakova Fit for Children
Fejzulla Berisha	Main Family Health Center Director	QMKF Gjilan
Imri Ahmeti	Mayor of Lipjan	Mayor's Office - Lipjan
Merita Bytyqi	Director of Health & Social Department	Mayor's Office - Lipjan
Erseka Hasanaj	Director of Health Department	Mayor's Office - Mitrovica

Shaban Shabani	Mayor of Dragash	Mayor's Office - Dragash
Srđan Vulović Mirjana Vucetic	Mayor of Zubin Potok Mayors office UNICEF focal point (notify Ivana when contacted to follow up)	Mayor's Office - Zubin Potok
Non-Governmental Organizations and Civil Society		
Linda Tahiri Rukiqi	Executive Director	CSR network
Zana Cana Shpend Lila	Coordinator Project Manager	ICK- Innovation Center Kosovo
Abetare Gojani Hana Ilazi Blerta Thaci	Executive Director IPKO Foundation Coordinator Executive Director ODK	IPKO Foundation Peer Educators Network (PEN) Open Data Kosovo (ODK)
Dorina Lluka	Executive Director	YMCA/George Williams Youth Association
Qerim Ondozi	PR Officer (was project focal point)	Press Council of Kosovo
Shukri Mustafa	Operations Manager & Board Member	Raiffeisen Bank
Afrim Maliqi	Executive Director (ERG member)	Handikos
Bujar Kadriu	Executive Director	Kosovar Disability Forum (KDF)
Valon Kurtaj Luljeta Hetemi	Programme Director for research and publication	Kosovo Academy of Justice
Florim Shefqeti	Executive Director	Kosovo Chamber of Advocates (Kosovo Bar Associates)
Ibadete Krasniqi Donjeta Kelmendi	Executive Director OFAP Executive Director KOMF (ERG member)	OFAP Coalition of organisations for child protection (KOMF)
Berat Thaqi Mimoza Shahini	Executive Director Bethany CS Executive Director CHD	Bethany Christian Services Center for Human Development
Arben Osmani Dukagjin Pupovci Petrit Tahiri	Project Manager ECMI Executive Director KEC Project Manager KEC	ECMI - European Center for Minority Issues KEC- Kosovo Education Center
Gazmend Tahiraj	Executive Director	KAPIE
Vlorian Molliqaj	Executive Director	AMC - Action for Mothers and Children
Agron Humolli Makfire Fazliu	Secretary General Programme Director	Red Cross Kosovo
Sokol Kursumlija Nenad Radivojevic	Executive Director AFPK Executive Director Domovik	AFPK - Association for Peace Kosovo Domovik
Boban Mirkovic	Director of Regional office in Mitrovica	Caritas
Mysefa Terziqi Blagica Radovanovic	Executive Director Centre for Democratization Civil Society Executive Director Santa Marija	Center for Democratization Civil Society Santa Marija
	Former UNICEF KO	
Laila Omar Gad	Former Head of Office	UNICEF Kosovo
James Mugaju	Former Deputy Head of Office	UNICEF Kosovo
Josh Harvey	Former Innovations Lab Lead	UNICEF Kosovo, ADAP TEAM
Hana Sahatqija	Former Youth and Adolescents Officer	UNICEF Kosovo, ADAP TEAM
Jeton Siqeca	Former Technology for Development - Innovations Lab	UNICEF Kosovo, ADAP TEAM
Valon Nushi	Former Adolescents Development Officer	UNICEF Kosovo, ADAP TEAM
Aferdita Spahiu	Former Education Specialist	UNICEF Kosovo
Cairan O'Toole	Former CRM Specialist	UNICEF Kosovo
Ardian Klaiqi	Former CP Officer	UNICEF Kosovo
	Current UNICEF KO	
Murat Sahin	Head of Office	UNICEF Kosovo

Dren Rexha	Social Policy Specialist	UNICEF Kosovo
Teuta Halimi Arjeta Gjikolli	Child Rights Monitoring Specialist M&E Officer	UNICEF Kosovo
Kozeta Imami	Education Specialist	UNICEF Kosovo
Laurat Raca Arbnore Berisha Timur Ramiqi	ADAP Officer ADAP Programme Associate ADAP	UNICEF Kosovo
Afrim Ibrahimi Feride Dashi	Child Protection Officer Child Protection Officer	UNICEF Kosovo
Dafina Mucaj and Feride Dashi	Health & Nutrition Officer	UNICEF Kosovo
Dafina Zuna	Communication and Partnership Officer	UNICEF Kosovo
Shpend Selimi	Operations Manager	UNICEF Kosovo
Ivana Milosavljevic Tamara Slavkovic Aleksandar Perovic Milos Vucinic Filip Jaksic	Policy, Programme and Planning Officer Programme Associate UN Volunteers UN Volunteers UN Volunteers	UNICEF Kosovo Mitrovica Office
	UNICEF Regional Office and HQ	
Philippe Cori	Regional Deputy Director	UNICEF ECARO
Sabina Zunic	Planning and M&E (Sabina stretch as DR)	UNICEF ECARO
Aaron Greenberg	Child Protection	UNICEF ECARO
Nina Ferencic, Ilaria Favero	ADAP	UNICEF ECARO
Parmosivea Soobrayan	Education	UNICEF ECARO
Basil Rodriques, Svetlana Stefanet	Health & Nutrition	UNICEF ECARO
Chulho Hyun	Communication	UNICEF ECARO
Ivelina Borisova, Alekandra Jovic	ECD	UNICEF ECARO
Artashes Mirzoyan, Lydia	Partnership	UNICEF ECARO
Fabio Friscia	Adolescent Development Specialist	UNICEF HQ - ING BANK Focal Point
Sheeba Harma, Maha Muna	Gender	UNICEF ECARO
Lori Bell	Former M&E Advisor	former UNICEF (ECARO)
Mario Mosquera	C4D	UNICEF ECARO

Annex 10: Kosovo Programme Evaluation Support Committees

10.1 Kosovo Programme Evaluation Management Task Force

Background

Although several evaluations have been conducted of specific components of the current Kosovo programme, no full programme evaluation has been conducted in Kosovo to date. Aligned with corporate policy requirements, this formative evaluation of the Kosovo* Programme (KPE) serves both accountability and learning purposes. The KPE sets out to document and account for UNICEF's performance and contribution towards Kosovo development goals. The KPE will look back and assess the relevance, effectiveness, sustainability, efficiency, synergies and longer-term changes associated with UNICEF's portfolio, and programmatic and strategic choices made in the design and implementation of the KP to identify good practices and draw lessons and forward-looking recommendations that can inform the implementation of 2021-25 Programme1. The KPE will inform the UNCDPF planning process and development that is expected to be completed by the last quarter of 2020. To ensure smooth implementation and full ownership of the evaluation findings, UNICEF Kosovo Office is establishing an internal management task force that will be responsible for the oversight of the evaluation process.

The overall management of the evaluation:

As per the 2018 UNICEF Policy on the conduct of evaluation, the Kosovo Programme Evaluation will be managed by the UNICEF Regional Office for Europe and Central Asia (ECARO). Ms. Ashley Wax, Multi-Country Evaluation Specialist has been appointed by the ECA Regional Office to manage the Kosovo Programme evaluation. KonTerra Company has been selected to undertake the Kosovo Programme Evaluation with Mr. Terrence Jantzi assigned as the team Leader of four additional consultants. At the UNICEF Kosovo Office level, Teuta Halimi, Child Rights Monitoring Specialist will serve as a focal point for the evaluation implementation.

List of UNICEF Kosovo Internal Management Task Team:

1. Murat Sahin, Head of Office, UNICEF Kosovo.
2. James Mugaju, Deputy Head of Office, UNICEF Kosovo.
3. Shpend Selimi, Operations Manager, UNICEF Kosovo.
4. Dren Rexha, Social Policy Specialist, UNICEF Kosovo.
5. Teuta Halimi, Child Rights Monitoring Specialist, UNICEF Kosovo
6. Ivana Milosavljevic, Policy, Programme and Planning Officer, UNICEF Kosovo, Mitrovica Zone Office.

Duties and Responsibilities

During the implementation of the UNICEF Kosovo Programme Evaluation for 2016-2020, the members of the Management Task Force will be responsible on the overall oversight of the process, more specifically to:

- Ensure full ownership of the Kosovo Programme evaluation findings among all UNICEF Kosovo staff members and external partners.
- Support the involvement of stakeholders and its representativeness through participation in the Evaluation Reference Group and those that will contribute as key informants.
- Support the scoping and validation of the Kosovo Programme Evaluation Terms of References (ToR).

[1] The rolling Situation Analysis is expected to be finalized in September to inform the drafting of UNICEF`s Programme Strategy Note (PSN) that will begin during the third quarter of 2019 and is expected to be finalized by October 2019. Together with other relevant exercises and documents, the PSN will inform the CPD planning process that is expected to be completed by May 2020.

- Provide strategic direction and inputs to the Evaluation Team.
- Reinforce involvement and close engagement of all UNICEF Kosovo staff on the support of Kosovo Programme evaluation process, specifically the Kosovo Programme Evaluation Implementation Task Team.
- Thorough review of evaluation inception report; first draft and the final draft findings report.
- Support the dissemination of evaluation findings.
- Support the management response and the utilization of Kosovo Programme Evaluation findings for UNICEF programming and strategic positioning.

10.2 Kosovo Programme Evaluation Implementation Task Force

Background

Although several evaluations have been conducted of specific components of the current Kosovo programme, no full programme evaluation has been conducted in Kosovo to date. Aligned with corporate policy requirements, this formative evaluation of the Kosovo* Programme (KPE) serves both accountability and learning purposes. The KPE sets out to document and account for UNICEF's performance and contribution towards Kosovo development goals. The KPE will look back and assess the relevance, effectiveness, sustainability, efficiency, synergies and longer-term changes associated with UNICEF's portfolio, and programmatic and strategic choices made in the design and implementation of the KP to identify good practices and draw lessons and forward-looking recommendations that can inform the implementation of 2021-25 Programme2. The KPE will inform the UNCDPF planning process and development that is expected to be completed by the last quarter of 2020. To ensure smooth implementation of the Kosovo Programme Evaluation, UNICEF Kosovo Office is establishing an internal implementation task force that will be responsible for the implementation of the evaluation process in the ground.

The overall management of the evaluation:

As per the 2018 UNICEF Policy on the conduct of evaluation, the Kosovo Programme Evaluation will be managed by the UNICEF Regional Office for Europe and Central Asia (ECARO). Ms. Ashley Wax, Multi-Country Evaluation Specialist has been appointed by the ECA Regional Office to manage the Kosovo Programme evaluation. KonTerra Company has been selected to undertake the Kosovo Programme Evaluation with Mr. Terrence Jantzi assigned as the team Leader of four additional consultants. At the UNICEF Kosovo Office level, Teuta Halimi, Child Rights Monitoring Specialist will serve as a focal point for the evaluation implementation.

List of UNICEF Kosovo Internal Implementation Task Team:

1. Fiona Kelmendi, Monitoring Consultant, UNICEF Kosovo.
2. Laurat Raca, ADAP Officer, UNICEF Kosovo.
3. Teuta Pozhegu, Child Rights Monitoring and Social Policy Programme Associate, UNICEF Kosovo
4. Adelina Shkodra, Child Protection Programme Associate, UNICEF Kosovo.
5. Arbnore Berisha, ADAP Programme Associate, UNICEF Kosovo
6. Tamara Slavkovic, Mitrovica Zone Office Programme Associate, UNICEF Kosovo.

Duties and Responsibilities

During the implementation of the UNICEF Kosovo Programme Evaluation for 2016-2020, the members of the Implementation Task Force will be responsible for the overall implementation and logistics of the evaluation process, more specifically to:

[2] The rolling Situation Analysis is expected to be finalized in September to inform the drafting of UNICEF`s Programme Strategy Note (PSN) that will begin during the third quarter of 2019 and is expected to be finalized by October 2019. Together with other relevant exercises and documents, the PSN will inform the CPD planning process that is expected to be completed by May 2020.

- Compile all the necessary documentation and the library that will inform the Kosovo Programme Evaluation, including and not limited to all financial related and other internal documents.
- Arrangement and organizing of the Evaluation Reference Meetings, including documentation of Agendas, Minutes of the Meeting, and others as relevant.
- Arrangement of the individual in-depth interviews and focus groups discussion, including logistical arrangements for travel, venues, and organization of in
- Support the implementation process of the tracer study for the ADAP programme.
- Support documentation of all evaluation related documents.
- Support the design and layout of the evaluation findings report.
- Other ad-hoc relevant tasks as deemed necessary and requested by the evaluation team.

10.3 Evaluation Reference Group (ERG)

Background

UNICEF is planning to undertake the evaluation of the Kosovo[3] Programme for 2016-2020 . In accordance with UNICEF's evaluation policy, an Evaluation Reference Group (ERG) will be established comprising the main stakeholders to the evaluation. As outlined in the Kosovo Programme Document, the main components of UNICEF's programme in Kosovo include four main pillars: namely (1) Child Rights Monitoring and Advocacy; (2) Inclusive Education and Child Well-being; (3) Adolescents Development and Participation; and, (4) Child Protection Systems, and Social Protection and Inclusion. The preparatory phase of the evaluation has begun with development of an evaluation Terms of Reference (TOR), the inception phase is scheduled in January-March 2020 including the inception mission and the main evaluation mission in April - May 2020, that will culminate with a presentation of preliminary findings of the evaluation team. The draft evaluation report is expected July 2020 and the final evaluation report by August 2020.

The Evaluation Objectives and Focus

The evaluation will critically assess UNICEF's strategic positioning and programmatic choices made given Kosovo Institution priorities, and identify lessons learnt and best practices in order to accelerate the achievement of equitable and sustained outcomes for the children, especially the most vulnerable in Kosovo. The knowledge generated by the evaluation will be used by the Kosovo Institutions and UNICEF to inform the planning and strategy definition for the new Kosovo Programme 2021-2025 Kosovo Programme. The evaluation will be conducted by an independent external evaluation team and will be undertaken in a consultative, inclusive, and participatory process.

Function, Composition and Purpose of an ERG

An ERG acts in an advisory capacity and does not have any formal evaluation management responsibilities. ERG members will provide inputs on all main evaluation deliverables. ERG comprises of members who are regarded as key stakeholders in relation to the Kosovo programme being evaluated. The ERG established for this programme evaluation will be co-chaired by UNICEF and the Director of the Office of Good Governance/Office of Prime Minister, and it is normally convened three times during the evaluation process, i.e.:

1. at the end of the inception mission where the ERG will meet the evaluation team leader and provide inputs to the envisaged evaluation approach.
2. at the end of the missions where the team leader will present the preliminary observations and findings of the evaluations team in an aide-memoire; and
3. when the evaluation report has been completed and the team leader presents the main findings and recommendations.

The Purposes of an ERG are to:

[3] All references to Kosovo are made in the context of UN Security Council 1244 (1999).

1. Facilitate participation of key stakeholders during the entire evaluation process including the planning phase where the initial design and scoping of the evaluation is done.
2. Add transparency to the evaluation process.
3. Build a common vision with key partners around UNICEF's presence and programme of work in Kosovo.
4. Support the dissemination of the evaluation results.
5. Act as experts in an advisory capacity with a view to optimize the relevance, independence, quality, credibility, and impartiality of the evaluation.

ERG members will be expected to:

- Be a sounding board for feedback during the evaluation.
- Provide feedback on the evaluation approach presented by the Evaluation Team Leader if an Inception Mission is organized.
- Enable access to key informants during the evaluation process.
- Participate in interviews with evaluators as relevant.
- Review and comment on the inception report.
- Participate in the presentation of evaluation preliminary findings.
- Review and comment on the draft evaluation report.
- Review and discuss the final report, in particular, findings and recommendations that concern possible strategic shifts UNICEF should consider.

The proposed composition of the Evaluation Reference Group is outlined in Table 1 (attached below).

Evaluation Management and Team

The Kosovo Programme Evaluation (KPE) will be managed from UNICEF's Regional Office for Europe and Central Asia (ECARO) in close collaboration with the UNICEF Kosovo Office. From UNICEF Kosovo, the Head of Office is responsible for oversight, overall coordination and ensuring independence of evaluation in a capacity of a Co-chair of the ERG. The UNICEF ECARO focal point for evaluation is Ms. Ashley Wax (awax@unicef.org) and UNICEF Kosovo Office focal point for evaluation is Ms. Teuta Halimi, CRM Specialist (thalimi@unicef.org).

The evaluation team will be comprised of independent consultants with substantive and relevant expertise in conducting complex evaluation in the Western Balkans/Central Asia/Caucasus including one or more Kosovo consultant(s).

The evaluation will be conducted by independent US based evaluation company "KonTerra" and team comprises of:

- Dr. Terrence Jantzi, Team Leader
- Ms. Zehra Kacapor-Dzihic
- Ms. Blerta Perolli Shehu
- Ms. Orinda Gjoni

Annex (1): Evaluation Reference Group Membership

	Institution	Representative
1	Office of Good Governance/Office of Prime Minister	Habit Hajredini
2	Strategic Planning Office/Office of Prime Minister	Vedat Sagonjeva
3	Ministry of Education, Science and Technology	Alush Istogu

4	Ministry of Labour and Social Welfare	Mentor Morina
5	Ministry of Health	Naim Bardiqi
6	Ministry of Justice	Lulzim Beqiri
7	Ombudsman Office	Edona Hajrullahu
8	KOMF	Donjeta Kelmendi
9	Respecting Our Rights (ROR)	Rea Sylejmani
10	Handikos	Afrim Maliqi
11	UNDCO	Lorik Pustina
12	UNMIK	Cornelia Schneider
13	EU Office	Stergios Tragoudas
14	Austrian Development Agency (ADA)	Gunther Zimmer
15	Ministry of Culture, Youth and Sports	Vedat Jashiri

Annex 11: TOR Question Refinement

Based on the inception mission consultations, the RB had recommended reviewing and if possible, reducing the number of TOR questions. Based on the exploration of Kosovo stakeholder interests, the following suggestions are made for contextualizing the original TOR questions to the Kosovo programming and stakeholder interests. Due to the extra interest in a deeper review of the ADAP programming, it is suggested to have a separate section with the youth relevant TOR questions even though much of the information will come in the same stakeholder interviews for the overall KP evaluation.

General Evaluation TOR Questions

Dimensions	Original TOR Questions	Observations	Suggested Evaluation Question Revisions
Relevance: To assess alignment of the programme interventions to existing strategies and policies UNICEF and institutions of Kosovo	1. To what an extent has UNICEF balanced the need to advance child rights for all children while at the same time focusing on at-scale results for the most vulnerable boys, girls, and youth at risk of being left behind? 2. Were the implementation strategies utilized relevant for the context, and the way it has evolved? How useful were the cooperation tools applied for ensuring KP coherence with evolving priorities? 3. To what extent have the strategic recommendations of previous evaluations been used to reshape UNICEF's programme and influence Kosovo Institution policy? Have other management tools employed been sufficient to	A key emergent theme from UNICEF stakeholders during inception consultations was the importance of understanding UNICEF's comparative advantages and added value to the context and the mix of UN Agencies and other development actors. The original TOR questions for this dimension focused on UNICEF approach and selection of implementation strategies as well as on the degree to which management tools and pre-existing information were integrated into shaping the current Kosovo Programme Document. Given that the implementation strategies are the operationalization of the approach, it is suggested that the implementation strategies can be integrated as a sub-question under the approach. Further, it is suggested to elaborate an additional TOR question specifically highlighting the issues of comparative advantage, strategic positioning and added value.	1. **Strategic Positioning and Comparative Advantage**: To what extent has UNICEF's strategic positioning remained fit-for-purpose to advance child rights for all children, considering the changing context, Kosovo priorities, partner landscape and needs? a. To what extent is the equity approach integrated into UNICEF's support of system strengthening and other programming? b. To what extent is UNICEF strategically positioned to inform Kosovo development planning an allocation of Kosovo Institution budget to advancing child rights for all children? 2. **Balance and Approach**: Were the implementation strategies utilized relevant for the context, and the way it has evolved?

	inform UNICEF's programme adjustment and coherence over the period?		a. Was the resourcing of UNICEF programming aligned with Govt. stakeholder priorities or context needs? (or something to that effect). Was UNICEF investing its resources in the right places? b. To what extent is UNICEF's approach relevant for ensuring the most vulnerable children are not being left behind? 3. **Integration Lessons and Management tools:** To what extent have the strategic recommendations of previous evaluations been used to reshape UNICEF's programme and influence Kosovo Institutions policy? Have other management tools employed been sufficient to inform UNICEF's programme adjustment and coherence over the period? How useful were the cooperation tools applied for ensuring KP coherence with evolving priorities?
Effectiveness: evaluating the extent the programme outputs have contributed to immediate developmental changes and mid-term results at the outcome level	4. To what extent were programme results achieved under the KP outcomes? 5. Were there any unintended negative or positive outcomes and, if so, were they appropriately managed? 6. Has gender been effectively mainstreamed in programme implementation and, if not, how	Because of the system building component in UNICEF programming, some of these questions will necessarily overlap somewhat with the questions related to sustainability. A key issue emerging from inception consultations pertained to bottlenecks between policies and actions. Kosovo was seen as having a broad array of very well-developed policies, but there were seen to be major challenges with the effective implementation of these policies – especially at sub- Kosovo or local levels. The identification of factors that created these bottlenecks is seen as a significant contribution of this	4. **Achievement of Results**: To what extent were programme results achieved under the KP outcomes? Were there unintended positive outcomes as well? a. What were key factors (internal or external) influencing the results? b. How has the KP contributed to the observed context progress in the

	could it be done better? 7. To what an extent has the KP contributed to the alleviation of system level bottlenecks and social norm change toward greater inclusion of marginalized children? 8. To what an extent do the individual KP components and implementation strategies reinforce each other to fully leverage the contribution that UNICEF makes towards expected results? 9. Have opportunities to enhance programme effectiveness and mitigate risks been appropriately managed?	evaluation for defining points of intervention in the next KP Cycle. Because the bottlenecks question, Question #7 relates to long term sustainability, it is suggested to move this question to the sustainability section. Question #8 is located in effectiveness, but also has relevance to synergies – intra-organizational synergies of programming. It is suggested to move this question to the synergies section given the importance of synergy both internally and externally that emerged during inception consultations. Questions #5 and #9 are somewhat overlapping in that they both ask about risk management and the responsiveness of the UNICEF office in responding to risks. It is suggested to merge these two questions into a single question.	realization of child rights? 5. **Unintended Outcomes and Risk Management**: To what extent has the KP been appropriately responsive to managing risks or unintended negative consequences or to opportunities to enhance effectiveness? 6. **Gender and vulnerability**: Have gender or attention to vulnerable and hard to reach populations been effectively mainstreamed in programme implementation and, if not, how could it be done better?
Efficiency: to assess the programme timely and cost-efficient implementation and result based management	10. To what extent are the resources (financial and human resources) allocated by the CO appropriate to support the implementation of strategies and achievement of KP results and, if not, what could be done to ensure resources match programmatic ambitions and needs? 11. To what an extent has the CO demonstrated capacity to take appropriate actions when funding opportunities arose?	The efficiency questions in the original TOR highlight the allocation of resources and the responsiveness of the CO for fundraising. These are potentially appropriate. However, given the nature of the funding architecture within the KO, these are not particularly useful for future Kosovo Programme Document development. It is suggested to add an additional standard TOR question in evaluations regarding timeliness of programming.	7. **Timeliness**: To what extent were planned activities and outputs delivered within the intended timeframe?
Sustainability: To evaluate the extent to which the programme interventions can be scaled up, and to	12. To what extent are the results of the KP at district, regional and Kosovo levels institutionalized within Kosovo Institutions and scale-able? 13. In the shorter and longer-term, what opportunities can be	As mentioned in the effectiveness section, it is recommended to move the bottlenecks question to the sustainability dimension given its importance for identifying measures and opportunities for ensure sustainability of implementation of policies. The bottleneck question also overlaps with the question of institutionalization of Kosovo Institutions and it is	8. **Bottlenecks and Institutionalization**: To what an extent has the KP contributed to the alleviation of system level bottlenecks and social norm change toward greater inclusion of marginalized children?

what extent the capacity of the institutions of Kosovo and partners will ensure the sustainability of the programme initiatives, and appropriate UNICEF exit strategies	identified to enhance sustainability of the programme and diminish risks?	suggested that these two be combined. The two original questions in this dimension appear to differentiate between the sustainability of the results and the sustainability of the UNICEF programme. This distinction is also kept in the revised questions.	d. To what extent are the results of the KP at district, regional and Kosovo levels institutionalized within Kosovo Institutions and scale-able? e. Where are the key barriers that inhibit the operationalization of policies at the Kosovo level to local affected populations? f. What can the KP do to overcome these barriers?
Synergies: To assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners	14. To what extent has the KP been designed/adapted and implemented in line with the SDGs and priority targets for children? What role has UNICEF played in promoting the mainstreaming of these targets with Kosovo Institutions and with partners? 15. To what extent is UNICEF coordinating with development partners and other UN agencies to avoid overlaps, leverage contributions and catalyse joint work?	The question of synergies was another frequently cited emergent theme from the inception consultations. However, because of the particularities of the Kosovo relationship to the UN, the SDGs may not be the most useful framework for describing synergies. The Kosovo Institutions are not required to report against the SDGs and the Kosovo Assembly only recently passed a measure to voluntarily ascribe to the SDGs. It is recommended to rephrase this question to focus on existing Kosovo strategies and targets rather than the SDGs per se. It is suggested in the rephrasing to highlight both internal synergies (original TOR question #8) as well as external synergies both with Kosovo institutions and UN actors. In the original TOR questions, #14 is implying an assessment of alignment while #15 is assessing coordination. It is recommended to combine these two elements into a single question focusing on both coordination/alignment with Kosovo institutions, as well as with UN actors and other development actors.	9. **Intersectorality/Synergy**: To what an extent do the individual KP components and implementation strategies reinforce each other to fully leverage the contribution that UNICEF makes towards expected results? 10. **Coordination and Alignment**: To what extent has the KP been coordinating with Kosovo institutions, development partners and other UN agencies to avoid overlaps, leverage contributions and catalyse joint work in line with Kosovo and UN policies, SDGs, plans, or strategies?
Long-Term Change: To understand the degree of UNICEF	16. To what extent can UNICEF be considered to have contributed to observed progress in the realisation of children's rights? Has progress made contributed	The long term change original TOR question is highlighting the UNICEF contribution to ongoing social change. This is covered already in the sustainability dimension questions.	Assessed through Sustainability questions

contribution to long term changes	to narrowing equity gaps (children with disabilities, ethnic minority children, rural children)?		

ADAP Programme TOR Questions

It is suggested that the Youth related TOR questions be identified separately although the information will be a subset of what emerges from the general stakeholder interviews. Given the thematic nature of the other programme evaluations in Kosovo (Juvenile Justice in Child Protection, or Home-visiting in Health), it is suggested that the evaluation of the ADAP programme should place a particular emphasis (although not exclusive) on the development and application of the UPSHIFT, PODIUM and PONDER models within the ADAP Programme. The ADAP programme questions can be integrated into the evaluation mission for the core evaluation team and it is proposed to utilize the tracer study to track the long-term results of these activities for Kosovo youth in terms of empowerment and employability. To this end, the questions prioritize UPSHIFT, PODIUM and PONDER within ADAP programming.

Dimensions	Suggested Evaluation Question Revisions
Relevance: To assess alignment of the programme interventions to existing strategies and policies UNICEF and institutions of Kosovo	1. **Relevance and Comparative Advantage**: Were the implementation strategies with ADAP programming relevant for the context, and the way it has evolved? Especially for UPSHIFT, PODIUM and PONDER?
Effectiveness: evaluating the extent the programme outputs have contributed to immediate developmental changes and mid-term results at the outcome level	2. **Achievement of Results**: To what extent were ADAP programme results achieved – especially for UPSHIFT, PODIUM and PONDER? Were there unintended positive results? b. What were key factors (internal or external) influencing the results? 3. **Gender and Vulnerability**: How inclusive has the ADAP programme been in terms of gender and hard to reach populations? if not, how could it be done better?
Sustainability: To evaluate the extent to which the programme interventions can be scaled up, and to what extent the capacity of the institutions of Kosovo and partners will ensure the sustainability of the programme initiatives, and appropriate UNICEF exit strategies	4. **Programme sustainability**: In the shorter and longer-term, what opportunities can be identified to enhance sustainability of the ADAP programming – and especially the UPSHIFT, PODIUM and PONDER programmes?
Synergies: To assess the degree to which UNICEF programming is internally synergistic and externally coordinated with other actors and partners	5. **Intersectorality/Synergy**: To what an extent does the ADAP programme – and especially the UPSHIFT, PODIUM and PONDER activities - reinforce with sector programming to fully leverage the contribution that UNICEF makes towards expected results? 6. **Coordination and Alignment**: To what extent has the ADAP programme – and especially the UPSHIFT, PODIUM and PONDER programming -been coordinating with Kosovo institutions, development partners and other UN agencies?

Long-Term Change: To understand the degree of UNICEF contribution to long term changes	7. **Contribution**: What has been the long-term change in the lives of participating youth as a result of the ADAP programmes – especially the UPSHIFT, PODIUM and PONDER programmes?

Annex 12: Youth Volunteers Reflection and Insights

Background

The UNICEF Kosovo Office has sought opportunities to integrate youth voice into all processes and levels – such as the formation of a Youth Reference Group for the evaluation which operates in parallel to the standard Evaluation Reference Group and serves as a mechanism to insert youth observations into the review of evaluation products.

In this vein, as part of the evaluation process, the Kosovo Office facilitated a "youth accompanied" evaluation process. Five first and second year university students from the University of Prishtina, four women and one man, served as youth volunteers on the evaluation. Four of the students were in the Psychology programme and one was from the Sociology programme. Their recruitment came through a Psychology university professor with connections to UNICEF who helped promote the opportunity. The participating students received internship credit for their participation.

The volunteers were integrated into all the data collection processes as well as the data analysis exercises and conclusion building. The volunteers would accompany evaluation team members and tracer study consultants to virtual interviews, take notes, and debrief with the ET members afterwards sharing their thoughts and impressions. The youth participated on a rotational basis to ensure that one youth volunteer was joining each arranged interview. This meant that any one youth volunteer would participate in two or three KIIs or FGDs per week. The youth also participated in the week-long team debriefing and analysis exercises and were requested to post their insights and observations into the Google sheets and Mural platforms used by the ET as well as participate in the live synchronous sessions.

After the evaluation data collection phase had ended, the ET facilitated a debriefing and reflection on the process with the youth. The intent had been to develop a brief synopsis of lessons learned. However, during the debriefing, the youth volunteers themselves asked if they could write about the experience and their observations in their own words.

This is their product.[216]

Youth Volunteer Reflections

"*All kids need is a little help, a little hope and someone who believes in them*" is a well-known quote from the basketball player Magic Johnson but that we would modified a bit with adding also the term – youth – because it fits very well with our experience as student volunteers during the UNICEF Kosovo Programme Evaluation. Believing in youth means also giving them the chance to grow themselves by ensuring opportunities for development, beyond words and promises. Being part of the youth accompanied group on the evaluation done by KonTerra company, was one of those chances where we learned and gained one of the first professional experience to make an assessment/evaluation, adding to the fact that this evaluation was done remotely and this makes the whole involvement unique that not every student who studies social sciences (sociology and psychology) at University of Prishtina "Hasan Prishtina" has.

During this one-month engagement, we learned a set of skills (note-taking; how to be swift but comprehensive; the importance of team work; not just collecting data, but respecting everyone's opinions and adding to it) that we believe could be transferred to our current field of study. We were given the opportunity to work with a highly professional and supportive team thus making this whole process more enjoyable therefore we can unanimously say that the team's support and willingness to help us was the key element that made this experience

[216] Except for formatting and minor grammar, the document has been left in the words of the youth themselves as they wrote it

beneficial yet fun and professional. The team was extremely considerate of our faculty schedules and made sure that we were not overwhelmed, ready to answer all of our questions, but most importantly they created an environment where our opinions were heard and welcomed. Along with that, if we talk about the technical side, the thing that was useful the most was the debriefings after the interviews and all of this gave to us an insight of how a professional assessment is organized and also how to critically approach UNICEF's work in Kosovo. This last one was of great importance considering that it built in us an analytical viewpoint of the programme, as well as providing a deeper look into the situation of children and youth in Kosovo.

In relation to the content of the evaluation, we found that UNICEF enjoys a good reputation and has a strong brand among its partners, whether institutional or non-government organizations, that creates a strategic position and stability of UNICEF to continue further with the realization of its priorities on the next cycle of the programme, that in comparison with the last one, seems to be much more concentrated.

For this reason, UNICEF is perceived both from within the organization and from outside, that its main focuses are early childhood development, disability agenda and youth empowerment. UNICEF constantly provides very useful and important data through MICS that is a one of a kind tool in Kosovo, and also good partnerships and collaborations across multiple levels of stakeholders such as UN agencies, the Kosovo Institutions and its ministries, local municipalities as well as donors. One of its brands is the home-visiting program that based on the interviews held with municipality officials is considered crucial not only on providing the professional help but also on changing the mentality: *"It is very good when you feel the institutional support and advice…It has had a huge impact on the lives of mothers and children"* - said one of the interviewees. But the biggest challenge related to this program is the ability of the municipality to have their own independence on realizing this program. For this reason, some of the interviewees said that UNICEF's programs are still needed till this institutional maturity is formed.

In terms of education and youth empowerment, during our discussions with the team we mentioned the sustainability of the workshops (Ponder, Podium and Upshift) because sometimes is perceived that not all marginalized young people are gaining the same level of skills in comparison with their peers who are placed in a different social stratification status. Another strong area where UNICEF shines is its flexibility and fast response when it is needed - an amazing example for this is their very rapid response during the emergency situation of the COVID-19.

In the areas we believe UNICEF can improve its work are on focusing and prioritizing problems and giving more efforts to a specific area rather than having a wider approach but not yielding as many results. Another area to improve on is making more efforts in gender equity, we think that there is more that could be done such as trying to equalize the numbers of participants in the youth projects because they are mainly more dominated by girls.[217]

Also, in the youth programs we believe more can be done in reaching more vulnerable groups, as well as marketing them more. Another area is the maintenance of the programs and the longevity of them, we think that the programs and their goals are great but more needs to be done in the follow up aspect, an idea for this is more cooperation with the local NGO's and a better communication with the respective ministries. But a big challenge seems to be the instability of political situation that we hypothesized that it may or may not create problems in the full implementation of the three priorities and in their success, although it must be said that UNICEF, based on its many years of work, enjoys the respect of all political parties in Kosovo.

[217] The overall gender distribution among the youth models is about 57% women.

With reference to our recommendation for UNICEF on going forward internally as an agency, is just to maintain its synergies and positive outlook. We found the internal working of UNICEF to be very professional and competent.

Whereas what we recommend regarding involving youth accompanied in remote evaluation is that it would have been helpful if we had received ahead of time a little report about the person to be interviewed and their engagement with UNICEF so that we better understand their comments. The students most important task was considered taking notes from the interviews although they were all submitted to the interviewee, they all got the same feedback, maybe it would be more fruitful if they would get a comment back because it would give a better insight on focusing on the 'critical points' on the ongoing interviews in other terms the students will develop great skills on observation, on processing and brainstorming and triangulation of all the information from the interview.

In conclusions, we appreciate the overall experience to learn in the aspect of the scientific methodology of evaluating a program but also in the aspect of understanding better the importance of UNICEF office in Kosovo by getting acquainted with its activities and mandate.

We would like to sincerely thank the UNICEF office for the invitation, professor Kaltrina and the entire evaluation team from KonTerra for their support and cooperation!

Annex 13: Youth Tracer Study Technical Annex

Introduction

The ADAP programme component is evaluated as part of the overall Kosovo Programme Evaluation. This technical annex summarizes the key findings from the Youth Tracer Study and focuses principally on the performance of the three ADAP modules: UPSHIFT, PODIUM, and PONDER. The structure follows the evaluation matrix for the ADAP programme review and covers Relevance, Effectiveness, Efficiency, Sustainability, Synergies, and Long-Term Impact (Annex 5). The summary is to be complementary to the overall evaluation process and feeds into the findings, conclusions, and recommendations described in the Kosovo Programme Evaluation.

Project Models: The UPSHIFT model works with a cohort of 3–5 youth who have applied together to carry out a social project. The youth go through a short training together with an implementing partner that focuses on life skill development, critical thinking, and employability. After the training, some cohorts receive seed funding to implement a social project over the course of three months. A social project is to be a private enterprise activity with social benefits – such as the establishment of plant stands in public centres or the establishment of a 3-D printing workshop available for youth to use. The types of social projects carried out varies considerably across the cohorts. The PODIUM model follows a similar pattern except that the youth are expected to engage in an awareness campaign after the training (and do not receive seed funding). The PONDER model is an individual-oriented model intended to improve critical thinking and media awareness. Participating individuals after the training are intended to be linked with an internship in a media company or other business.[218]

Methodology Summary

The full methodology description and tools are found in Section 2 of the evaluation report, with further details in Annex 8. In brief, the report summarizes the findings from three different data streams: a) 15 key informant interviews (48 per cent women) with youth-specific stakeholders among Kosovo Institutions and NGOs, as well as current and former UNICEF KO and Regional Office Staff (Annex 9); b) 32 FGDs representing a mix of youth (54 per cent women) who had participated in UPSHIFT, PODIUM, and PONDER – with the UPSHIFT and PODIUM participants representing the 2016 and 2017 cohorts; and c) 486 survey respondents (67 per cent women) from participants in modules throughout the current programme cycle 2016–2020.

The FGDs[219] with youth who participated in 2016 and 2017 included a mixture of types of cohorts: a) youth who had applied to UPSHIFT or PODIUM but were not selected; b) youth who had been selected for UPSHIFT or PODIUM trainings; c) youth who had been selected for UPSHIFT or PODIUM and received training as well as seed funding to carry out a social project over a period of three months after the trainings; and d) Recent PONDER participants who had been involved in the internship programme of that model. There were some challenges related to identifying and contacting youth cohorts, and a number of contacted cohorts declined to participate. The cohorts represented 14 different municipalities, and included representatives from Roma, Ashkali, and Egyptian communities, Kosovar Serbs, as well as persons with disabilities.

About 54 per cent of the interviewed respondents were women. The following table summarizes the number of FGDs and the success rate (percentage of cohorts contacted who were able to be interviewed). Not surprisingly, those cohorts that had been involved in the seed funding modality of UPSHIFT were the most responsive to being interviewed, while the

[218] The youth models are described in more detail in Annex 4.4.
[219] Annex 6.

cohorts that were not selected were the least willing to be interviewed – requiring multiple new lists of possible cohorts to be interviewed.

Table 13.1: Tracer Study FGDs and Success Rate

FGD Type	Number of FGDs	Success Rate
Applied and not selected	4	21%
Selected for trainings	10	44%
Seed funding	15	79%
PONDER	3	69%
Total	**32**	**49%**

The online survey developed was based on the pre- and post-monitoring survey the UNICEF KO uses as part of the monitoring process of the UPSHIFT and PODIUM models. In addition to basic (anonymized) demographic data, the survey contained five composite measures to assess changes in psycho-social-economic status, and one section related to an assessment of the quality of the activities in which they participated –[220]

1. Education: level of education and focus of study
2. Economic activities: employment activities or other income sources
3. Readiness self-assessment: skills and competencies related to employability[221]
4. Participation and empowerment: degree of inclusion in social groups and cohorts, volunteering, and inner strength
5. Primary contribution of the models: assessment of degree of contribution to 11 different factors (such as teambuilding, communication, or economic integration)
6. Quality of the activities: ratings regarding relevance, timeliness, implementation, and effectiveness

Respondents were asked to assess their current status in all of the psycho-social-economic dimensions, as well their status at the time of participation. These scores were compared to the monitoring data compiled by UNICEF for triangulation.

The survey was administered via SurveyMonkey, communicated through individual emails to former participants (during this past programme cycle), and promoted by UNICEF on their Facebook page to encourage former participants to check their email and respond to the survey. The exact number of persons contacted is unclear, as not all individuals in the UNICEF database had functioning email addresses or were members of the UNICEF Facebook page. Therefore, the exact response rate cannot be determined, although it is likely around 15 per cent of the total contacted. In total, 486 persons responded to the survey. Unfortunately, about one-third of the respondents did not fill out the impact modules sections of the questions, so functional analysis of impact is based on 331 persons. The following table summarizes the basic demographic distribution of the survey participants.

Table 13.2: Demographic Distribution of Survey Respondents

Demographic	Distribution
Gender	Women: 67% Men: 33%
Ethnicity	Kosovo Albanian: 86% Kosovo Serb: 11% Roma: 3%
Age	15–26 years. Biggest percentage (32%) between 18 and 21
Year Participated	43% from 2019 All other years between 10 and 15%

[220] Annex 6.
[221] One subset of questions pertained to specific knowledge of business practices that were not relevant for the PONDER respondents – therefore, this measure included a general readiness section and a business-only section that only UPSHIFT participants were to fill out.

Model	UPSHIFT: 42% PODIUM: 25% PONDER: 39% More than one: 10%

Findings

Relevance

All three types of data streams affirm **the relevance of the three models for the Kosovo context**. The KII stakeholders noted that the ADAP programmes are relevant to unmet needs within the social context as well as Kosovo Institution priorities. Kosovo has one of the largest youth demographic profiles in the region, and there is concern that that the current education system does not prepare young people for the job market (noting very low PISA scores), while non-formal education initiatives are scattered across various actors.[222] The Kosovo Institution representatives also noted that there is a need to tackle youth education, and this has led to more support for youth empowerment and resilience. **The Kosovo Institutions adopted a set of youth-related regulatory and policy documents that recognize the needs of young people and approaches to tackle these needs.**

The desk review found that the UNICEF ADAP programmes align with Kosovo policies on youth (particularly when it comes to entrepreneurship education, youth participation, media literacy, and 21st century skills more generally). During the data collection phase, **stakeholders perceived UNICEF as having a comparative advantage and being a leader in the ADAP programmes, with a holistic approach to youth empowerment.**[223] In addition, UNICEF's reputation has led to good trust towards the KO and is seen as being very good in motivating and encouraging youth participation.

According to the ADAP Innovation Lab documentation, one important stance within the programme philosophy is that the programme places **a young person in the centre of the programme** and does not consider them as mere beneficiaries. The Kosovo Innovation Lab reports contended that this has created added value for the programme as well as being better able to tailor activities to meet needs. The interviewed youth in the FGDs also affirmed these activities as relevant for the youth of Kosovo. They noted that for the most part, they do not consider that youth receive much support from Kosovo Institutions and other actors in society, and these activities were seen as a good opportunity to be able to voice their ideas and contribute to their communities. In the quantitative survey, 89 per cent of the respondents rated the activities as highly relevant to their needs.

Youth interviewed also noted that these activities can contribute to building youth capacities and prepare them for economic integration. However, they felt that **the most important contribution was that it gave the youth a sense of responsibility to contribute to positive changes in their community**. One interesting difference among the models is that while all of the models did influence education and career orientations, **the PONDER participants (internship programme) did not have this same community contribution ethos** compared to the PODIUM and UPSHIFT participants because of the individual-oriented focus of the PONDER programme in comparison to the PODIUM and UPSHIFT community orientation. For example, the PODIUM and UPSHIFT training models included a component oriented towards the development of social projects in the community and the applicants were required to apply as a cohort. In contrast, the PONDER participants applied as a single person and went to a single internship oriented towards their personal career development.

[222] UNICEF, *Kosovo Demographic Dividend*., 2016.
[223] See Sections 4.2.3 and the Outcome 4 Programme Description in Section 4.3.

One element that was brought up by Kosovo Institution representatives is that the primary core of the ADAP programme is focused on the implementation of the three models at the local level. **There were some observations that it would be helpful to also provide additional focus towards central-level youth policies and to also include greater integration and collaboration with existing Kosovo Institution youth structures at local and central levels for youth work.** They noted that the primary point of connection with the models is through NGOs rather than municipal directorates.

Effectiveness

Participation

The youth models have scaled up their outreach considerably over the Kosovo Programme Document 2016–2020. According to one of the UNICEF databases, the three youth models (UPSHIFT, PODIUM, PONDER) between 2016 and 2020 reached 18,833 persons from 34 municipalities through 309 project cohorts. There has been an increase in the scale-up of the models, with the largest number of participants coming in the final full year (2019). There has been increased representation of non-Albanian populations in the most recent years, but the overall percentages are still quite low, with about 91 per cent of the participants being Albanian Kosovar in each of the models (Figures 13.2 and 13.3). As seen in Figure 13.4, UPSHIFT represents the majority of participation (53 per cent).

Table 13.3: Participation by Year[224]

		Percentage of respondents that are				
	Participants	**Women**	**Albanian**	**PODIUM**	**PONDER**	**UPSHIFT**
2016	3,206	57%	93%	34%	5%	61%
2017	4,773	54%	94%	7%	22%	71%
2018	3,651	55%	95%	20%	42%	38%
2019	5,586	57%	85%	24%	30%	46%
2020	1,617	53%	91%	55%	0%	45%
Total	**18,833**	**53$**	**87%**	**22%**	**22%**	**56%**

FIGURE 13.1: PARTICIPANTS BY YEAR

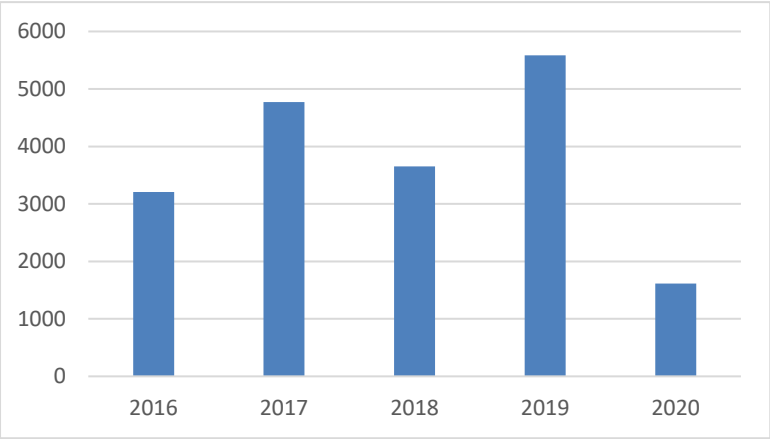


FIGURE 13.2: GENDER AND ETHNICITY PERCENTAGE BY MODEL

[224] From one of UNICEF databases tracking youth participation.

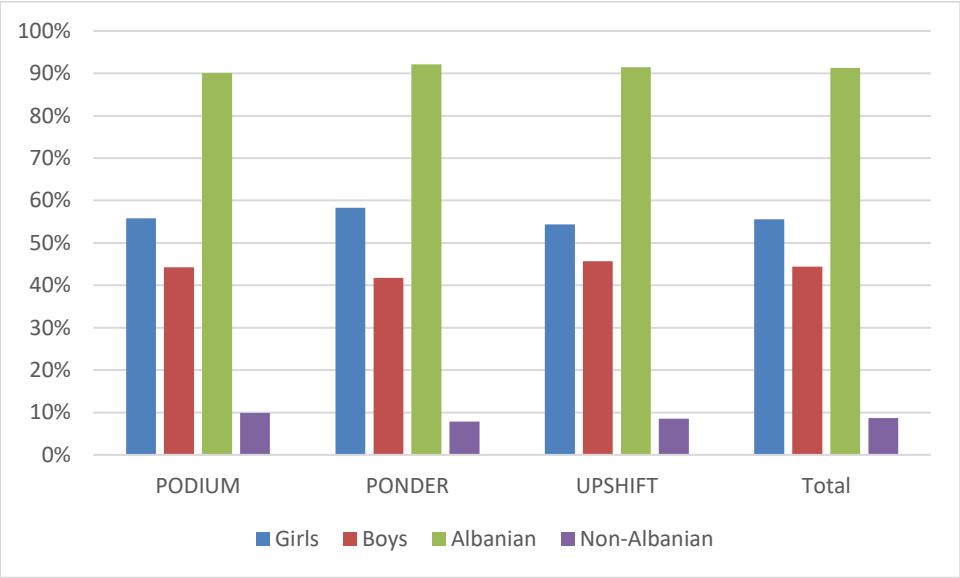


FIGURE 13.3: GENDER AND ETHNICITY BY YEAR

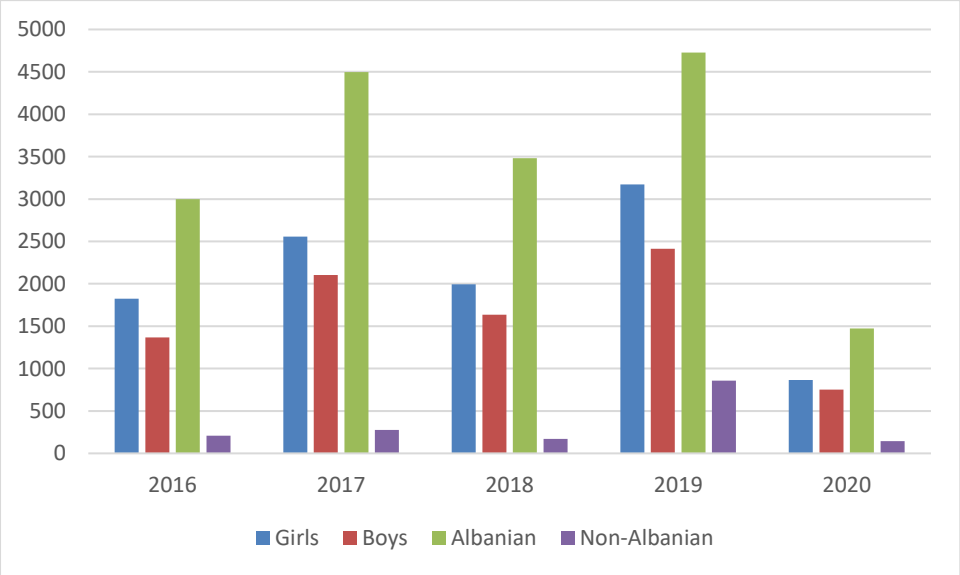
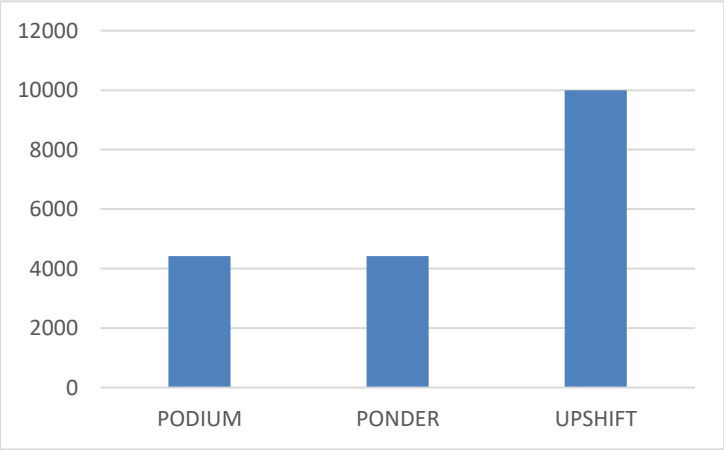


FIGURE13.4: PARTICIPANTS BY MODEL



Immediate Effects

From the KIIs with central-level stakeholders, **the ADAP programmes are seen to have been extremely beneficial and hold catalyst potential**. According to the programme logic outlined in the ADAP documentation, investment in increasing skills contributes to

more empowerment and young people's resilience to external and contextual factors. It helps youth build opportunities which they would not have had otherwise (entrepreneurship, further education, local participation, etc.). The KIIs and FGDs with youth stakeholders did confirm this logic in that they saw that the programmes have been youth led with high youth participation in the preparation and implementation of the programme, which increased young people's ownership of the programme but also raised their capacities to develop their initiatives and take more of a leadership role overall.

There is also a strong consensus among stakeholders at the central level that **ADAP programmes have brought significant results for young people,** including: empowerment of young people engaged in the programme; raised entrepreneurial skills and understanding of how to conduct business and financial management (understanding of taxes, financial systems, etc.); improved research skills, enabling young people to research community needs and respond to them through innovative initiatives; media literacy (e.g. recognizing fake news) and critical thinking; and more general 21st-century skills. The current education system across different age groups does not provide a systematic approach (or has no approach at all) to developing these skills, as the education system is still based on approaches that do not allow for placing a student/young person at the centre of the education process.

The observations of programme effectiveness from the perspective of the youth participants is similar, although slightly more nuanced. **The primary contributions cited by the youth and the survey participants were towards the development of soft skills such as teambuilding or communication**. Roma/Ashkali/Egyptian participants involved in the FGDs also reported improvements in critical thinking and self-confidence. The youth from the FGDs expressed high appreciation for the opportunities that resulted from the models and shared that for many of them, this has shifted their education focus. **They felt that participation in these models gave them a better orientation to their careers** and what they might want to do after school. Among the FGD cohorts, **38 per cent of the social projects from the 2016/2017 period are still active,** and about 20 per cent of the survey respondents noted that they are still in touch with their cohorts. Not surprisingly, this was highest among the most recent participants and declined the further back in time the cohort had been active.

The connection and collaboration with the respective municipality during the implementation of the project was generally low. The degree of support that the interviewed youth perceived varied according to the municipality or NGO involved. The modality involved also affected the degree of connection to the municipality or NGO. None of the interviewed cohorts involved in only training reported any connection to municipal structures. About half of the seed funding cohorts reported that they had engagement with the municipality while carrying out their social project. The cohorts from Gjakova reported the best experiences with municipal and NGO connections, which may reflect the Gjakova Fit for Children pilot legacy. During the programme cycle, a pilot project was carried out in Gjakova Municipality called "Gjakova Fit for Children", which was intended to provide holistic attention to children and youth in Gjakova through convening and coordinating with multiple stakeholders across different disciplines (education, health, youth) and sectors (municipal authorities, civil society, NGOs, beneficiaries) to work collectively to build a wraparound service. This pilot is a precursor to the 2019 pilot by UNICEF in five municipalities to reach 100 per cent of children through integrated programming.

Gjakova Fit for Children was not an ADAP programme per se, but it appears that it had a contribution to the patterns observed among the UPSHIFT, PODIUM, and PONDER participants. There were also observations from the KIIs regarding the consideration of how to strengthen the formal Kosovo Institution linkages with these models at both the central and municipal levels.

The FGD youth stated that they had **received little to no follow-up from the NGO or from UNICEF once the training or seed-funded project had been completed**.

They suggested that this follow-up would have been important for them to continue to better consolidate the learnings from the trainings and the seed projects. In the survey data, only 23 per cent of the respondents reported receiving follow-up from their implementing partner or from UNICEF after the completion of the activities.

Factors Affecting Results

Programme Design and Implementation

The initial design of the models was developed by the UNICEF Innovation Lab in consultation with young people. **The process of designing the models was considered innovative**. The consultation process was affirmed for its emphasis on mutual learning while piloting the activities and models. Programme ideas and approaches were developed in close consultation with and leadership from young people, which strengthened their ownership and understanding of what programmes (and thematic areas) could bring. The process was considered to be something of an innovation in focusing not just on the duty bearers in advocacy, but also mobilizing and empowering the rights holders (youth) as well.

Respondents felt that the UNICEF staff were very professional and appreciated what was seen as an innovative methodology for taking into consideration the interests of the youth and giving a voice to youth. Implementation of the models is carried out through implementing partners in a range of localities. The implementing partners select the youth cohorts for participation in consultation with UNICEF and carry out the activities and trainings based on the model.

Youth FGD stakeholders reported that they became aware of the opportunity to apply to the programmes through school sessions organized by UNICEF throughout urban and rural municipalities. The criteria for participation in the UPSHIFT and PODIUM models were that they had to be secondary students enrolled in school and to be a group of at least four (with two girls at least). Additional information was also made available by UNICEF through social media to promote a call for application. Some of the interviewed cohorts noted the challenge of establishing gender balance for the application. **Those cohorts from rural areas had difficulty convincing the parents of girls to allow them to participate in a three-day workshop in the municipal centre.** Some of the cohorts noted that they had to have a number of meetings with some parents before the girls would have permission to participate.

The application process was through an online platform. As part of the application process, the youth had to do some preliminary data collection regarding their municipality and outline ideas of what they might do as part of the model. This information was mostly collected through online sources rather than connecting with municipal directorates.[225] Although most noted that the application process was not difficult, they did mention that it was a very long process and requested a lot of detailed information. One concern that was expressed was that youth who were connected to the Internet and social media had a much easier time completing the application process, but those **youth without Internet experience or from areas without good Internet access were often inhibited from being included**.

The youth mostly reported organizing themselves to apply based on forming a group with other youth that they already knew in their class at school. The initial framing of the programme was to be able to give back something to their community and to build a better community. **Thus, one of the main motivators for applying tended to be that they wanted to bring change to their community, with 75 per cent of the interviewed cohorts noting that this was their primary motivation**. It is interesting to note this motivation because one of the overarching objectives of the models is to promote youth

[225] The Ponder process is slightly different due to the individual nature of the programme and internships.

employability. Youth respondents noted that even though the initial call was oriented towards community change, they felt that **the models themselves did not have a focus on social issues** but seemed primarily oriented towards business development and entrepreneurship.

The core of the PONDER and UPSHIFT models is a three-day workshop carried out by the implementing partner in the municipality centre. The youth appreciated the methodology, which was considered innovative and youth centred. They did note that the compact nature of the event meant that they were receiving a lot of information over a short period of time, which was challenging to absorb. **They noted that they would have appreciated having the same types of activities spread over a longer period of time.**

In general, the interviewed youth affirmed that they had a great relationship with UNICEF staff and the local partner staff. Youth shared that they felt very appreciated during the workshops. The staff were very open to supporting youth at every step of project design, and praise was directed towards the mentors who supported the process. For the seed-funding modality, during the implementation of the social project youth did note that **they had very few in-person meetings and mostly communicated through email or mobile phone.** This presented some challenges for the cohort to maintain their connection and solidarity over time.

Social Contributions

As with the overall Kosovo Programme, **even though there is substantial stakeholder affirmation for UNICEF accomplishments and contributions in the ADAP programme, the actual quantification of the effectiveness of these models is limited by the degree of internal and external data availability**. There are three challenges for tracking the contributions of the models to the situation of youth in Kosovo: objective clarity, indicator development, and coverage.

Objective Clarity. Interviewed respondents in both the KIIs and FGDs – including UNICEF personnel, implementing partners, Kosovo Institution representatives at central and local levels, and the youth themselves, were all **highly affirming of the potential of the models for social change.** However, they tended to interpret the desired social change differently. The ADAP programme documentation notes that the intent of the models was to build life skills and to enhance market integration of youth. Interviewed respondents tended to cite other objectives, including:

- Citizenship and democracy-building skills
- Connection to municipalities for increased voice and influence of youth
- Improving education outcomes of youth
- Economic integration
- Building better communities and engaging in communities
- Life skills development

These are laudable aspirations, but one of the challenges when the overarching social objective is not clearly shared by all stakeholders is **that the design of the activities and focus of the models may not be sufficiently linked to be able to maximize the objective**. As noted earlier, youth did report that they had been motivated to join because of the prospect of improving their communities and then found a set of activities primarily focused on entrepreneurship. These were also valuable experiences, but not the same experiences as they had been expecting.

Indicator Development. In the absence of a commonly shared social objective for the models, it is **difficult to identify outcome and social indicators that could be tracked to assess the impact of the activities**. For example, a programme designed to increase youth employment should be able to be linked to declines in youth unemployment rates. A programme designed to minimize emigration pressures should be able to be linked to

changes in emigration patterns. A programme that is designed to improve education should be able to be linked to improved education outcomes (or PISA scores).

Coverage. As noted in the main evaluation report, **activity-level reporting of numbers in the M&E system is not able to capture the degree of coverage** of scale-up of the activities. Although the internal monitoring data is recording increasing numbers of youth participating in the models, the data is not able to reflect whether this comprises a high percentage of the youth in these municipalities or if these are relatively small percentages of youth. The coverage question becomes important when assessing scale-up and institutionalization of the process.

Scale-up and Targeting

Related to the challenges in tracking the contributions of the ADAP models to the outcome and impact-level changes, there were also some concerns expressed regarding the targeting of the participants included in the models. FGDs with youth suggested that most of them reported that **they perceived the programmes to be targeting youth who were already empowered** and the most active in their communities. This is triangulated from the pre- and post-monitoring scores from UNICEF and the SurveyMonkey participants. The readiness score is an example. This is a set of 13 questions in which respondents assess the degree of confidence they have in various skills and tasks and aptitudes. These questions can be linked together to create a single composite measure scaled to 100 points.[226] Scores above 75 points would be considered very high scores. The average composite measure score from the UNICEF monitoring data in the test prior to participation in the models was already 77 points – signifying that even before participation in the models, the youths' readiness self-assessment score would already have been considered very high. At the end of the monitoring phase after the completion of the activities, **the average composite readiness score was essentially unchanged, likely because the scores were high to begin with.** These scores did not vary depending on ethnicity or gender – meaning that even if the youth involved was a woman or Roma, **they were still showing highly empowered scores**.

More recently, **the ADAP team is reviewing how to reach out to the more deprived and harder-to-reach youth for their engagement in the programme**. This could be a more challenging task, but stakeholders at the central level do affirm these plans by UNICEF to reach out to these groups. There is a concern that the programme activities, selection criteria, and timing would likely need to be significantly adapted to be appropriate for youth who are not as empowered or who may lack the necessary information technology skills or social connections required for engaging in the current programme. It was noted that the announcements and updates on these models primarily reach youth through social media and those who use Internet technology daily. Youth who are not as connected to the Internet become unintentionally excluded. The models themselves appear to be attractive to women, given that the majority of participants are women. However, **there does not seem to be any documented analysis of how the activities may have been shaped by a gender analysis lens**. While overall participation of women in the programmes does not seem to be a factor, it may become more prominent if the programme is directed to harder-to-reach populations, and this risk may be relevant for consideration.

Sustainability and Synergies

Sustainability

Because this programme component relies the most heavily on direct implementation of models through implementing partners, the questions of scale-up and uptake of the models

[226] Assume the point value of 1–5, with 5 being most confident. For every question there is a point value. Sum the questions and scale to 100 points ([Sum-13]/52*100).

are more prominent than for other programme components. The **direct implementation of the models is successful through implementing partners; however, there is less evidence that Kosovo Institutions and municipalities are able to take up these activities for attending youth.** Among the partner list, this programme component comprises the largest number of local NGOs or civil society partners and the fewest partnerships with Kosovo Institutions. However, the outputs as phrased in the Kosovo Programme Document logframe are focused on institutional capacity strengthening – which is not necessarily possible by supporting NGOs to carry out activities. The activities cited in UNICEF reports primarily emphasize the implementation of the various youth models directly with youth through implementing partners. Stakeholders noted that there remain challenges for transitioning the PODIUM, PONDER, and UPSHIFT models to Kosovo Institutions (meaning uptake and scale-up by local- and central-level Kosovo Institutions). Stakeholders also noted that there is a gap in connecting the UNICEF UPSHIFT, PODIUM, and PONDER activities with pre-established youth structures or municipal structures. For example, a youth innovation hub in Gjakova was established on the same street as the local youth council centre (supported by the municipality), but there was no formal connection between these two entities.

Based on the annual reports and interviews, it appears that **the UNICEF KO ADAP team has taken a two-pronged approach to the scale-up of the ADAP models – but neither directly involves the municipalities or the Kosovo Institutions connected to youth** (such as the Ministry of Youth).

First, there is a plan in the ADAP programme to institutionalize UPSHIFT via integration into the secondary education curriculum. According to Tracer Study FGDs, the youth themselves strongly appreciated the pedagogy of the trainings in the models for improving critical thinking skills and other life skills. The youth themselves had advocated that this type of pedagogy ought to be included in the education system, where they perceived there to be a gap for encouraging critical thinking. Improved critical thinking skills in the education curriculum could help contribute to addressing the education stakeholders' concerns regarding the low PISA scores in Kosovo.

However, **it should be noted that there are opposing views on the value of seeking to scale up these models or including them into the education system**. Some stakeholders interviewed at the central level felt that the models would continue to work best as part of the informal education system and economy rather than being integrated into the formal education system or having explicit linkages with Kosovo Institution ministries. For example, one contribution to long-term impact cited is that of mentorship – bringing renowned young people (successful people, those studying abroad or running their business, etc.) or other renowned persons to mentor participants throughout the process is seen as a driver of success. There is not a consensus that this mentoring component could be maintained if the models were transitioned to the formal system. Another important concern is that, once scaled up within the system, the programme methodologies (mentorship, non-formal education approach, empowerment and building confidence, innovation) will cease to have such an important value, which was the central part of the programme and hence its value. At the same time, there were concerns that if the intent is to improve PISA scores, there may be better solutions than integrating the UPSHIFT model into the curriculum.

The second approach taken by the UNICEF KO ADAP team for scale-up of the models is through a stronger connection to private sector businesses. The global UNICEF Generation Unlimited initiative emphasizes a greater integration of UNICEF programming with the private sector. Since 2018, there are more references in annual reports to integrating private sector support with ADAP programming. These include opportunities for internships, a mentoring programme, and private sector financing for seed funding or other activities. Annual reports record a high number of activities with the private sector, but relatively few activities oriented towards strengthening central- and municipal-level institutions (such as the Ministry of Youth or the Youth Councils).

There appears to be an implicit emphasis towards sustaining the models themselves (UPSHIFT, PODIUM, and PONDER) than on optimizing education or youth systems in Kosovo. Private sector engagement with UPSHIFT, PODIUM, and PONDER aligns with global UNICEF priorities, and education curriculum integration aligns with education stakeholder concerns regarding low PISA scores and the potential for improved critical thinking. **However, neither integrating UPSHIFT into the education curriculum or connecting UPSHIFT, PODIUM, and PONDER to private sector support will connect well with or strengthen pre-existing municipal- and central-level institutions with youth mandates.**

Synergies

Internal Synergies. Stakeholders see that the **ADAP programme has been rather isolated from other UNICEF "traditional" sectors.** This may have helped with innovation and testing methodologies, but it prevented coherence and building synergies with other programme pillars (e.g. education and youth; health and youth; juvenile justice and youth). Stakeholders did recognize that intra-ADAP programme synergies and coherence have been high, and the models can build on each other. However, cross-sectoral integration of the models is missing within UNICEF (and with other actors). Since 2018, there have been more examples of inter-programme synergies with the ADAP youth models – the most commonly cited example being the Lipjan juvenile justice centre as part of the child protection programme.

External Synergies. **External synergies were seen as areas that could be expanded**. As mentioned in the main report, there is substantial interest in the models and their adaptation by other actors – however, these actors have not been engaging with the UNICEF programming directly, but have developed their own separate programmes. There were some references too regarding duplication of programming efforts, where UNICEF-created youth centres were operating in parallel with Kosovo Institution–sponsored youth centres. There could be more actions directed towards synergies with other Kosovo Institution ministries besides the Education Ministry. The law on youth was mentioned as an important change that could allow for better engagement with young people and help them increase their skills and community contribution. Connecting the models through this law could be one avenue for building increased external synergy with institutions.

Among civil society, UNICEF KO is recognized for having good relationships with a broad range of NGOs, but these were also noted to be primarily bilateral relationships within the frame of programme implementation. Among interviewed youth, **there were few references to experiences in which different actors were brought together to support youth**. Most of the interviewed youth were actually engaged with the Local Youth Action Committees – an initiative supported by Kosovo Institutions – and they will collaborate with the municipal authorities occasionally for sporadic activities. The youth also noted that there are different NGOs that will work with them, but these are bilateral activities with one NGO. One item in the selection process is that the youth noted that they were usually selected because they already had a close relationship with the NGO implementing partner.

Therefore, **many of the participating youth in the ADAP programme appear to have had membership in the Local Youth Action Committees *and* a close connection with the NGO implementing partner. However, these two relationships did not overlap with each other**. They could not identify examples of multi-actor engagement with youth. The FGD youth recommended that UNICEF should consider extending its **network of NGOs** and municipalities to continue to strengthen relationships with local institutions. Most of the youth did report that **they are still engaged and active in different local NGOs so the youth themselves could also become members** of this network over time.

Long-term Changes

A key part of the tracer study was to assess the long-term impact of the programme models by tracking participants from the 2016/2017 cohorts and through the virtual survey. The most important anecdotal long-term change has been in the increase in youth resilience and entrepreneurship that comes from the better understanding, knowledge, and skills developed through the models. **However, stakeholders could not evidence these changes beyond anecdotal descriptions of specific cases.**

From the FGDs, one clear pattern that emerged is that **the most significant effects come from the UPSHIFT model with seed funding for a social project**. More than one-third of the social projects created in 2016 are still active in 2020. In terms of empowerment, participation, and life skills, there was a substantial difference between the UPSHIFT model with seed funding and the UPSHIFT model with training only. The training-only model participants interviewed four years after participation were more similar to the "not accepted" groups than they were to the UPSHIFT groups with seed funding in terms of their current education and employment status and the degree of critical reflection and empowerment profiled.

This suggests that for sustained long-term impact, it may be important to build the seed funding modality into the activities. However, it may be that the true effect is seen because of the length of time and continued engagement with the NGOs/UNICEF due to the seed funding project. Those participants who only participated in trainings would have had relatively little follow-up engagement. Whether it is the actual work of building a social project or whether it is an effect of longer-term follow-up could not be determined based on the available evidence, but this has important implications for uptake in the secondary school system. **The formal school system is not likely going to be able to sustain seed funding projects, but it could be structured to provide long-term follow-up with the youth**.

Survey Results on Key Dimensions. Unfortunately, it was not possible to compare rejected youth with those who had participated in the UPSHIFT models with seed funding and those who had only participated in the virtual survey. However, it is possible to compare the long-term changes among the different models and compare the situation of respondents at the time that they participated in the activities with their current situation a number of years later. The virtual survey assessed the six dimensions cited in the methodology section to triangulate with the FGD interviews. The following table provides the key summary points for the findings.

Table 13.4: Survey Results by Impact Dimension

Dimension	Key Summaries
Education	• 48% are still in studies or training • 72% reported that the participation contributed to their education • 51% reported switching their education focus after participation in the modules
Economic Activities	• 77% are now employed in some form • 71% were employed in some form at the time of their participation
Readiness	• Current readiness score is high (79 out of 100) • No statistically significant different from their readiness scores at the time of participation • No difference among the models • No difference among years
Participation and Empowerment	• 80% are currently involved in clubs and groups • 73% are currently engaged in volunteer activities – these are almost exclusively related to litter pick-up or the environment • 54% of cohorts are still connected – 92% in most recent years, but even 30% from earlier

	• 23% believe that their views are considered in the municipality; there are higher percentages in recent years • 65% say that their vote makes a difference in the municipality; there are higher percentages in earlier years
Skills Contributions	• Highest contribution ratings were for: teambuilding, personal organization, and communication skills • Medium rating: education, inner strength, problem solving, volunteering, and clubs • Low ratings: budgeting and community engagement • Lowest rating: economic integration
Quality of Activities	• 97% reported satisfaction with the activities • 55% of PONDER participants reported having an internship; 56% of these rated them as useful, and 16% reported that they obtained subsequent employment through the internship • Only 23% reported having follow-up interactions from the NGO or UNICEF after the model was completed

Implications

Education. The patterns support the FGD observations regarding the positive impact on education. A substantive majority reported that these models contributed to their education; more than half switched their careers after participating, and about half continue their studies today.

Economic Activities. **The potential of the models for enhanced market integration cannot be confirmed** with the existing data. As with participants already being empowered, the findings suggest that the participants involved in the models were the **respondents who were already integrated into markets**. While there is a statistically significant difference between the percentage employed currently and those employed at the time of their participation, both percentages are very high in a context where youth unemployment is considered to be very high. The selection process for participation may have unintentionally prioritized those who already had skills relevant for markets. As a result, it may be important to consider selection processes that target those with fewer pre-existing market integration skills.

Readiness. The readiness self-assessment score suggests that **participants were already empowered before participation in the models**. The high average composite measures - on both the UNICEF monitoring data and on the survey responses themselves - are surprisingly high and surprisingly consistent from year to year and model to model. There is no statistically significant difference in scores no matter which model the respondent participated in nor in which year they participated. Given the observations from the FGDs, it seems likely that this is due to high pre-existing levels of empowerment. However, one other element to be pursued is that these scores are based on self-assessment regarding skills and attitudes. It could be that respondents are overly confident of their own skills and thus are rating themselves more positively than they really are.[227] It might have been possible to track changes over time if a different type of assessment was used that was not based on self-reporting of attitudes and skills.

Participation. **Respondents appear to be highly connected to groups in their contexts and engaging in volunteer activities,** with a high degree of ongoing connection with their cohorts. It is not possible to determine whether these characteristics were pre-existing based on the available data. One interesting pattern is that respondents were fairly pessimistic about their influence with the municipality – suggesting an area for future integration into the activities. However, the more recent participants tended to be

[227] This is sometimes called social desirability bias.

more optimistic about their influence in the municipalities compared to participants from earlier years. **It could be that the programme models have already been adjusted, leading to more positive results in terms of municipality connection** in recent years.

Contribution of Models. The model activities were seen as having good contributions to a wide range of factors. **The most important were for building soft skills and communication skills, as well as mobilization and education opportunities**. One item for consideration is that although the logic of the UPSHIFT model is oriented towards improved market integration; **market integration was actually the lowest rated** of the 11 factors. Respondents also rated community engagement and budgeting/financial skills relatively lowly. This suggests that adapting the activities with an intent to better contribute to these components could be an important area for review.

Quality of Activities. Even with the relatively low ratings or high pre-existing scores, **respondents overwhelmingly reported high levels of satisfaction with the activities.** The FGDs reflect a similar pattern. Three suggestions from the FGDs included: a) carrying out the activities over a longer period of time with more follow-up; b) fomenting closer collaboration with the municipal structures during the activities and projects; and c) building a larger network of NGOs for post-activity engagement.

Conclusions and Future Directions

Key Patterns

There tended to be a broad array of objectives presented by stakeholders for the UPSHIFT module. This included economic integration, citizenship development, democracy building, political engagement, leadership training, self-empowerment, and education, among others. These multiple objectives made it difficult to track progress towards impact and tended to create a broadened set of activities included in the exercises. Developing a precise social objective can help orient and refine specific activities and identify specific social outcome indicators for measuring impact.

All respondents consistently appreciated the youth modules, but consistently expressed a desire for longer-term accompaniment to be built into all module activities. The relatively short training periods were not sufficient to achieve long-term changes in the targeted dimensions. One reason the seed funding was crucial for achievement of impact was that it allowed for longer-term engagement to be built into the activities. Integration and connection to municipal- and central-level ministries is another element that respondents would like to see strengthened – both for during the implementation of the models, but also afterwards as part of influence and connections. The Law on Youth Empowerment and Participation may be a helpful venue for connecting to ministry-level structures as well.

A key finding from the available data is that the youth who were involved in the modules were already very empowered and connected to markets. The NGO selection process targeted those youth who were already seen as proactive leaders – no matter which community they belonged to. Working with less empowered or proactive groups could be important for Kosovo-wide capacity building, but this will also require review and adjustment of the actual activities – in type, length, or approach – to be a better fit for a less "advanced" group. The selection process would also have to recognize the need to also prioritize others besides the emergent leaders for inclusion. This may require the elaboration of an entirely new module rather than adaptation of the existing module.

Tracking the progress was challenging throughout the 2016–2020 Programme due to the lack of intermediate progress indicators and a varied interpretation of the overarching social objective. In addition, the monitoring tools used in the before and after exercises tended to be highly susceptible to social desirability bias, which may have masked the true nature of

the changes among participating youth. The elaboration of new monitoring tools and indicators would help provide a better record of progress.

The sustainability of the modules has been approached in different ways. One involves the integration and adaptation of the UPSHIFT module to the secondary education curriculum. Another involves connection to established youth structures or the strengthening of NGOs for implementation of these modules over time. Finally, private sector support and integration into some of the modules (such as internships with businesses) have been explored for sustaining the modules. In all of these sustainability structures, there are more elements that could be included, such as costing and baseline studies for the secondary curriculum, building in NGO- and CSO-strengthening activities, more deliberate connections to existing Kosovo Institutions–sponsored youth structures, or the seeking of private sector financing to support youth-led social projects and business start-ups.

Future Directions

Based on these key patterns, possible actions that could be considered for integration into future programming for these models could be:

- Sharpen the objective focus for the youth models – especially UPSHIFT – in order to develop a more targeted set of actions linked to a measurable outcome. This could involve a review of module activities based on alignment with the social objective. This may further involve fine-tuning the ADAP ToC to orient to this definition.
- Integrate long-term follow-up into the youth models. The long-term accompaniment activities would include follow-up. UNICEF could consider creating a long-term empowerment package (integration of ADAP programmes into a package with a duration of more than one year) with youth cohorts engaged in that one programme for longer-term capacity building and empowerment. This could potentially be through interlinking the models and providing an opportunity for the cohorts to participate throughout an entire sequence of models.
- Review the induction criteria and activity development to be better oriented towards targeting and strengthening less empowered or market-connected youth.
- Review the monitoring and impact tools and indicators to help better track progress towards outcomes. This could include developing alternative monitoring tools which reduce social desirability bias, elaborate a set of intermediate indicators for tracking capacity strengthening, and specify which social objective is being targeted through the programming.
- Include private sector support to the youth modules – especially in the UPSHIFT and PONDER modules that include social projects or internships. In addition to providing opportunities for internships, business networks could be pursued for expanded investment funding to support youth social projects, including additional business training for management of small businesses over time. However, one important consideration is how to manage private sector engagement so that it contributes to the strengthening of local institutions with youth mandates.