

Central project evaluation – executive summary

Youth, Employment and Skills (YES), Kosovo

Project title	Youth, Employment and Skills (YES), Kosovo		
Country/region/global	Kosovo, Europe		
Sector and creditor reporting system code	Vocational Education and Training (VET), 16020 - Employment Promotion		
Project number	2016.2224.0		
Commissioning party	German Federal Ministry for Economic Cooperation and Development (BMZ)		
Lead executing agency/partner organisations	Ministry of Education, Science and Technology and Innovation (MESTI), Ministry of Labour and Social Welfare (MLSW)		
Development cooperation (DC) programme	Programme Sustainable Economic Development		
Implementing organisations of DC programme	Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, KfW Development Bank		
Project value	EUR 15,000,000		
Project term	Jan 2017 - May 2021		
Reporting year CPE	2021	Sample year CPE	2019

Context of the project

Kosovo declared its independence in 2008. Its greatest socio-economic challenge remains mass unemployment (approximately 55% of its youth were unemployed in 2020) in its population. Low confidence in politics is also hampering progress towards a functioning democracy and market economy. These are reasons why the country has one of the highest rates of migration countries in south-east Europe, with the latest wave of emigration during the European migrant crisis in 2015 and 2016. People mostly migrate for economic reasons, aiming to find employment in their destination country.

Although youth unemployment is high and many VET school graduates do not find employment, employers complain about the difficulties they face in filling vacancies with skilled employees. Many young job-seekers lack the skills the labour market demands because the VET system is not sufficiently labour market-oriented and does not provide VET trainees with the required practical experience. VET schools face a range of problems in implementing curricula, ranging from teachers' capacities to absorb and transfer curriculum content, to schools' financial and logistical capacities. Some of these challenges are a result of outdated curricula that do not provide trainees with the skills that companies need; they are also linked to teachers lacking practical experience

Figure 1: Project region (Source: GIZ YES).



and skills, and therefore lacking the skills to translate theoretical knowledge into practical work.

The project intervenes in a fragile context. The fundamental conflict between the Kosovar central state and its widespread rejection by the Serbian population still has negative effects on the overall situation in the country. Strengthening social cohesion and reducing poverty is hindered by extensive lawless spaces and corruption. The project therefore provides young Kosovars with employment and income opportunities through VET and/or labour market measures as con-

structive alternatives. The advice and qualification approaches supported by the project are open to all young people. This means that minorities such as the Roma, Ashkali, Balkan Egyptians, Turks, Bosniaks and Serbs also participated on an equal footing. The project also offered and implemented measures for young people in the northern part of Kosovo. These activities intend to promote dialogue between ethnic groups from different areas. Vulnerable groups, including returnees, are also addressed as a direct target group and benefit from all offers.

Brief description of the project

The project's objective was to improve the employability of Kosovar youth. The total final budget of the project was EUR 15,000,000 and did not include any co-funding. It was implemented from January 2017 to May 2021, having been originally planned to end in December 2020.

The project's partners were the Ministry of Education, Science, Technology and Innovation (MESTI) and the Ministry of Labour and Social Welfare (MLSW). Since 2020, YES has been part of the Sustainable Economic Development programme with the following objective: *The employment of the Kosovar population and the sustainable productivity and competitiveness of Micro-, Small-, and Medium-Sized Enterprises (MSMEs) have improved.* A follow-on Fit for Jobs project has already started in June 2021, aimed at promoting the employability of Kosovar youth, and therefore pursuing the same objective as the YES project.

YES was built on the two predecessor projects Support for Competence Centres in the Context of VET Reforms in Kosovo (2014–2016) and Youth Employment Promotion in Kosovo (2015–2017).

The project combined support for VET with employment promotion and adopted a system-strengthening, multi-level approach by implementing four outputs at the macro, meso and micro level: 1) developing and delivering Active Labour Market Measures (ALMMs) adapted to the needs of young people and employers; 2) implementing ALMMs adapted to the needs of vulnerable groups (especially minorities, returnees, people with disabilities and women); 3) improving the quality of VET for young people, and 4) developing a replicable model for qualification and recognition geared towards local and German shortage occupations.

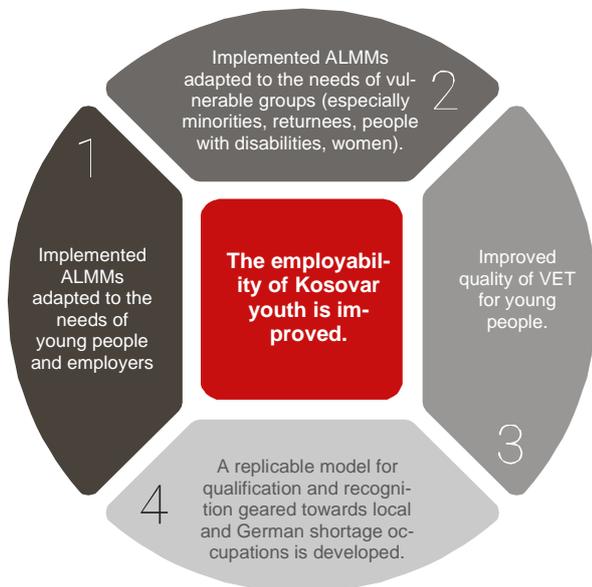
To effectively provide technical assistance to qualitatively improved VET and employment promotion measures, the project directly collaborated with MESTI, MLSW and the management of the Employment Agency of the Republic of Kosovo (EARK). Its intermediate beneficiaries are the management staff and employment officers at local employment offices, management staff and teachers at VET schools and vocational training centres, and in-company trainers of cooperating enterprises. Its final beneficiaries are youth and young adults aged 15 to 35 from all ethnic groups in Kosovo. A special focus is on potential migrants and returnees from Germany and other countries. Returnees are faced with the challenge of having to integrate into Kosovo's labour market, which has low absorption capability, or into education and training programmes with few financial resources. Another focus is the promotion of vulnerable target groups including youth and young adults from rural areas and poor households, people with disabilities, young women, and members of ethnic minorities such as Serbs, Roma, Ashkali, Egyptians, Turks, Bosnians and Gorani who are discriminated against to varying degrees.

At the outcome level, Outputs 1 and 2 referred to above were expected to improve access to target group-oriented ALMMs, which was intended to lead to improved abilities of the project's beneficiaries to find employment or to improve their employment situation (employability). The support for Output C is intended to result in better access to improved training at supported VET institutes, increased participation by companies in VET, and improved capacities of project partners related to the Recognition of Prior Learning. These results and the project's Output D were expected to lead to the increased employability of VET graduates. All outputs of the project are intended to strengthen the capacities of the project's partner organisations, including improved digital capacities, and the partner's capacities to cooperate with other actors.

At the impact level, the project's measures were intended to result in improved organisational capacities of partner organisations and an improved strategic and administrative framework. The improved employment situation of the project's beneficiaries was expected to lead to an improved supply of suitably trained employees for Kosovar companies. Due to these improvements, it was expected that companies could increase their competitiveness, expand, and employ an increasing number of Kosovar youth and

young adults. This leads to an improved employment situation of Kosovar youth and an increased income of Kosovar households. The evaluation analysed to what extent all these results were negatively affected by the COVID-19 pandemic (major external risk).

Figure 2: Project objective/areas of intervention



Assessment according to DAC criteria

Relevance

Dimension 1: The project concept is in line with the relevant strategic reference frameworks. The evaluation revealed that the project's objectives and priorities corresponded to the respective BMZ strategy and position papers and was fully aligned with the key strategies defined by the Kosovo government. The project is of high relevance to the 2030 Agenda, with direct contributions to SDG 4, 8 and 16, and with a cross-cutting contribution to SDG 1 and 5 (30 out of 30 points).

Dimension 2: The project concept matches the needs of the target group(s). The project concept and activities satisfactorily addressed the core needs of the heterogeneous target groups and partners, i.e. VET teachers and trainers, companies and important private sector stakeholders such as the Kosovo Chamber of Commerce (KCC). The implementation of activities via financing contracts with MESTI and the Ministry of Internal Affairs was challenging, and the evaluation therefore revealed some room for improvement in this regard (22 out of 30 points).

Dimension 3: Appropriateness of the design. The project's two main components, the VET cluster and the Youth Employment Promotion (YEP) cluster, were well designed and interlinked, which helped the project team to deal with the rather complex partner structure and provided the basis for straightforward implementation of activities. The matching of support for VET with employment promotion based on practice-oriented approaches resulted in high effectiveness, particularly regarding the achieved employment rate of the project final beneficiaries. Support for EARK to improve ALMMs, and support for VET institutes, was based on sound needs assessments (20 out of 20 points).

Dimension 4: Adaptability – response to change. All main activities were coordinated with the project's steering committee, which comprised relevant government actors and private sector representatives to ensure alignment of the project activities with the partners' needs and priorities, as well as the ability to react to changes in the project's environment. The support for the partner VET institute to apply for the KfW-funded Regional Challenge Fund and the Kosovo Challenge Fund is an example of this steering ability (20 out of 20 points).

In total, the relevance of the project is rated as successful, with 91 out of 100 points

Coherence

Dimension 1: Internal coherence. Internal coherence was fostered by the joint Sustainable Economic Development DC programme. Moreover, the systematic and coherent link between promoting the demand orientation and diversity of ALMMs and supporting VET towards a greater labour market relevance is rated as strongly conducive to achieving the objective of improving the employment situation of the Kosovar youth. Challenges were identified in adequately responding to the consequences of the refugee crisis in 2015 (43 out of 50 points).

Dimension 2: External coherence. The project fits very well into the overall donor and VET and employment promotion landscape in Kosovo, and plays a pioneering role, not least due to the donor communities' and project team's own initiatives and efforts to align with the ecosystem in Kosovo. The project proactively sought contact and exchange with other donors and

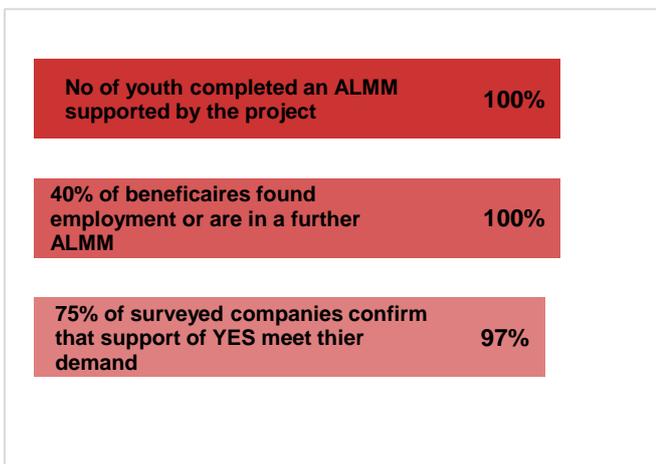
actors in the sector and reacted accordingly (48 out of 50 points).

In total, the coherence of the project is rated as successful, with 91 out of 100 points

Effectiveness

Dimension 1: Achievement of the (intended) objectives. Almost all project indicators were fully achieved or overachieved by the end of the project. Given the difficult labour market conditions for youth in Kosovo, especially the very low labour market participation of women, the very high overachievement of project objective indicator 2 in particular is rated as very successful (30 out of 30 points).

Figure 3: Achievement of project objective indicators



Dimension 2: Contribution to achievement of objectives. The analysis of three hypotheses through contribution analyses allowed for a more detailed examination of selected activities and corresponding pathways of change in the fields of VET and employment promotion. Regarding the improvement of the quality and labour market relevance of VET (mainly Output C, hypothesis 1), particularly at the 11 institutes, through teacher and management training, the piloting of modernised training courses based on updated labour market-oriented curricula, as well as activities to improve private sector participation in VET, such as the development of WBL, achieved significant results towards improving the quality of training.

Specific capacity development support to EARK based on a detailed needs assessment, combined with support to civil society actors (NGOs) and local governments resulted in significantly increased access to demand-oriented ALMMs by the project's target groups, including women and vulnerable groups

Photo 1: Practical training at VET school (Centre of Competence) Skenderaj



such as ethnic minorities, disabled people, etc. (Outputs A, B, hypothesis 2).

As an overarching result of all project outputs (hypothesis 3), many more beneficiaries found employment after the end of the project than expected (achievement ratio: 175%). This can be explained by the adequate support measures of the project and the fact that EARK's capacities and performance developed better than expected. The intended positive direct results of the project were of course negatively affected by the COVID-19 pandemic. This has reportedly affected the field of VET more than the area of employment promotion, as the planned establishment and expansion of WBL in the companies was significantly delayed and reduced by the pandemic (26 out of 30 points).

Dimension 3: Quality of implementation. The quality of implementation is assessed as very positive as well, and key success factors included the embeddedness of the project team in the government's key partner institutions and the project's close alignment with partner strategies and ongoing processes (20 out of 20 points).

Dimension 4: Unintended results. A range of positive results, which were not necessarily planned beforehand but emerged during project implementation, could be identified during the evaluation, such as improved Recognition of Prior Learning capacities, improved digital capacities of partner organisations, as well as improved abilities of partners to cooperate (17 out of 20 points).

In total, the coherence of the project is rated as highly successful, with 93 out of 100 points

Impact

Dimension 1: Higher-level (intended) development changes/results. The project contributed to the achievement of overarching results on *Quality Education* (SDG 4) as well as *Decent Work and Economic Growth* (SDG 8) (25 out of 30 points).

Dimension 2: Contribution to higher-level (intended) development changes/results. In VET, the project contributed to improvements in the regulatory framework, through its involvement in developing regulatory guidelines for WBL, the development of qualification standards for in-company trainers and the accreditation of two institutions for the training of workplace trainers, as well as the accreditation of modernised training courses at the National Qualification Authority. In the area of employment promotion, the capacity development measures of the project substantially contributed to improved capacities at EARK, at central management level and at local level at public employment offices, and to an improved institutional set-up and effective cooperation models at local level in the supported pilot regions. It also improved involvement of the private sector in the implementation of ALMMs. Employer representatives confirmed the improved supply of adequately trained workers as an overarching result of the project, which is fully in line with the objectives of the Sustainable Economic Development in Kosovo DC programme (34 out of 40 points).

Dimension 3: Contribution to higher-level (unintended) development changes/results. It was identified that the project contributed to several unintended effects not accounted for in the original project design, e.g. in the area of digitalisation, improved monitoring and inspection capacities of EARK and the presence and visibility of German development cooperation in Kosovo (24 out of 30 points).

In total, the impact of the project is rated as successful, with 83 out of 100 points

Efficiency

Dimension 1: Production efficiency (Resources/Outputs). The project's production efficiency is rated as somewhat successful. In retrospect, the cost allocation across Outputs A to D appeared plausible with most resources invested in Output A, which created direct employment effects for the project beneficiaries. For Output D, which received only 8% of the

project budget, the contribution to the project objective is also somewhat low and very indirect. The high achievement of indicators' target values at output level across all outputs and qualitative success factors, such as project management and considerable partner contributions, confirm the project's production efficiency (62 out of 70 points).

Dimension 2: Allocation efficiency (Resources/Outcome). The allocation efficiency is also rated as somewhat successful due to the high achievement rates of the project's outcome indicators.

The implementation of activities via financing contracts with MESTI and the Ministry of Internal Affairs was challenging, and this negatively affected the project's production and allocation efficiency. Regarding the question of whether the outcomes could have been maximised with the same amount of resources, it can be pointed out that on one hand the outcomes of the project clearly exceeded the planned values, particularly in the area of employment creation for its beneficiaries (achievement rate of module indicator 3: 175%). On the other hand, interviewed stakeholders rated the financing contract with MESTI as inappropriate and the contract with the Ministry of Internal Affairs as challenging, for political and organisational reasons, which leads to the conclusion that other instruments would probably have been more appropriate and outcomes could have been maximised with the same amount of resources. However, other instruments could probably have maximised the project's outcomes, potentially with the same amount of resources. It was reported that political considerations, the capacity development of ministries and the sustainability perspective led to the decision to use these instruments. Moreover, the financing contract with MLSW resulted in very high achievement rates of output indicators for Outputs A and B, as well as project objective indicators 1 and 2 relating to the employment benefits of the project's beneficiaries. Well-designed and well-interlinked project components, which provided the basis for the straightforward implementation of activities and high quality implementation, led to a high level of outcomes, coherence with other projects (in particular the KfW-funded Kosovo Challenge Fund and Regional Challenge Fund) and outreach (25 out of 30 points).

In total, the efficiency of the project is rated as successful, with 87 out of 100 points

Sustainability

Dimension 1: Capacities of the beneficiaries and stakeholders. Evidence was found that the capacities of stakeholders to sustain project results over time were strengthened, particularly the capacities of EARK. In addition, the evaluation revealed that, to a certain extent, results are anchored into partner structures, particularly through the commitment and motivation of the different actors involved. (14 out of 20 points).

Dimension 2: Contribution to supporting sustainable capacities. Regarding the project's contribution to strengthening the partners' sustainability capacities, the evaluation found that in the area of VET, ownership was fostered with project partner MESTI to develop the VET system in Kosovo towards dualisation modelled on the German, Austrian or Swiss Dual VET approach. This orientation will reportedly be given even higher priority by the new government elected in February 2021. Applying a multi-layer approach, capacities within the VET system were strengthened at individual level through the training of trainers and the training of VET institutes' management, as well as at institutional level through the development of qualification standards for in-company trainers and administrative regulations for the countrywide roll-out of WBL. VET institutes supported by the project were advised to successfully apply to the KfW-funded Kosovo Challenge Fund and Regional Challenge Fund to further develop the dualisation of VET and to sustain the project's efforts over time. In the area of employment promotion, the project also followed a multi-layer approach and created the prerequisite for sustainable project results through the capacity development of EARK at central management level and of public employment offices at local level. The developed capacities of the project's public and civil society partners are expected to enable them to sustain project results over time. It will be important to build on these results during the Fit for Jobs follow-on project to further strengthen the project's sustainability.

In total, the sustainability of the project is rated as moderately successful, with 79 out of 100 points

Overall rating

The **relevance** of the project in general is rated as **successful**. The project builds upon key strategies of

the Kosovar partners as well as BMZ and EU priorities, and satisfactorily addresses the core needs of the immediate target groups, with some room for improvement in terms of the financing instruments of Kosovar partner ministries. The multi-level project design is adequate for achieving the chosen project objective. The VET component and the employment promotion component were well designed and interlinked and provided the basis for the straightforward implementation of activities based on bottom-up and practice-oriented approaches. From an operational perspective, the project also responded well to changes in the context.

The project's **coherence** is rated as **successful**. One of the overall strengths of the project was the matching of its two main parts – the VET component and the employment promotion component. The project fits very well into the overall donor and VET and employment promotion landscape in Kosovo, and plays a pioneering role, not least due to the donor communities' and project team's own initiatives and efforts to align with the ecosystem in Kosovo. The project proactively sought contacts and exchanges with other donors and actors in the sector and reacted accordingly.

With regards to its **effectiveness**, the project is assessed as **very successful**. The project's straightforward implementation of activities based on bottom-up and practice-oriented approaches resulted in high effectiveness, particularly regarding the achieved employment of the project's final beneficiaries despite the COVID-19 pandemic. All indicators at module and output level have been achieved or overachieved. The evaluation confirmed that the intended improved quality and labour market relevance of VET, and Kosovar youth's increased access to demand-oriented ALMMs, resulting in an improved employment situation of the project's beneficiaries has been largely achieved.

The assessment of the **impact** in general is rated as **successful**. Evidence was found that the overarching development results have been achieved by the project. In VET, the project contributed to improvements in the regulatory framework. In the area of employment promotion, the capacities of EARK have been strengthened and cooperation models were established at local level in the supported pilot regions. The evaluation team found the **efficiency** of the project to be **successful**, since most expenses can be properly justified and scaling up options were made use of to the best extent possible.

The project's sustainability is rated as **moderately successful**. Results could be anchored to a certain extent in partner structures and single results appear to be long-lasting and resilient in the field of VET and employment promotion.

Table 1: Rating of OECD/DAC evaluation criteria

Criteria	Score (Max. 100)	Rating 1 (highly successful) to 6 (highly unsuccessful)
Relevance	91	Level2: successful
Coherence	91	Level 2: successful
Effectiveness	93	Level 1: highly successful
Impact	83	Level 2: successful
Efficiency	87	Level 2: successful
Sustainability	79	Level 3: moderately successful
Overall	87	Level 2: successful

* The *effectiveness/impact/sustainability* knock-out criteria are rated as level 4 or lower. The overall rating is therefore level 4 although the mean score may be higher.

Conclusions and success and failure factors

The following success factors were identified:

- ✔ **Alignment with Kosovar government priorities and the needs of target groups:** The interventions of the project were overall well aligned with the priorities and strategies of the Kosovan government, as well as with the needs of the heterogeneous target groups and partners. Support for EARK to improve ALMMs and support for VET institutes was based on sound needs assessments. The project concept therefore successfully addressed the core needs of the immediate target groups.
- ✔ **Coherence of project design:** One of the overall strengths of the project was how it matched its support for VET with employment promotion based on practice-oriented approaches. This resulted in high effectiveness, particularly regarding the employment rate achieved for the project's final beneficiaries. The two main components of YES, the VET cluster and YEP cluster, were well designed and interlinked, which helped the project team to deal with the rather complex partner structure and provided the basis for straightforward implementation of activities.
- ✔ **Proactive project management and stakeholder engagement:** Within its rather complex partner structure and the multi-donor set-up, the project took on a very proactive and coordinating role. The project fits very well into the overall donor and VET and employment promotion landscape in Kosovo, not least due to the donor communities' and project team's own initiatives and efforts to align with the ecosystem in Kosovo.

The failure factors are the following:

- ✔ **The political and institutional context in Kosovo:** Weak capacities of the project's partner institutions were a major challenge. A very high turnover of staff at the partner ministries, due to frequent changes in the government, caused a lot of difficulties which were mitigated by close collaboration with the project stakeholders. While this offered a good way of dealing with these external changes, it carries the risk of jeopardising sustainability due to the limited steering capacities of the partner ministries.
- ✘ **The variable success of financing contracts with**

partner ministries: The success of financing contracts with partner ministries varied significantly. Cases of poor performance resulted in political and reputational risks and the project had to invest in mitigation measures to limit these risks.

- ☒ **The challenging labour market situation and COVID-19:** The economic and labour market situation in Kosovo, combined with the COVID-19 pandemic, was mentioned as another crucial challenge which negatively affected the project's results, particularly in the area of VET.

Recommendations

Recommendation 1: It is recommended that work on the regulatory framework continues, to strengthen the prerequisites for a long-term improvement of VET quality towards a dual/cooperative training approach with high employer participation and responsiveness to employers' needs. This is expected to considerably increase the impacts and sustainability of the YES project.

Recommendation 2: As was confirmed by various stakeholders in this evaluation, improved capacities of the EARK are an essential factor in reducing (youth) unemployment in the country, and it is therefore recommended that project activities aimed at strengthening EARK's capacities continue.

Recommendation 3: In the field of employment promotion, it is recommended that the capacity development support for EARK continues, since it is quite a newly established institution with high potential for promoting (youth employment). This will contribute substantially to the durability of the YES project's results over time.

Recommendation 4: One of the new topics addressed by the FIT for Jobs follow-on project is improving the job-readiness of students in general education. Related to this focus, it is recommended that a holistic approach to strengthening employment-relevant competences is adopted. In the context of supporting measures for an improved transition from school to VET and work it is recommended to follow a comprehensive concept of job readiness including also the strengthening of basic skills (mathematics, reading, writing), because significant weaknesses have been identified by PISA 2015 and 2018.

Approach and methods of the evaluation

The project was assessed based on the standardised evaluation criteria of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD), and the evaluation criteria for German bilateral cooperation. Specific evaluation dimensions and analytical questions were derived from the framework provided by GIZ and formed the basis for all CPEs. The evaluation questions needed to be broken down and operationalised to provide a robust methodology.

Contribution analyses (following Mayne, 2012) form a cornerstone of the evaluation design, and are based on a project's Theory of Change. To make causal relations between the interventions and observable results, a results model was (further) developed and complemented by corresponding hypotheses. The evaluation relied on a mix of primary and secondary data sources, as set out below.

Monitoring data: A monitoring system at project level was in place and very well maintained. The project team provided an Excel-based monitoring plan that is steered and managed centrally by one GIZ staff member and reports on the findings of established surveys.

Semi-structured interviews were conducted by the Kosovar evaluator as well as remotely by both the Kosovar and the international evaluators. When interviewing, the evaluation team took care to adopt robust approaches to avoid bias created by an incorrect question or method (suggestive question, cultural insensitivity).

Focus Group discussions based on semi-structured guidelines. Discussions were set up, each involving 4 to 8 people, with an approximate length of two hours.

Secondary project documents such as the project proposal, national strategies, annual progress reports, BMZ strategies and planning documents as well as the results matrix, previous results model and a map of actors.

Rating system

Projects are rated according to the OECD/DAC relevance, effectiveness, impact, sustainability criteria and efficiency. Each of the five criteria is rated on a scale of 1 to 100 (percentage system).

The project's overall score is derived from the average points awarded for the individual DAC criteria. The average value for the overall score is rounded according to mathematical convention. All DAC criteria are equally weighted for the overall score. Compared with the predecessor systems (6-point scale, 16-point scale), a 100-point scale has several advantages in that it allows differentiation, is commonly used internationally, is easy to understand and can be readily converted into other assessment systems.

Table 2: Rating and score scales

100-point scale (score)	6-level scale (rating)
92–100	Level 1: highly successful
81–91	Level 2: successful
67–80	Level 3: moderately successful
50–66	Level 4: moderately unsuccessful
30–49	Level 5: unsuccessful
0–29	Level 6: highly unsuccessful

Overall rating: The criteria of effectiveness, impact and sustainability are knock-out criteria: If one of the criteria is rated at level 4 or lower, the overall rating cannot go beyond level 4 although the mean score may be higher.

Both the assessment dimensions within the OECD/DAC criteria and the determination of the overall score using a points system serve to increase the transparency of ratings while enabling better comparability between individual projects.

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