

European Commission

# **Strategic / Interim Evaluation of EU IPA Pre-accession Assistance to Kosovo (under UNSCR 1244/99)**

## **Evaluation Report**

**Project No. 2010/231987**



This project is funded by  
The European Commission



**HTSPE**

International Programme Management

A project implemented by  
HTSPE Limited



**HTSPE Limited**  
**Thamesfield House**  
**Boundary Way**  
**Hemel Hempstead**  
**Herts HP2 7SR**  
**United Kingdom**  
**Tel: +44 (0) 1442 202400**  
**Fax: +44 (0) 1442 266438**  
**Email: [htspe@htspe.com](mailto:htspe@htspe.com)**  
**Web: [www.htspe.com](http://www.htspe.com)**



This publication has been produced with the assistance of the European Union. The contents of this publication are the sole responsibility of HTSPE Limited and can in no way be taken to reflect the views of the European Union.

**(5010001)**

## CONTENTS

GLOSSARY OF ACRONYMS .....	I
EXECUTIVE SUMMARY .....	II
MAIN REPORT .....	1
SECTION 1. INTRODUCTION.....	1
SECTION 2. EVALUATION, ASSESSMENT AND FINDINGS.....	3
2.1 PROGRAMMING AND INTERVENTION LOGIC (QUESTION GROUP 1) .....	3
2.1.1 Programming IPA.....	3
2.1.2 Analysis of Objectives.....	4
2.1.3 Analysis of Indicators.....	9
2.1.4 Financial Resources .....	11
2.1.5 Sequencing and Prioritisation .....	16
2.1.6 Project Selection .....	18
2.2 OVERVIEW MAPPING (QUESTION GROUP 2) .....	25
2.3 SECTOR-BASED APPROACH (QUESTION GROUP 3) .....	26
2.3.1 The Concept of a Sector-based Approach .....	26
2.3.2 Sector-Based Approach for IPA .....	27
2.3.3 Readiness for Sector-based Approach.....	29
2.4 ADMINISTRATIVE AND MONITORING CAPACITY (QUESTION GROUP 5) .....	31
2.5 EFFICIENCY AND EFFECTIVENESS (QUESTION GROUP 6).....	34
2.6 IMPACT AND SUSTAINABILITY (QUESTION GROUP 7).....	39
SECTION 3. CONCLUSIONS AND RECOMMENDATIONS.....	41
3.1 PROGRAMMING AND INTERVENTION LOGIC (QUESTION GROUP 1) .....	41
3.2 OVERVIEW MAPPING OF SECTOR STRATEGIES AND THE SECTOR-BASED APPROACH (QUESTION GROUPS 2 AND 3).....	43
3.3 ADMINISTRATIVE & MONITORING CAPACITY (QUESTION GROUP 5) .....	44
3.4 EFFICIENCY AND EFFECTIVENESS (QUESTION GROUP 6).....	45
3.5 IMPACT AND SUSTAINABILITY (QUESTION GROUP 7).....	46

## LIST OF TABLES

Table 1 Key Diagnostic Characteristics of the Overall Objective and Project Purpose Levels.....	5
Table 2 MIPD Priorities for IPA-TAIB Assistance .....	7
Table 3: Assessment of IPA-TAIB Assistance Priorities MIPDs 2007-9, 2008-10, 2009-11 .....	8
Table 4 Assessment of Overall Objectives in IPA-TAIB National Programmes, 2007-9 .....	8
Table 5 Assessment of Project Purposes in IPA-TAIB National Programmes, 2007-9 .....	9
Table 6 Reasons for Negative Assessments of Overall Objectives .....	9
Table 7 Results and Indicators Kosovo MIPDs 2007-9, 2008-10, 2009-11 .....	10
Table 8 SMART Assessments of IPA-TAIB Annual Programme Indicators .....	10
Table 9 IPA-TAIB Financial Allocations Planned for Kosovo in MIPDs and MIPDs.....	11
Table 10 MIPD Ranges in Budgetary Allocations and Actual Budgets per Priority Axis .....	12
Table 11 Sectors Benefiting from IPA-TAIB Assistance in 2007-9 Annual Programmes .....	13
Table 12 IPA-TAIB Allocations per Sector.....	13
Table 13 Sequencing of Projects in Annual IPA-TAIB Programmes 2007-9 .....	17
Table 14 Summary of Project Proposals for the 2010 IPA-TAIB Annual Programme.....	20
Table 15 Main Sectors of Assistance of Donors and Donor Organisations in Kosovo.....	24
Table 16 Sector Strategies Linked to the Mid-Term Expenditure Framework (MTEF).....	25
Table 17 Comparison of IPA-TAIB Sectors with Existing Sector Strategies in Kosovo.....	28
Table 18 Distribution of Assessment Categories for National Strategies .....	30
Table 19 The Distribution of Assessment Scores in ROM Monitoring Reports for IPA 2008-9 ..	33
Table 20 Contract Status of IPA 2007 Programme .....	36
Table 21 Contract Status of IPA 2008 (I and II) Programmes .....	36
Table 22 Contract Status of IPA 2009 Programme .....	37
Table 23 Numbers and Types of Contract Planned in Project Fiches 2007-9.....	38

## LIST OF FIGURES

Figure 1 Hierarchy of IPA Programming Documents .....	4
Figure 2 Overview of the Project Selection Process for IPA-TAIB in Kosovo .....	22

## **LIST OF BOXES**

<b>Box 1 MIPD Strategic Objectives.....</b>	<b>7</b>
<b>Box 2 Example of Broadly Scoped MIPD Priority.....</b>	<b>8</b>
<b>Box 3 Selection of Projects for IPA-TAIB Annual Programmes in Kosovo .....</b>	<b>19</b>
<b>Box 4 Template for Project Concept Notes .....</b>	<b>19</b>
<b>Box 5 Pre-Conditions for IPA-TAIB Support .....</b>	<b>20</b>
<b>Box 6 Criteria for Assessing Feasibility of a Sector-based Approach .....</b>	<b>27</b>
<b>Box 7 The Main Steps in Establishing a Sector-based Approach .....</b>	<b>27</b>

## **LIST OF ANNEXES**

<b>Annex 1 Multi-annual Indicative Planning Documents .....</b>	<b>48</b>
<b>Annex 2 Results and Indicators .....</b>	<b>69</b>
<b>Annex 3 Sector Strategies in Kosovo .....</b>	<b>82</b>
<b>Annex 4 Quality Assessments of National Strategies .....</b>	<b>86</b>
<b>Annex 5 Donor Assistance Priorities in Kosovo .....</b>	<b>97</b>
<b>Annex 6 Status of Contracted IPA 2007-9 Projects .....</b>	<b>101</b>
<b>Annex 7 Evaluation Questions and Judgement Criteria.....</b>	<b>112</b>
<b>Annex 8 Information Sources used in Evaluation Report .....</b>	<b>125</b>
<b>Annex 9 List of People Interviewed during the Project Team Field Work in Pristina .....</b>	<b>128</b>

## GLOSSARY OF ACRONYMS

Acronym	Description
CARDS	Community assistance for reconstruction, development and stabilisation
DG	Direction General
DIS	Decentralised Implementation System
DFID	Department for International Development
EBRD	European Bank for Reconstruction and Development
EIB	European Investment Bank
EIO	European Integration Office
EID	European Integration Department
EIU	European Integration Unit
EU	European Union
EC-HQ	European Commission Head Quarters
ECLO	European Commission Liaison Office
ED	Economic Development
EP	European Partnership
EPAP	European Partnership Action Plan
FAO	International Food and Agriculture Organisation
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
GBP	Great Britain Pound
GDP	Gross Domestic Product
IB	Institution Building
IDP	Internally Displaced Person
IMF	International Monetary Fund
IOM	International Organisation for Migration
IPA	Instrument for Pre-Accession
IPF	Infrastructure Projects Facility
Is	Infrastructure
ITC	Information, Technology and Communication
JHA	Justice and Home Affairs
KfW	Kreditanstalt für Wiederaufbau (Reconstruction Credit Institute)
KEK	Kosovo Electricity Company
LAAM	Linkage, Aim, Achievability, Measurability
MIFF	Multi-Annual Indicative Financial Framework
MIPD	Multi-Annual Indicative Planning Document
MEI	Ministry of European Integration
NIPAC	National IPA Coordinator
MTEF	Mid-Term Expenditure Framework
OECD	Organisation for Economic Cooperation and Development
OSCE	Organisation for Security and Cooperation in Europe
PCM	Programme / Project Cycle Management
PF(s)	Project Fiche(s)
PRAG	Practical Guide for External Assistance to the European Commission
PPF	Project Preparation Facility
RoL	Rule of Law
R&M	Returns and Minorities
ROM	Results Orientated Monitoring
SAA	Stabilisation and Association Agreement
SBA	Sector-based Approach
SIDA	Swedish International Development Agency
SMART	Specific, Measurable, Available, Relevant, Time-bound
SMEs	Small and Medium-sized Enterprises
SPO	Senior Programming Officer
SS	Social Sector
TAIB	Transition Assistance and Institution Building,
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Assistance for International Development

## EXECUTIVE SUMMARY

### 1. Introduction

The objective of this project is to carry out an interim evaluation of assistance provided to Kosovo under the EU *Instrument for Pre-Accession* (IPA) which has been the main EU assistance programme in the country since 2007. The scope of this evaluation is confined to IPA Component I (IPA-TAIB) over the period 2007-2009. There are two specific objectives for the evaluation, these are:

- To assess the intervention logic used, to date, in the planning, programming and management of IPA assistance in Kosovo and to assess the feasibility of adopting a sectoral approach to the planning of future interventions
- To make an overall judgement on the performance of programming and implementation of IPA assistance in Kosovo.

### 2. Evaluation, Assessment and Findings

#### 2.1 Programming and Intervention Logic (Question Group 1)

The overall quality of the intervention logic used in IPA programming is assessed by looking at the quality of the objectives and indicators found in Multi-Annual Indicative Planning Documents (MIPDs) and annual IPA-TAIB programmes. Objectives are assessed using four criteria these are: (i) Linkage to objectives hierarchy; (ii) Aim /Focus; (iii) Achievability; (iv) Measurability. In the assessment of MIPDs priorities are considered to be equivalent to specific objectives. Indicators are assessed using the 5 SMART criteria (Specific, Measurable, Available, Relevant, Time-bound).

##### *The Quality of Objectives and Priorities*

At the MIPD level there is a change in strategic objectives between the MIPDs 2007-9 and 2008-10; reflecting Kosovo's changing status since 2008; the strategic objectives of the MIPDs 2008-10 and 2009-11 are identical. There are 20 MIPD priorities these are the same in all three MIPDs. One third (7/20) of MIPD priorities were assessed positively on all 4 assessment criteria. The two most frequent reasons for negative assessments were: (i) lack of focus) and (ii) poor measurability. In total 13 (62%) priorities were assessed negatively on the 'aim' criterion, these priorities were judged to be too wide in their scope to provide programming direction and too diffuse to achieve impacts against strategic objectives. For annual programmes the majority of objectives (50/78=64%) were assessed positively on all 4 assessment criteria. There was a marked difference between overall objectives and project purposes. The majority of purposes (34/39=87%) were positively assessed on all criteria, by contrast only 41% (16/39) of overall objectives achieved equivalent assessments. The most frequent reason for overall objectives receiving negative assessments is that they fail the 'aim' criterion (22 /42 negative assessments), being either too wide in scope or too diffuse for projects to achieve impacts.

##### *The Number and Quality of Indicators*

MIPDs list indicators for the results to be achieved within the three year planning periods they cover. Collectively the MIPDs 2007-9, 2008-10, 2009-11, define 23 indicators for 67 results. The majority of these are for political criteria (13/23), the fewest are for European Standards (1/23). Many key results have no associated indicators and consequently will be difficult to monitor. In terms of quality, the majority of indicators (17/23=74%) score positively on all 5 assessment criteria and can be considered SMART. The remaining indicators are assessed positively on 4 out of the 5 criteria, they fail to be SMART for one of two reasons, either they are not specific i.e. do not reflect the result being measured; or they are not readily available. At the annual programme level, few indicators (14/299=6%) scored positively on all 5 assessment criteria and therefore the majority (94%) are not SMART. The two main reasons for this are: (i) they are not time-bound (110/299=37%) and/or not measurable (48/299). However, if the time-bound criterion is considered to be fulfilled because results & purposes are bound by the life spans of their projects then the proportion of SMART indicators for the 2007, 2008 & 2009 programmes increases markedly to 63%, 45% & 80% respectively.

On the basis of the above it is **recommended** that the quality of IPA intervention logic should be improved. For MIPDs there are two ways in which this might be achieved, these are shown below, the first of these being the preferred option; both options will improve the quality of MIPDs and annual programmes.

*Either:*

1. The scope of the MIPD strategic objectives should be reduced and be made measurable by the introduction of time-bound targets which can be verified in Monitoring Reports.
2. The number of MIPD priorities should be reduced and their scope more focussed, each should have at least one associated indicator which sets targets to be achieved by the end of three years.
3. The number of results should be reviewed annually and reduced according to the predicted results of past and ongoing annual programmes.
4. The quality of overall objectives at the project level should be improved so that they become more focussed (reduced in scope), are better linked with the MIPD priorities and are measured by time-bound indicators.

*Alternatively:*

1. If the number of priorities is not reduced then a restricted number of identified priorities are addressed in any one MIPD period.
2. The numbers of results in the selected priorities is reviewed annually and adjusted in the light of ongoing and past assistance.
3. As above, each selected priority should have at least one indicator with time-bound targets
4. As above, the quality of overall objectives at the project level should be improved.

*Resources, Prioritisation, Sequencing and Project Selection*

The financial allocations for IPA are given for three year periods in Multi-Annual Financial Frameworks (MIFFs) and reflected in the MIPD annual IPA-TAIB allocations. The programming framework established by MIFFs and MIPDs is flexible and planned allocations were significantly increased in 2008-9 by 160M€ following a donors' conference organised by the European Commission. This mobilisation of extra resources resulted in there being two annual programmes in 2008. On the basis of financial allocations made in annual programmes 2007-9, four sectors have been prioritised in Kosovo these are: (i) Rule of Law/Judicial Reform; (ii) Internally Displaced People (IDPs)/Minorities; (iii) Economic Infrastructure; (iv) Regional Development. In total these sectors have received 232 M€ (75% of total IPA assistance since 2007). Continuous IPA support to selected sectors allows for projects to be sequenced so as to provide progressive delivery of results and maximise impacts. The quality of project sequencing is assessed in two of the above named sectors, namely *Rule of Law/Judicial Reform* and *IDPs/Minorities*. Projects supporting IDPs are found to be well sequenced and progressive, with projects in successive years building on the results of previous ones. By contrast the projects in the Rule of Law are 'standalone' projects which support different policy areas and beneficiaries from one year to the next.

On the basis of the above findings it is **recommended** that annual programming should be made more effective by focussing IPA assistance consistently, in successive years, on a limited number of priority sectors and that projects within those priority sectors should be sequenced in a progressive way. Infrastructure projects should be sequenced according to beneficiary capacity and availability of co-finance.

However, it is recognised that the time needed to prepare pipelines of well-sequenced projects is longer than that for standalone projects. In addition, such an approach will require much more active involvement by the Ministry of European Integration (MEI) in: (i) the identification of priority sectors and the engagement of the line institutions which are responsible for them; (ii) screening project proposals for priority sector relevance before they are submitted to ECLO; (iii) supporting line institutions in preparing good quality Project Concept Notes and Project Fiches. At the start of the 2010 programming exercise the MEI submitted 124 project proposals with a total value of 254 M€ (almost four times greater than the annual allocation). This is a poor basis for developing a prioritised sequencing approach.

On the basis of the above findings it is **recommended** that IPA-TAIB programmes should shift from being annual to multi-annual covering the whole MIPD three year period. This would allow the time needed to identify and prepare mature and well-sequenced projects in priority sectors and for the MEI to carry out the necessary priority and quality assessments of proposed projects.

## 2.2 Overview Mapping of Sector Strategies and the Sector-Based Approach (Question Groups 2 and 3)

An important part of this evaluation is to assess the feasibility of introducing a sector-based approach (SBA) to future IPA-TAIB programming. Five assessment criteria were used to assess the feasibility of introducing SBA, these are: (1) the existence of sector strategies which outline government objectives and can be used to develop annual plans based on agreed priorities; (2) sector strategies cover all areas of accession significance; (3) the national budget should reflect sector strategies and be developed within a mid-term perspective, ideally linked to the national expenditure planning process; (4) there should be a formalised, government-led, process that involves all significant stakeholders; (5) the existence of a monitoring system that focuses on results and can be used to assess progress towards the achievement of strategic objectives. Two of the five feasibility criteria are in place, as shown below:

- ☒ 28 sector /sub-sector strategies in Kosovo, 21 of these have been approved by government and the remaining 7 are awaiting approval.
- ☒ The government has nominated an institution, the MEI, to take responsibility for coordinating sector strategies and is creating an institution, the Strategic Planning Unit, to lead the process
- ☒ Despite the large number of strategies in place, collectively they do not cover all the IPA-TAIB relevant sectors. The most significant gap is the absence of strategies in the areas of rule of law and judicial reform.
- ☒ Only 9 sector strategies are linked to the government budget i.e. the Mid-Term Expenditure Framework (MTEF)
- ☒ A functioning performance-based monitoring system is not in place and needs to be established by the Kosovo authorities. A donor database which is being established in the MEI which could act as the basis for such a system.

A third of the strategies assessed were judged to be unsatisfactory in their action plans, budgets and implementation arrangements. In addition, over half of the current government approved strategies are not linked to the MTEF. Despite the fact that two out of the five criteria above are in place and that the other three are in the process of being established it is concluded that it is too early to introduce SBA IPA programming to Kosovo.

Key **recommendations** for supporting the further development of SBA capacity are given below:

1. The quality of most existing strategies needs to be improved principally by developing realistic action plans and adding indicators which can be used for performance monitoring.
2. All priority sector strategies must be linked to the MTEF and be financially monitored by the Ministry of Finance
3. The government should hasten the setting-up of the planned Strategy Planning Unit in the Prime Minister's Office
4. The MEI should take a leadership role in the sector strategic planning process and should take active role in initiating the improvement of sector strategies, particularly those without action plans, budgets, indicators
5. A functioning system for monitoring the implementation of national strategies needs to be in place before SBA is introduced to Kosovo.



### 2.3 Administrative and Monitoring Capacity (Question Group 5)

The MEI is the leading government institution coordinating IPA programming, sector strategy development and updating the European Partnership Action Plan (EPAP). In these tasks it is supported by European Integration Offices (EIOs) which have been set-up in the line institutions. During programming, EIOs coordinate inputs to Concept Notes and project fiches. However, there is no systematic involvement of line institutions, and their EIOs in project implementation and monitoring. A National IPA Coordinator (Minister of European Integration) and Senior Programme Officers (Sops) have been appointed, however further development is needed to set up systems whereby the NIPAC can monitor project implementation and the Sops can supervise the technical implementation of projects and report to the annual IPA Monitoring Committee.

Whilst the staffing levels in the MEI are adequate, some of the EIOs are understaffed. The Kosovo public administration is subject to 10-15% annual staff turnover which can disrupt EU integration activities, particularly in the EIOs which have a small staff (2-4 people). In addition, according to a recent functional review, EIOs tend to be isolated within their institutions and too small to lead European integration policies in those institutions. There appears to be some confusion caused by the overlapping of the annual EPAP updating process and annual IPA programming, it is clear that the two processes do not reinforce one another.

The key **recommendations** below are aimed at improving the administrative capacity of beneficiary institutions.

1. Sops and EIOs in line institutions should have more visible role within their respective institutions with respect to the programming, implementation and monitoring of IPA projects. In addition, Sops should, in due time, become responsible for submitting implementation reports on the projects they are responsible for to the IPA Monitoring Committee.
2. Line institutions and their EIOs should become more involved in the preparation of project fiches and tender documentation and communicating with external monitors
3. Functional responsibilities for coordinating EPAP updating and IPA programming should be clarified within the MEI. It would be useful if staff had written procedures for both.
4. The MEI should put in place the structures and procedures needed to execute the functions of NIPAC, particularly in relation to monitoring

### 2.4 Efficiency and Effectiveness (Question Group 6)

By the end of the first quarter 2010, the 2007, 2008 and 2009 programme funds were respectively 97%, 60% and 12% contracted; the equivalent disbursement rates were 41%, 22% and 0%. On this basis it is concluded that the procurement stage of implementation is well managed in Kosovo. The fact that almost half the programme funds are disbursed by early 2010 shows that the contract management and payment systems are functional and well managed. The standard of procurement planning in project fiches is judged to be poor. The actual number of contracts arising from the 2007 programme was over twice as high as that planned. This is likely to be true of the 2008 and 2009 programmes and leads to the prediction that the three programmes will be implemented by some 377 contracts. This will pose a considerable management burden in the near future on the authorities responsible for contract supervision and making payments. The average number of contracts has steadily increased over the 2007-9 period. This is in part explained by matching increases in project size and reflects the tendency to increase project scope as funding increases. However, the trend continued in 2009 despite a fall in programme funding and a decrease in project size. Implementation could be made both more efficient and effective if the beneficiary institutions took more ownership and became more involved in the process (e.g. by drafting good quality terms of reference for service contracts).

The **recommendations** below are intended to increase implementation efficiency and effectiveness, the first of these on beneficiary involvement reinforces those made above on administrative capacity building.

1. ECLO should continue to make every effort to involve beneficiaries in the implementation and monitoring of ongoing IPA assistance. Beneficiaries should continue to be made aware of

their responsibilities in drafting procurement documentation; should be encouraged to attend and participate in tender evaluations; and be supported to establish a monitoring system within the Kosovo administration.

2. Beneficiary staff managing IPA projects should receive training on implementation, particularly on procurement and PRAG procedures
3. The number of contracts per project fiche should not carry on increasing every year. The contracting arrangements planned in project fiches should be checked as part of the quality control of project fiche preparation and could be added to the current list of IPA pre-conditions at the project selection stage.

## **2.5 Impact and Sustainability (Question Group 7)**

Few projects had been completed by May 2010 and 50% of projects have been under implementation for 10 months or less. It is therefore too soon to make judgements on impact. In terms of likely or predicted impact, 86% of external monitoring reports assessed projects as having satisfactory or very satisfactory impacts. Two thirds of 2007-8 projects monitored were assessed as being satisfactory on the criterion of sustainability. The main reason for poor assessments of predicted impacts and sustainability is lack of beneficiary ownership and commitment to implement reforms.

The following **recommendations** are made to improve impact and sustainability:

1. Ownership could be improved by including a commitment of the beneficiaries to maintain the project results after the project has finished, especially in cases where policy advice is the main outcome and where institutional and staff costs are in question.
2. ECLO should consider adding such a commitment to the pre-conditions used during project selection and including the costs of post-project sustainability actions in project fiches.

## MAIN REPORT

### SECTION 1. INTRODUCTION

The objective of this project is to carry out an interim evaluation of assistance provided to Kosovo under the EU *Instrument for Pre-Accession* (IPA) which has been the main EU assistance programme in the country since 2007. The scope of this evaluation is confined to IPA Component I (Transition Assistance and Institution Building, IPA-TAIB) over the period 2007-2009.

Interim evaluations examine ongoing programmes with the aim of producing feedback into the implementation process which will serve to improve the quality of ongoing interventions and improve or modify the design of the next generation of programmes. Accordingly, this evaluation will provide the EC with relevant findings, conclusions and recommendations for reviewing the planning and programming of IPA assistance to beneficiary countries and for preparing the Multi-annual Indicative Planning Documents (MIPDs) for 2011-13. It will also provide inputs for a mid-term meta-evaluation of IPA assistance. This interim evaluation has two specific objectives, these are:

#### Specific Objective 1

To assess:

- ⇒ The intervention logic of IPA assistance to Kosovo, including to which extent assistance is / should be programmed and implemented through a sectoral approach.
- ⇒ The extent to which programming documents are based on planning which demonstrates how all accession requirements under the Copenhagen criteria will be met.
- ⇒ The extent to which programme documents provide: (i) adequate, measurable, realistic and clear objectives; (ii) adequate assessment of needs (both financial and time) to meet all accession requirements; (iii) SMART indicators to measure progress towards achievement of objectives; (iv) adequate sequencing of assistance; (v) adequate and relevant account of beneficiaries' policies and strategies in key areas; (vi) adequate and relevant account of assistance provided by other key donors and how that assistance will help to meet accession requirements.

#### Specific Objective 2

To judge the performance of assistance (actual or expected) on the basis of its: relevance; efficiency effectiveness; impact and sustainability. Judgements for evaluation criteria should differentiate two levels of evidence and analysis, namely:

- ⇒ The *programming level*, based on the assessments made under specific objective 1, above.
- ⇒ The *implementation level*, based on sources and indicators such as status of contracting, institutional setting, monitoring reports and structures. As far as possible, achievements will be measured against indicators setup in programming documents. However, programme objectives and impact indicators may not be quantified or available therefore some limitations on the use of indicators might appear during the evaluation.

Much of the information used in this evaluation was collected during a one week mission to Kosovo (31/6-4/6/10). The objectives of that mission were to: (i) meet key programming actors and stakeholders; (ii) to collect materials /documents; and (iii) to interview staff working on IPA assistance in the Kosovo government and the European Commission Liaison Office (ECLO) in Pristina. Annexes 8 and 9 contain lists of documents/ sources consulted and people interviewed during the mission.

The terms of reference (ToR) for this interim evaluation pose a series of questions which the evaluation should address. Assessment criteria and evaluation indicators for each question were identified during the desk phase (see Annex 7) and subsequently used as the basis of information gathering during the Kosovo mission. In addition to the interviews carried out, information was obtained from publically available documents and those which are of restricted public access but which were provided to the evaluation team on request.

To facilitate the collection and analysis of data, the ToR questions (19 in all) were divided into 7 thematic groups on the basis of their inter-relation and similarity of core focus. The structure of this Evaluation Report reflects these question groups with findings and conclusions being presented according to question group as shown below. Specific questions are referred to, throughout the text as Q1, Q2, -Q19 (in the order listed by the ToR).

#### **Structure of this Evaluation Report**

<b>Question Groups</b>		<b>Sections in Evaluation Report</b>	
1.	Programming (Question Group 1)	2.1	Programming and Intervention Logic (Group 1 )
2.	Overview Mapping (Question Group 2)	2.2	Overview Mapping (Group 2)
3.	Sector-based Approach (Question Group 3)	2.3	Sector-Based Approach (Group 3)
4.	Programming Gaps, Weaknesses and Recommendations (Question Group 4)	2.4	Administrative and Monitoring Capacity (Group 5)
5.	Administrative and Monitoring Capacity (Question Group 5)	2.5	Efficiency and Effectiveness (Group 6)
6.	Efficiency and Effectiveness (Question Group 6)	2.6	Impact and Sustainability (Group 7)
7.	Impact and Sustainability (Question Group 7)	3	Conclusions and Recommendations (Group 4)

## SECTION 2. EVALUATION, ASSESSMENT AND FINDINGS

### 2.1 PROGRAMMING AND INTERVENTION LOGIC (QUESTION GROUP 1)

#### 2.1.1 Programming IPA

*Programming is the process of providing a policy and planning framework for undertaking actions in order to achieve strategic objectives.* In the context of this interim evaluation of IPA, programming refers to the preparation & updating of multiannual and annual programmes for achieving the strategic goals identified in Council Regulation (EC) 1085/2006 establishing an Instrument for Pre-Accession (IPA) and further defined in Commission Regulation (EC) 718/2007 (the 'Implementing Regulation'). These regulations establish an instrument with 5 components of which two are available to potential candidate countries like Kosovo. This evaluation is confined to the first of these, namely IPA-Component I (Transition Assistance and Institution Building, TAIB).

IPA-TAIB programmes are described in programming documents which are organised in a strategic hierarchy i.e. in a descending order of policy priority and planning timeframe. The hierarchy of IPA-TAIB planning and programming documents is shown in Figure 1 below. The highest order planning documents are contained in the 'enlargement package' -a set of documents presented annually by the EC to the Council and Parliament consisting of (i) EC Enlargement Strategy<sup>1</sup>; (ii) EC Progress Report for each accession country; (iii) revisions and amendments to the European Partnerships (if necessary); and (iv) a Multi-Annual Indicative Financial Framework (MIFF). The MIFF is a multiannual financial planning document, established by the IPA Regulation (Article 5), showing planned allocations of IPA funds for each component of IPA in each beneficiary country over a three year period.

The Multi-Annual Indicative Planning Document (MIPD) is at the next level down in the hierarchy and is based on the strategic and political analysis contained in the enlargement package. MIPDs are established under the IPA Implementing Regulation (Article 5) as being country-specific documents which describe priorities and strategic objectives for programmes to be funded by IPA assistance budgets (as allocated in the MIFFs) in that country over a three year period. MIFFs and MIPDs are both reviewed every year and cover a three year period on a rolling basis i.e. each year, the three year period is extended by one year (with MIFFs being one year ahead of MIPDs). EC-Head Quarters (EC-HQ) in Brussels is responsible for preparing MIFFs and MIPDs and in the case of MIPDs, it is usual to incorporate inputs from the beneficiary countries (usually via the EU Delegations) into the drafting process. Given the above, MIFFs and MIPDs are considered to be the key IPA strategic programming documents. Within the scope of this evaluation, one MIFF and three MIPDs were examined, these are as follows:

- ☒ MIFF, 2007-9
- ☒ MIPD, 2007-9
- ☒ MIPD, 2008-10
- ☒ MIPD, 2009-11

MIFF financial allocations & MIPD priorities for IPA-TAIB are implemented by means of annual programmes which are drawn up on the basis of projects prepared by beneficiary countries. Project preparation is therefore an integral part of IPA-TAIB programming. The following Kosovo annual TAIB programmes (and associated project fiches) were analysed as part of this evaluation:

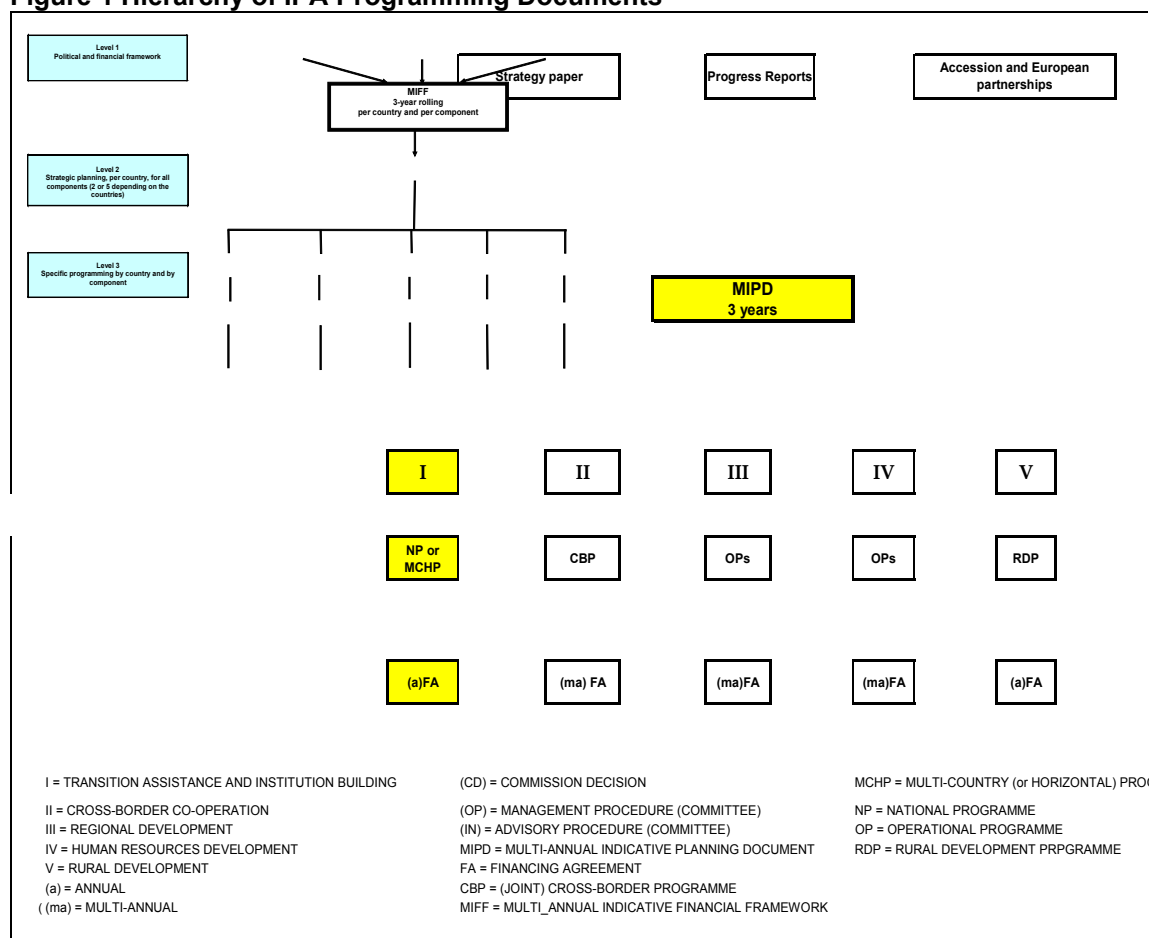
- ☒ IPA-TAIB, 2007
- ☒ IPA-TAIB, 2008
- ☒ IPA-TAIB, 2009

*Question Group 1* spans the entire breadth of the programming process, including: the setting of objectives; sequencing of projects; project selection/preparation and coordination with other donors. The criteria used in assessing these different aspects of programming are explained, in relation to each evaluation question, below.

---

<sup>1</sup> Enlargement Strategy and Main Challenges 2007-8; Enlargement Strategy and Main Challenges 2008-9; Enlargement Strategy and Main Challenges 2009-10.

**Figure 1 Hierarchy of IPA Programming Documents<sup>2</sup>**



## 2.1.2 Analysis of Objectives

### Q.1/Programming

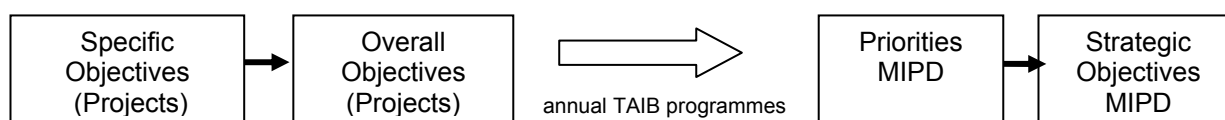
**To what extent are objectives at different levels (strategic, MIPDs and programmes) clear, measurable and realistic?**

In terms of the hierarchy of IPA documents shown in Figure 1, programming objectives are first formulated at the MIPD level and then, for IPA-TAIB, further elaborated in the annual programmes. Therefore, in answering Q.1, an assessment was carried out of all the objectives contained in the three MIPDs and three annual programmes realised to date (as listed above).

#### Judgement Criteria and Indicators

An objective is a thing aimed at, or sought, and is synonymous with the words aim and goal implying direction towards a desired state or outcome. Objectives, and the setting of objectives, are key programming tools since they focus actions on achieving strategic planning outcomes. In addition, objectives can be monitored (by indicators) to assess the impact of interventions and thereby to inform and improve future programme design. In the context of giving direction, IPA-TAIB programming objectives should present a clearly linked sequence, of ever increasing scope, from individual projects in the annual programmes to the priorities and strategic objectives contained in MIPDs, i.e. following the hierarchy of programming documents as shown below.

<sup>2</sup> This Figure is taken from the EC (DG Enlargement): 'IPA Programming Guide Volume I for Components I and II'.



For projects, objectives are formulated at 2 hierarchical levels, namely the overall objective level and the project purpose level (equivalent to specific objectives). Since the overall objective is the higher of the two, it is expected to show clear linkage to one, or more, MIPD objectives / priorities and therefore to be beyond the scope of any one project. By contrast the project purpose is expected to have a narrower scope since it is defined as being a specific objective focussed on the core problem addressed by the project. The IPA Programming Guide<sup>3</sup> lists the key diagnostic characteristics of objectives at the overall objective and project purpose levels in the intervention logic, these are shown in Table 1, below.

**Table 1 Key Diagnostic Characteristics of the Overall Objective and Project Purpose Levels**

Objective Level	Characteristics
Overall Objective	<ul style="list-style-type: none"> <li>☑ There can only be one. This describes the anticipated mid- to long-term benefits to the beneficiaries and beyond.</li> <li>☑ It cannot be achieved by any single project</li> <li>☑ If it is equated with the fulfilment of the Copenhagen Criteria /SAA obligations or closure of an <i>acquis</i> chapter then the assumptions must include additional actions which need to be completed</li> </ul>
Project Purpose	<ul style="list-style-type: none"> <li>☑ It is the single central (specific) objective which, once achieved, will produce immediate benefits for the beneficiaries.</li> <li>☑ It reflects the core problem identified in the problem analysis</li> <li>☑ There should only be one. If there are more than one then, either there is an overlap with results or the project is too ambitious</li> <li>☑ There should be assumptions at this level, if there are none it is likely that the project is not ambitious enough</li> <li>☑ If the assumptions are met and the purpose is achieved there should be some noticeable contribution towards achieving the overall objective.</li> </ul>

In answer to Q.1, and on the basis of the above information, the quality of IPA programming objectives is assessed using the following four criteria:

1. Linkage (L)  
The extent to which objectives are correctly positioned within the hierarchy of objectives e.g. does the achievement of a project purpose or an MIPD priority make a clear and detectable contribution towards achieving an overall objective (project) or strategic objective (MIPD)?
2. Aim (A)  
The extent to which objectives give direction and are appropriately scoped and focussed in relation to their position within the hierarchy of objectives e.g. the scope of an overall objective for an individual project should be narrower than that for the MIPD priority to which it contributes; however the direction of travel towards the highest objective(s) should be clear throughout the objectives hierarchy.
3. Achievability (A)  
The likelihood that an objective will be achieved within a mid-term perspective, say within the 6 year span of the EU budget cycle (the current budget being 2007-13) given: (i) its position in the programming hierarchy; (ii) the assumptions made at the preceding level within the objectives hierarchy (e.g. for an overall objective the assumptions made at the purpose level); (iii) allocated financial resources.

<sup>3</sup> IPA Programming Guide, Volume 1, for Component I (Transition Assistance and Institution Building) and Component II (Cross Border Cooperation). Annex 17: Guidance on preparing a standard logical framework for an IPA project fiche. (31/03/08)

#### 4. Measurability (M)

The extent to which the achievement of an objective could be measured (i.e. its potential for measurability) using SMART indicators. The quality assessment of indicators has been addressed separately, see findings for Q.8 below.

Two indicators were identified for assessing the quality of objectives, these are: (i) % objectives which conform to the LAAM criteria (for findings on both MIPDs and national programmes); (ii) extent to which objectives provide consistent planning direction (for findings on MIPD objectives and priorities).

##### *Quality of MIPD Objectives*

Each MIPD defines the strategic objectives for IPA assistance in the three year planning period it covers. According to EC guidelines, national MIPD strategic objectives should integrate the analyses and assessments made by higher programming documents and tailor them to the specific needs of that country. In the case of Kosovo, the MIPD strategic objectives should be derived from '*...a consolidated operational assessment of the challenges, needs and relative importance of priorities as translated from*':

- the European Partnership,
- the national European Partnership Action Plan,
- EU Enlargement Strategy / Progress Reports,
- the Stability and Association Agreement (SAA) dialogue framework,
- national and sectoral strategies'.

In the planning process underlying the MIPDs, strategic objectives which are necessarily wide are made operational by making strategic choices and identifying priorities for specific actions over the three year period covered. The hierarchy of MIPDs reflects that of individual projects, described above, with MIPD strategic objectives and priorities being equivalent to project overall and specific objectives (project purpose level).

In the assessment of the 2007-11 MIPD objectives, priorities are considered to be the equivalent of specific objectives which contribute towards the achievement of strategic objectives<sup>4</sup>. Just as in projects, the scope of the higher strategic objectives is beyond that of individual priorities, meaning that all priorities must be addressed before they can be achieved. In addition, strategic objectives are not expected to be met within the life time of the MIPD and are intended to provide an overall and consistent direction for the use of IPA assistance. By contrast, priorities describe specific targets which are expected to be met within the three year planning period. The strategic objectives in the three MIPDs for Kosovo are shown below, (Box 1). At the strategic level the objectives for the two most recent MIPDs are identical. On first inspection it seems as though the number of objectives has been reduced from four to three, however the apparently missing objective relating to a European reform agenda (objective 3, MIPD 2007-9) is developed in later MIPDs (under 'Strategic Choices') and reflects a change in the standard MIPD template rather than a change in programming direction.

#### ☐ **Finding:**

The direction and scope of IPA strategic programming has been clear and consistent over the whole period covered by the three MIPDs, there being essentially four strategic objectives, of which the first three (Box 1) are particularly relevant for IPA-TAIB programming (the fourth objective –regional integration- is largely the focus for assistance under IPA Component II). These strategic objectives are slightly reformulated in the two later MIPDs reflecting Kosovo's changing status since declaring independence in 2008.

---

<sup>4</sup> However, for the upcoming 2011-13 period it has been proposed to make the distinction between priorities and objectives clearer, with objectives coming after priorities and being, by definition, measurable.



## Box 1 MIPD Strategic Objectives

<b>Strategic Objectives: MIPD 2007-9</b>	
1.	To support Kosovo in developing the reforms necessary to promote a modern, democratic, multi-ethnic and well-administered society and to support the implementation of Kosovo's status settlement.
2.	To develop Kosovo's economy and to enhance the wider socio-economic & institutional environment
3.	To assist in the preparation of a comprehensive European reform agenda, e.g. by paying special attention to addressing the needs & priorities identified in the last Progress Report, the European Partnership and in relation to the wider EU sectoral approximation.
4.	To support Kosovo's European vocation as a regionally integrated part of the whole Western Balkans region, to engage in good neighbourly relations with all surrounding countries, to fully participate in regional cooperation, including cross-border cooperation.
<b>Strategic Objectives: MIPDs 2008-10; 2009-11</b>	
1.	To provide assistance, accompanied by the realisation of political requirements, to support the development of Kosovo into a stable, modern, democratic & multi-ethnic society
2.	To enhance Kosovo's socio-economic development, including regional development in a sustainable way
To support Kosovo's European vocation as a regionally integrated part of the whole Western Balkans region, to engage in good neighbourly relations and to continue to participate in regional cooperation, including cross-border cooperation, inconsistency with the RU policy towards the region.	

Priorities for IPA assistance are developed through the process of making strategic choices based on identified problems and needs in policy areas / sectors which are of significance for Kosovo's European integration. In all, the three MIPDs identify 20 priorities for IPA-TAIB programming, which are grouped in three main 'priority axes'. The three priority axes, formulated at the strategic decision making level, broadly reflect the Copenhagen Criteria for EU accession, they are: (1) 'political criteria'; (2) 'economic criteria' and (3) 'European standards'. The MIPD priorities for Kosovo are described and compared in Annex 1.1

An examination of Annex 1.1 shows that the number of priorities and their distribution amongst priority axes is consistent over the three MIPDs (Table 2, below) and that the priorities themselves are largely the same across the three MIPDs. The greatest change in priority definitions takes place between the 2007-9 and 2008-10 MIPDs resulting in a widening in scope of 7 priorities (5 in political criteria and two in European standards, as shown in Annex 1.1). A small change is also noted in the MIPD 2009-11 in which three priorities are updated (two in economic criteria and one in European standards) with the effect of slightly widening their scope.

**Table 2 MIPD Priorities for IPA-TAIB Assistance**

Priority Axis	MIPD 2007-9	MIPD 2008-10	MIPD 2009-11
	Number of Priorities		
Political Criteria	6	6	5
Economic Criteria	9	9	9
European Standards	5	5	6
<b>Totals</b>	<b>20</b>	<b>20</b>	<b>20</b>



### Findings:

The policy and sectoral focus for IPA-TAIB programming has been consistent over the period covered by the three MIPDs. It can be noted here that consistency in programming priorities is important because it is a necessary precondition for achieving impact against strategic objectives.

The quality of the intervention logic used in the MIPDs was assessed using the four assessment criteria explained above (i.e. linkage, aim, achievability and measurability). The analysis is based on the four strategic objectives and 20 IPA-TAIB priorities covered by the 3 MIPDs and is given in Annex 1.2. The results are summarised in Table 3, below.

**Table 3: Assessment of IPA-TAIB Assistance Priorities MIPDs 2007-9, 2008-10, 2009-11**

No. positive assessments / objective (Max=4)	No. of priorities / frequency of positive assessments		
	Political Criteria	Economic Criteria	European Standards
1	0	1	0
2	0	1	2
3	4	4	2
4	2	3	2

- **Findings:**  
One third (7/20) of MIPD priorities were assessed positively on all 4 assessment criteria; these are equally distributed between the three priority axes. The two most frequent reasons for negative assessments were: (i) lack of focus) and (ii) poor measurability. In total 13 (62%) priorities were assessed negatively on the 'aim' criterion, these priorities were judged to be too wide in their scope to provide programming direction and too diffuse to achieve impacts against strategic objectives.

The breadth of a priority's scope has a strong influence on its measurability, generally as scope widens priorities become less coherent and it becomes more difficult to identify single indicators reflecting the state of the whole priority. Consequently an increasing number of specific indicators are needed to monitor the achievement of priorities as their scope grows. An example of such a broadly scoped priority is given in Box 2, below.

**Box 2 Example of Broadly Scoped MIPD Priority**

Priority (1) European Standards
Supporting the development of sector strategies and policies comparable with European standards. Priority sectors for support are: internal market, statistics, financial sector regulation and public procurement, personal data protection, protection of intellectual property rights, food safety, veterinary and phytosanitary standards, transport, environment, media, electronic communications and information society. In support of the above, increasing support to research cooperation is planned.

*Quality of National Programme Objectives*

The majority (39/45) of IPA-TAIB project fiches were analysed and their overall objectives and project purposes were assessed using the LAAM criteria. Individual assessment grids for each project assessed are given in Annex 1.3. Tables 4 and 5 below, show a summary of the assessments made.

**Table 4 Assessment of Overall Objectives in IPA-TAIB National Programmes, 2007-9**

No. positive assessments /objective (Max=4)	No. of objectives /frequency of positive assessments		
	2007	2008	2009
4	2 (22%)	10 (56%)	4 (33%)
3	3	2	4
2	3	4	2
1	1	2	2

**Table 5 Assessment of Project Purposes in IPA-TAIB National Programmes, 2007-9**

No. positive assessments / objective (Max=4)	No. of objectives / frequency of positive assessments		
	2007	2008	2009
4	7 (78%)	16 (89%)	11 (92%)
3	2	1	1
2	0	0	0
1	0	1	0

**Findings:**

The majority of objectives (50/78=64%) were assessed positively on all four assessment criteria. There was a marked difference between overall objectives and project purposes. The majority of purposes (34/39=87%) were positively assessed on all criteria, by contrast only 41% (16/39) of overall objectives achieved equivalent assessments. The reasons for negative assessments in overall objectives are shown in Table 6, below. The most frequent reason for overall objectives receiving negative assessments is that they fail the 'aim' criterion (22 out of 42 negative assessments), being either too wide in scope or too diffuse for projects to achieve impacts.

**Table 6 Reasons for Negative Assessments of Overall Objectives**

Number of Objectives	Distribution of Negative Assessments per Assessment Criterion			
	Linkage	Aim	Achievability	Measurability
42	5	22 (52%)	5	7

### 2.1.3 Analysis of Indicators

#### Q.8/Programming

**To what extent programming include SMART indicators to measure progress towards achievement of objectives?**

#### *Judgement Criteria and Indicators*

Indicators provide specific information on the state, level or condition of something. In the context of IPA-TAIB programming, indicators are used to provide information at four levels in the intervention logic: i.e. at the level of: (i) MIPD priorities; (ii) project overall objectives; (iii) project purposes; (iv) project results. The main function of indicators is to provide information which can be used to monitor the progress (results level); effectiveness (purpose level) and impact (objectives level) of projects and programmes.

In answer to Q.8 the quality of IPA programming indicators were assessed using the SMART criteria which are widely used to assess the quality (and therefore usefulness) of indicators. Indicators are judged to be of acceptable quality if they are: (i) Specific (i.e. closely linked to, and influenced by, what they are trying to measure); (ii) Measurable (i.e. variables which can be objectively assessed and numerically expressed); (iii) Available (i.e. already exist or can be collected at reasonable cost and effort); (iv) Relevant (i.e. related to the core problems / issues / needs addressed by the intervention); (v) Time-bound (i.e. give information about what will be achieved by an intervention within a fixed time period or by a given date). The indicator identified in relation to Q.8 is: % of indicators in IPA programming documents which are SMART

#### *MIPD Indicators*

Each of the Kosovo MIPDs identifies the results to be achieved by IPA-TAIB assistance within the programming periods they cover. Results and their indicators are defined for each priority axis and have been identified in the MIPD planning process as being of high EU integration relevance. In all, the MIPDs 2007-9, 2008-10, 2009-11 list 67 results and 23 indicators, these are given in Annexes 2.1 and 2.2. The distribution of results and indicators, according to priority axis is shown below in Table 7.

All MIPD indicators were assessed using the SMART criteria; this analysis is presented in Annex 2.2.

**Table 7 Results and Indicators Kosovo MIPDs 2007-9, 2008-10, 2009-11**

Number of Results	No of Indicators
<i>Political Criteria</i>	
16	13
<i>Economic Criteria</i>	
31	9
<i>European Standards</i>	
20	1

**Findings:**

- (1) The majority of indicators assessed (17/23=74%) scored positively on all 5 criteria and, therefore, in answer to Q.8, can be considered SMART. The remaining indicators were assessed positively on four out of the 5 criteria, they failed on two criteria, either they were: (i) not specific enough to reflect the result being measured; or (ii) not available without a specific study being undertaken.
- (2) The majority of MIPD indicators are for political criteria (13/23) with the fewest for European Standards (1/23). Many key results have no associated indicators and consequently will be difficult to monitor, this is particularly true for priority axis 3 European Standards.

*Annual Programme Indicators*

IPA-TAIB annual programme indicators are formulated at the project level and defined in the logical frameworks annexed to project fiches. Accordingly, the majority of logical frameworks prepared for the 2007-9 programmes (42/47) were analysed and their indicators were assessed using the SMART criteria. The assessments carried out are presented in Annex 2.3, a summary of the results is shown below in Table 8.

**Findings:**

1. Few indicators (14/299=6%) scored positively on all 5 assessment criteria and can therefore be described as SMART.
2. The main reason that so many were assessed as not being SMART is that they were not time-bound (110/299=37%). The second most frequent reason for negative assessment was due to a lack in measurability (48/299).
3. However, the time-bound criterion might be considered as being not being applicable for results and project purposes since by definition these should occur within the project's lifetime (results) or immediately on project completion (purpose) and are, in this sense, all time-bound. On the basis that the time-bound criterion is automatically fulfilled by all results and purposes the proportion of SMART indicators for the 2007, 2008 and 2009 programmes increases markedly to 63%, 45% & 80% respectively.

**Table 8 SMART Assessments of IPA-TAIB Annual Programme Indicators**

Level in logical framework	Frequency of positive SMART assessments (max. score=5)					
	5	4	3	2	1	0
<i>Annual Programme 2007</i>						
Overall Objectives	2	4	1	3	0	0
Project Purposes	1	4	3	2	0	0
Results	1	7	1	0	0	0
<b>Totals 2007</b>	<b>4 (13%)</b>	<b>15 (50%)</b>	<b>5 (17%)</b>	<b>5</b>	<b>1</b>	<b>0</b>
<i>Annual Programme 2008</i>						
Overall Objectives	3	5	11	1	0	1
Project Purposes	1	7	12	1	0	1
Results	1	10	2	2	0	2

Level in logical framework	Frequency of positive SMART assessments (max. score=5)					
	5	4	3	2	1	0
<b>Totals 2008</b>	<b>5 (8%)</b>	<b>22 (37%)</b>	<b>25 (42%)</b>	<b>4</b>	<b>0</b>	<b>4</b>
<i>Annual Programme 2009</i>						
Overall Objectives	0	9	4	0	0	0
Project Purposes	0	11	2	0	0	0
Results	5	6	2	0	0	0
<b>Totals 2009</b>	<b>5 (13%)</b>	<b>26 (67%)</b>	<b>8 (21%)</b>	<b>0</b>	<b>0</b>	<b>0</b>

## 2.1.4 Financial Resources

### Q.3/Programming

**To what extent are annual IPA component I allocations (MIFFs) adequate in relation to the strategic objectives of the MIPDs?**

#### *Judgement Criteria and Indicators*

Judgements on financial allocations are based on an analysis of national funding allocations made in MIFFs and MIPDs, national programme allocations for priority axes and national programme allocations to sectors. The following indicators are identified in relation to Q.3: (i) % concordance between the following: MIFF national allocations for IPA-TAIB and MIPD financial allocations per main areas of intervention; (ii) annual TAIB programme financial allocations per priority programming axis.

#### *Resources at the Programme Level*

The MIFF is multiannual planning document which provides the budgetary framework within which MIPD priorities and programmes are developed. The MIPD financial allocations should therefore mirror those planned in the MIFF. The annual budgetary allocations for IPA-TAIB assistance in Kosovo are shown in Table 9, below. Table 9 shows that three MIFFs cover the period under evaluation (i.e. 2007-9), the first of these being the 2008-10 MIFF. The allocations for 2007 are not covered by the first MIFF for IPA due to delays<sup>5</sup> in its preparation, the indicative allocation made in the 2007-9 MIPD is based on the EC's preliminary draft budget for 2007. Table 9 indicates that overall, the MIPDs follow the financial allocations made in the MIFFs.

There are two obvious departures from MIFF allocations, these occur in 2008 and 2009 where MIPD allocations significantly exceed those planned in the MIFF. This increase in funding level is mostly the result of additional allocations made to IPA-TAIB in 2008 & 2009 (60 M€ and 40 M€, respectively) to meet the expected needs associated with the process of resolving Kosovo's status. In addition, as part of a wider mobilisation of new donor funds to support Kosovo, 60 M€, originally intended for macro-financial assistance in 2008 was transferred to IPA-TAIB 2008. Finally, additional finance is made available under the 2008-10 MIPD which makes provision for the transfer of IPA Component II funds to IPA-TAIB (on the basis that conditions were not in place for supporting joint cross border programmes between Kosovo and neighbouring countries).

The increase in assistance was steepest in 2008 when the IPA-TAIB allocation increased by 295% (in comparison with the previous year) and led to the funding of two IPA-TAIB annual programmes in 2008 (annual programmes I and II, these are approved under two separate Commission Decisions).

**Table 9 IPA-TAIB Financial Allocations Planned for Kosovo in MIFFs and MIPDs**

(budgets in M€)

2007*	2008	2009	2010	2011	2012	2013
	<b>MIFF 2008-10</b>					
	62.0	63.3	64.5			
		<b>MIFF 2009-11</b>				
		63.3	64.5	65.8		
			<b>MIFF 2010-12</b>			

<sup>5</sup> It was not possible to present a MIFF for 2007-9 because of the Council's delay in agreeing the Financial Framework for 2007-13.

2007*	2008	2009	2010	2011	2012	2013
			64.5	65.8	67.1	
				MIFF 2011-13		
				65.8	67.1	70.7
62.0	182.7	103.6	Actual Annual Programme Budgets			
MIPD 2007-9						
65.7	62.0	63.3				
	MIPD 2008-10					
	122.0	63.3	64.5			
		MIPD 2009-11				
		103.3	64.5	68.7		
				MIPD 2011-13 (under preparation)		

□ **Findings:**

The budgetary adjustments described above, lead to the finding that the IPA financial planning and programming framework (as established by MIFFs and MIPDs) is responsive to needs, and flexible enough to do so quickly. This is relevant to answering Q.3, above, given that the additional IPA resources mobilised under these budgetary adjustments are well matched to one of the key strategic objectives of the 2007-9, MIPD, namely: *'To support the implementation of Kosovo's status settlement'*, (Box 1, above). This finding is of relevance in answering Q.2 below, on the relationship between programming and financial needs.

*Resources at the Priority / Sector Level*

The MIPDs introduce some limited budgetary flexibility because (in order to establish balanced programmes) they establish normative ranges for dividing the annual budgets between the three main priority axes for IPA-TAIB. This flexibility allows financial resources to be focussed (within the limits set) on high priority objectives by, for example, maximising allocations to a selected axis in successive annual programmes. The ranges in budgetary allocations per priority axis, as given in the three Kosovo MIPDs, are compared with actual annual programmes allocations in Table 10, below.

**Table 10 MIPD Ranges in Budgetary Allocations and Actual Budgets per Priority Axis**  
(budgets in M€)

Priority Axes	2007		2008				2009	
	MIPD 2007-09	Annual Programme*	MIPD 2008-10	Total I+II	Annual Programme I	Annual Programme II	MIPD 2009-11	Annual Programme
<b>Total Allocation (M€)</b>	<b>65.7</b>	<b>62.0</b>	<b>122.0</b>	<b>182.7</b>	<b>122.7</b>	<b>60.0</b>	<b>103.3</b>	<b>103.6</b>
Political Criteria	25-35%	34%	27-40%	<b>34%</b>	26%	42%	27-40%	41%
Economic Criteria	45-60%	51%	45-60%	<b>57%</b>	56%	58%	45-60%	30%
European Standards	10-20%	10%	8-15%	<b>4%</b>	8%	0%	8-15%	19%
Support Activities	-	6%	-	<b>5%</b>	9%	0%	-	10%

Table 10 shows that there were slight adjustments to the maximum and minimum ranges per priority axis in the two later MIPDS with the range for political criteria being adjusted 2-5% upwards whilst that for European standards is reduced by the equivalent 2-5% in the 2008-10 and 2009-11 MIPDs. Against this background there is no consistent pattern of allocations per priority axis that would suggest budgetary focussing, of the sort described above. However, there does appear to have been prioritisation of infrastructure projects, particularly in 2008.

The additional IPA-TAIB programme in 2008 (Annual Programme II) supports two major infrastructure projects in axes 1 and 2 (50 out 60M€) and makes a contributions to multi-donor trust funds which fall under axis 1. The overall effect of Annual Programme II is to decrease the relative funding allocation for axis 3 in 2008 to 4% below the minimum range (Table 10). However, this reduction is more than compensated for in the following year when the allocation to axis 3 was increased by 15% to make it exceed the maximum range by 4%. It should also be noted that the fact that fewer funds were allocated to certain key sectors in axes 1 and 3 is linked to the low absorption capacity of the relevant beneficiaries and the lack of mature project proposals. In some sectors ECLO either did not receive proposals or did not propose projects because of known limitations in beneficiary capacity.

IPA-TAIB financial allocations per sector are shown in Table 12, below. In answering Q.3 it can be noted that four sectors, in axes 1 and 2, have been consistently funded over the 2007-9 period, these are shown in Table 11 below.

**Table 11 Sectors Benefiting from IPA-TAIB Assistance in 2007-9 Annual Programmes**

Priority Axis	Sector	Total IPA Funding 2007-9 (M€)
Political Criteria	Rule of law and Judicial Reform	55.84
	Human Rights/ Minorities/ IDPs	41.83
Economic Criteria	Economic Infrastructure	103.77
	Regional Development	30.74
<b>Total</b>		<b>232.18</b>

- **Finding:**  
Taking all four annual programmes together these four sectors, alone, have received 232.18 M€ which represents 75% of the IPA-TAIB assistance programmed in Kosovo since 2007. Given this relative concentration of resources, it is probable that the results of the projects funded in these sectors will make significant contributions towards achieving the MIPD priorities linked to these sectors. In the 2009-11 MIPD, these are: axis 1 priorities 3 and 4 (rule of law and human rights) and axis 2 priorities 4 and 8 (utility / business infrastructure and regional development, these MIPD priorities are described in Annex 1.1).

Achieving these priorities will, in turn, contribute towards the achievement of the MIPD strategic objectives. However, it should be noted that (i) the sectors listed above only contribute to four out of 20 priorities; and (ii) certain key sectors which are highly relevant to the EU integration process such as the *Fight against Organised Crime & Corruption* and *Internal Market* have received far fewer funds raising the possibility that MIFF allocations to axes 1 and 3 may not be adequate to meet needs in these areas.

**Table 12 IPA-TAIB Allocations per Sector**

	Sector	IPA 2007	%	IPA 2008 (I & II)	%	IPA 2009	%
<b>Axis 1: Political Criteria</b>							
1	Rule of Law and Judicial Reform	5,792,000	26	38,000,000	67	12,050,000	28
2	Public Administration*	6,450,000	29	10,000,000	18	6,500,000	15
3	Fight against Corruption	1,000,000	5				
4	Fight against Organised Crime						
5	Human Rights/ Minorities/IDPs	8,700,000	40	9,000,000	16	24,125,000	57
	<b>Subtotal</b>	<b>21,942,000</b>	<b>35</b>	<b>57,000,000</b>	<b>31</b>	<b>42,675,000</b>	<b>41</b>
<b>Axis 2: Economic Criteria</b>							
6	Economic Infrastructure	10,973,000	35	80,100,000	77	12,700,000	41
7	Regional Development	18,940,000	60	4,000,000	4	7,800,000	25



	Sector	IPA 2007	%	IPA 2008 (I & II)	%	IPA 2009	%
8	Property Ownership						
9	Labour Market and Education	1,400,000	4	20,000,000	19	10,300,000	33
	<b>Subtotal</b>	<b>31,313,000</b>	<b>51</b>	<b>104,100,000</b>	<b>57</b>	<b>30,800,000</b>	<b>30</b>
<b>Axis 3: European Standards</b>							
10	Agriculture/Food	2,000,000	32	7,020,000	30		
11	Environment					4,800,000	24
12	Energy	2,985,000	47			15,000,000	76
13	Transport			1,000,000	10		
14	Internal Market						
15	JHA						
16	Fisheries						
17	Statistics			1,500,000	15		
18	Metrology						
19	Public Finance	1,350,000	21	3,000,000	30		
20	Health			1,500,000	15		
	<b>Subtotal</b>	<b>6,335,000</b>	<b>10</b>	<b>14,020,000</b>	<b>5</b>	<b>19,800,000</b>	<b>19</b>
<b>TOTAL Programme:</b>		<b>62,003,000</b>		<b>182,700,000</b>		<b>103,600,000</b>	

At the programme level, budgets are established in the MIFFs and are not based on the actual costs of accession in each country, since these are beyond the budget of any single assistance programme, including IPA. Given that the strategic objectives identified in MIPDs are based on European Partnership priorities, regular EC Progress Reports and SAA dialogue they capture the great majority of Kosovo's EU integration needs. It follows that MIFF allocations are neither intended to, nor capable of, funding the achievement of MIPD objectives.

However, MIPDs are documents for planning IPA assistance and as such should define objectives which can be achieved with available funds. It follows that IPA funds are expected to make a significant contribution towards achieving MIPD objectives.

#### Q.2/Programming

**To what extent planning and programming provide adequate assessment of needs (both financial and time) to meet all accession requirements / strategic objectives?**

#### *Judgement Criteria and Indicators*

Q.2 can be reformulated as: *Is IPA programming based on the estimated costs of meeting accession requirements in Kosovo and to what extent are the national allocations of IPA funds responsive to those needs?* In principle, the main criterion for answering Q.2 is the extent to which IPA funding reflects the government's cost estimates for implementing the EPAP. National allocations are based on annual programme budgets which in turn are based on project budgets. The second judgement criterion is the extent to which individual project budgets are realistic and based on an assessment of financial needs. Given that the costs of Kosovo's accession cannot be met by IPA alone and that, collectively, other donors in Kosovo are a significant source of financial assistance, the third judgement criterion is the extent to which IPA can leverage additional financial resources to meet accession requirements.

The following indicators were identified in relation to answering Q.2: (i) correlation between IPA financial allocations and EPAP cost estimates per sector for achieving accession objectives; (ii) % project /programme budget requests based on itemised cost estimates; (iii) amount and sources of co-financing (M€) /project /annual programme

#### *Financial Needs and Programme Budgets*

At the strategic level, the financial needs of EU integration have not yet been fully assessed by the Kosovo government and the costs of implementing the entire EPAP are not known, although the costs for certain sectors within the EPAP, such as energy and transport, have been estimated. Currently the



administration is in the process of estimating the total cost of implementing the EPAP. Regardless of this, and as pointed out earlier, it is clear that costs of meeting Kosovo's European integration / accession requirements are greatly in excess of the funds available under IPA and that the challenge for programmers is to focus funds on well-targeted and well-prepared interventions.

In order to judge whether individual project budgets are based on an analysis of financial needs, all 2007-9 project fiches were examined with the intention of recalculating project budgets on the basis of inherent cost items and thereby assess whether project budgets are realistic. For service-based projects it was possible to independently verify budgets by making estimates of time inputs and numbers of experts required based on the description of proposed services. Cost estimates made in this way are of necessity approximate since few project fiches contain sufficiently detailed information which needed for greater accuracy. However, in all cases where such information exists our finding is that costs & budgets have been realistically assessed and that they reflect market rates for service contracts (fees, travel, expenses etc.)

It is much more difficult to estimate the costs of supplies and works since project fiches contain none, or few, of the technical details needed for making cost estimations (market surveys of equipment, technical specifications etc). Whilst there are benchmark costs for types of construction (e.g. for wastewater treatment plants above and below 80,000 inhabitants) these are greatly affected by site-specific factors such as underlying geology and hydrology and cannot be applied globally. This means that realistic costs for investment projects can only be assessed on a case-by-case approach. Ultimately, project budgets can only be verified with confidence on the basis of procurement documentation (terms of reference, technical specifications) and supporting documents such as feasibility studies<sup>6</sup>.

#### *Co-financing*

The IPA Regulation (Article 67) lays down the need for co-financing and clearly stipulates the cases when the IPA contribution can be 100% (in case of centralised or joint management for institutional building) and up to 75% in case of investment operations, with exceptional cases and justified cases when it can exceed 75%.

The average co-financing rates for investment and institution building projects in the 2007-9 programmes is 25% and 9% respectively, i.e. well above the 15% threshold for investments stipulated in the Regulation. The amount of co-financing varies considerably from project to project e.g. co-financing rates range from 0-50% for investment projects in the 2009 programme. This is possible because neither the IPA Regulation nor the IPA Implementing Regulation make strict provisions for the amount of co-financing required for each operation, so that for a programme containing several investment operations the co-financing is considered as the total for the whole programme. On this basis the overall co-financing rate for 2009 investment projects, at 23%, is above the minimum threshold. Generally, co-financing rates in Kosovo are high in all three annual programmes (11%, 34%, 14% for the 2007, 2008, 2009 programmes respectively). In large part this is due to the inclusion of co-financing from other donors, e.g. in the 2008 project '*Rule of Law in Kosovo*' includes 1 M€ of co-financing from KCB. The co-financing rate for the entire 2008 Annual Programme I is 19%, this increases significantly to 34% with the addition of Annual Programme II and in large part is due to the inclusion in that programme of the '*Infrastructure Projects Facility-Kosovo Window*' (IPF) which addresses Kosovo's huge need for infrastructure development across all sectors. The total IPF project budget is 61 M€ to which IPA contributes 25 M€ i.e. 40%, the remaining 36 M€ is co-financed from the EIB, EBRD and KfW.

#### □ **Findings**

1. The total financial needs of meeting Kosovos' accession requirements are not known but they are likely to be large and beyond the means of IPA programme budgets. The Kosovo administration is in the process of estimating the costs of implementing the EPAP.

<sup>6</sup> These documents were judged to pose potential conflicts of interest and were not used for evaluation purposes.

2. The budgets of all 2007-9 projects were examined and wherever possible checked. In all cases it was found that budgets had been realistically assessed and reflected market rates.
3. However, few project fiches contain the information needed for the above described analysis.
4. Co-financing is high in Kosovo with an average rate of 20% for the 2007-9 annual programmes, in large part this is due to contributions from other donors.
5. IPA assistance has high leverage in Kosovo. The prime example of this being the 2008 IPF project in which 25 M€ is co-financed by 36 M€ from other donors, a leverage ratio of 1 € (IPA) to 1.4 € donor funds.

## 2.1.5 Sequencing and Prioritisation

### Q.5/Programming

#### To what extent programming provides adequate prioritisation and sequencing of assistance?

##### *Judgement Criteria and Indicators*

In the context of programming, *prioritisation* means giving preference to certain areas, or types, of intervention over others. Prioritisation of project proposals takes place within the strategic and budgetary limits set by the MIPD and MIFF, respectively and is part of the annual programme preparation process. As discussed above, the MIPD priorities cover a broad range of Kosovo's EU integration requirements and are too numerous to be of use in prioritising individual project proposals. This means that if there is to be prioritisation it should take place at the project selection stage of programme preparation. Project selection is based on the joint decision of the Kosovo and EC authorities and involves: EC-HQ; ECLO, the MEI and potential beneficiaries. See Section 2.1.6 (Project Selection).

*Sequencing* is understood to mean the order in which projects supported under each MIPD priority axis are selected, prepared and implemented in successive annual programmes. There are three main reasons for sequencing interventions: (i) some priorities (notably those involving infrastructure) take longer to achieve than others and therefore need to be addressed first; (ii) particular key beneficiaries are already managing previously programmed projects and have little capacity for additional ones. In such cases, priority projects may be deferred to future programmes and the sequence of assistance will be determined by the absorption capacity of the institutions involved. Capacity assessments of beneficiary institutions are undertaken as part of annual programming, their use in project selection is discussed in Section 2.1.6, below. The third reason for sequencing assistance is to increase its impact in agreed priority sectors. In principle, a well-sequenced project is one which builds directly & within a short space of time on the results of a preceding project and whose results, in turn, will be the basis of a succeeding project. The sequence stops when a sector strategic target has been achieved. In effect, sequencing is a mechanism for focussing and maintaining assistance flows to identified priority areas and thereby maximising its impact. In this context, the extent to which projects are sequenced can be seen as an indirect indicator of likely impact. Project sequencing is the basis for developing a sector-based approach to future programming (see Section 2.3).

##### *Judgement Indicator*

The main indicator identified in relation to answering Q.5 is: The extent to which projects showing sectoral continuity (i.e. as projects finish, follow-on projects are ready to start implementation).

A necessary pre-condition for developing a prioritised and sequenced approach, for say a key sector or beneficiary institution, is consistency and continuity in funding support allowing for a continuous 'pipeline' of follow-up projects to be prepared for successive annual programmes. In Kosovo, four sectors meet this pre-condition have been consistently supported by each of the three annual programmes over the 2007-9 period (Table 11, above). Two of these sectors namely, '*Rule of Law*' and '*Refugee Return*' were examined for the quality of project sequencing. The projects funded in these sectors are given in Table 13 below, which also lists the planned results for each project.

In the case of the rule of law projects, there is no obvious continuity between the projects funded in successive years. The projects are large allowing them to be sub-divided into what are effectively independent sub-projects, each with its own contracting arrangements. The 2007 project supports the border police, the anti-corruption agency and construction of holding centres for asylum seekers. It has little in common with the 2008 projects which support capacity building in central ministries and the construction of court facilities. Likewise, the 2009 project shows no obvious linkage with preceding projects and supports different beneficiaries ((Civil Registration Agency) and activities (legal translation and forensics).

By contrast, the projects supporting refugee return show both linkage and continuity. The 2007 project builds policy and administrative capacity for managing the return process and providing basic services such as health care. The subsequent projects focus on improving the living conditions for returnees both physically in terms of reconstructed dwellings and infrastructure (2008) and economically by creating jobs and local businesses (2009). Continuity is provided by three overlapping components: (i) reconstruction (2007 & 2008); (ii) support for business and job creation (2008 and 2009); (iii) capacity building of local, receiving, administrations.

**Table 13 Sequencing of Projects in Annual IPA-TAIB Programmes 2007-9**

<b>IPA 2007 (5.79 M€)</b> Strengthening the rule of law	<b>IPA 2008 (13.00 M€)</b> <b>IPA 2008 (25.00 M€)</b> Strengthening the rule of law I Strengthening the rule of law II	<b>IPA 2009 (12.05 M€)</b> Strengthening the rule of law
<i>Results</i>		
<ul style="list-style-type: none"> <li>▪ Border police secondary legislation. Management plans &amp; feasibility studies</li> <li>▪ Capacity building in the Anti-Corruption Agency</li> <li>▪ Construction of centre for asylum seekers</li> </ul>	<ul style="list-style-type: none"> <li>▪ Capacity building for Ministry of Justice: policy making</li> <li>▪ Capacity building for Ministry of Interior: asylum &amp; migration policy</li> <li>▪ Education services for lawyers</li> <li>▪ Construction of the Palace of Justice</li> </ul>	<ul style="list-style-type: none"> <li>▪ Establishment of Civil Registration Agency</li> <li>▪ Support for legal translators</li> <li>▪ Support to juvenile justice system</li> <li>▪ Increased forensic capacities</li> <li>▪ Education in public safety &amp; security</li> </ul>
<b>IPA 2007 (8.70 M€)</b> Return, reintegration & cultural heritage	<b>IPA 2008 (4.00 M€)</b> Sustainable return & reintegration	<b>IPA 2009 (3.13 M€)</b> Support to communities
<i>Results</i>		
<ul style="list-style-type: none"> <li>▪ Increased capacity in Ministry of Communities &amp; Returns to plan &amp; manage returns</li> <li>▪ Increased capacity in municipalities for return projects</li> <li>▪ Developing health care services for returnees</li> <li>▪ Reconstruction of dwellings</li> </ul>	<ul style="list-style-type: none"> <li>▪ Return of IDP/ refugee families to repaired dwellings &amp; rebuilt infrastructure</li> <li>▪ Facilitating local micro-enterprises</li> <li>▪ Creation of local labour market &amp; employment possibilities for returnees</li> </ul>	<ul style="list-style-type: none"> <li>▪ Support to small enterprises</li> <li>▪ Business skills training for local entrepreneurs</li> <li>▪ Support to inter-ethnic confidence building measures</li> </ul>



#### **Findings:**

Continuous IPA support to selected sectors allows for projects to be sequenced so as to provide progressive delivery of results and maximise impacts. Four sectors have been identified in Kosovo where such an approach might be undertaken. Projects supporting internally displaced people and refugees are found to be well sequenced and progressive, with projects in successive years building on the results of previous ones. By contrast the projects in the Rule of Law are 'standalone' projects which support different policy areas and beneficiaries from one year to the next.

## 2.1.6 Project Selection

### Q.4/Programming

**To what extent is the project selection mechanism appropriate in the sense of selecting the most relevant, efficient & effective projects to meet strategic objectives?**

#### *Judgement Criteria and Indicators*

'Appropriate' projects in the context of Q.4 are those which: (i) have high priority in the EPAP; (ii) are prepared on basis of problem analyses/needs assessments; (iii) have budgets based on itemised cost estimates; (iv) have realistic procurement schedules; (v) have supporting procurement documentation & studies, i.e. they are well prepared. The principle criterion for making judgements on project selection is the extent to which there is a managed project selection-preparation process which includes beneficiary participation at both strategic and operational levels, is quality control checked and transparent to the other donors in Kosovo. The following indicators were identified in relation to answering Q.4: (i) number and quality of project proposals; (ii) quality and nature of guidance instructions / assistance given to potential beneficiaries; (iii) adequacy of timeframe for project selection and preparation; (iv) quality of coordination by NIPAC.

#### *The Project Selection Process*

Initially, project selection for IPA-TAIB is the joint responsibility of the NIPAC (Ministry of European Integration, MEI<sup>7</sup>) and ECLO. EC-HQ is, to varying degrees, involved at each stage of the process and there are regular programming missions from DG Enlargement to Kosovo over the period in which annual programmes are being prepared, including project selection. Given that the management of IPA assistance in Kosovo is centrally managed, the responsibility for final project selection rests with EC-HQ.

Project selection is a process, typically taking 6-9 months to complete, which cannot be considered separately from project preparation because (i) projects have to reach a minimum quality level of preparation before they are included as part of annual programmes; (ii) projects require considerable inputs of time & effort to prepare in the standard project fiche (PF) format and are jointly drafted by ECLO and beneficiary institution staff.

There are, therefore, two stages to project selection; firstly there is the selection of project ideas/concepts to prepare as PFs, which is followed by selection of prepared projects for annual programmes. In some circumstances (e.g. where there are doubts about cofinancing availability or beneficiary institutional capacity) it may be necessary to prepare more projects than can be funded in that year, in order to ensure a reserve list of prepared projects for the final programme selection. However, given the time and effort required to prepare PFs to an acceptable standard, 'over-programming' is a rarely used option and is not a routine practice in Kosovo.

Project selection for IPA-TAIB in Kosovo takes place according to number of well defined steps, these are shown in Box 3, it can be noted that of the 20 steps shown the first 12 take place in Kosovo and are coordinated by ECLO and the MEI. Figure 2 shows a simplified flow chart of this process.

Annual programming starts with a request for project proposals sent from ECLO to the MEI. This request is accompanied by a timetable for the whole programming period which includes dates of planned EC-HQ programming missions and for final PF submission, these dates vary from year to year since they are determined by the dates on which the IPA Management Committee will consider the Financing Proposal for Kosovo.

In addition to the timetable, ECLO include standard templates for project proposals, the 'project concept note', and the logical frameworks which should be annexed to the Concept Note, plus a list of pre-conditions for receiving IPA-TAIB. The project Concept Note template and the list of pre-conditions are shown in Boxes 4 and 5, respectively.

<sup>7</sup>

The NIPAC is the Minister of European Integration; the Ministry of European Integration provides technical support for the minister to carry out the responsibilities of NIPAC.

### Box 3 Selection of Projects for IPA-TAIB Annual Programmes in Kosovo

1. Programming timetable established by EC-HQ & ECLO
2. ECLO sends programming timetable MEI with a request for project proposal plus guidance notes on preparing project proposals.
3. MEI prepares internal programming timetable & sends it, together with a request for project proposals to line institutions
4. Potential beneficiaries prepare project proposals in the form of Concept Notes & Log Frames
5. Concept Notes & Log Frames sent to MEI by due date
6. MEI forwards a list of project proposals together with Concept Notes & Log Frames to ECLO (=the 'long list')
7. ECLO & MEI jointly organise a kickoff workshop where potential beneficiaries are invited to present their project proposals
8. ECLO, in discussion with MEI, select projects concepts for further preparation (= the 'short list')
9. ECLO sends the short list to key donors in Kosovo for comments on possible overlaps and/or synergies
10. ECLO verifies that key pre-conditions have been /will be met
11. ECLO Task Managers interact with line institutions to improve the quality of Concept Notes & Log Frames for selected projects.
12. Beneficiaries prepare a 2<sup>nd</sup> draft of Concept Notes incorporating ECLO comments. Redrafted Concept Notes discussed in a 2<sup>nd</sup> round of workshop sessions.
13. Beneficiaries prepare 3<sup>rd</sup> & final draft of Concept Notes & Log Frames on basis of comments & suggestions made during 2<sup>nd</sup> workshop
14. ECLO Task Managers together with beneficiary institutions prepare Project Fiches (PFs) based on final Concept Notes & Log Frames
15. Submission of PFs to EC HQ for inter-service consultation
16. Amendments made to PFs as a result of inter-service consultation
17. EC-HQ prepares annual programme as a Financing Proposal (to which PFs are annexed)
18. Submission of the Financing Proposal for approval by the IPA Management Committee
19. EC-HQ prepares Commission Decision & Financing Agreement
20. Signature of Financing Agreement between the European Commission and the Government of Kosovo

### Box 4 Template for Project Concept Notes

1. Project title:
2. Beneficiary institution:  
Contact person:
3. Situation analysis:
4. Stakeholder analysis
5. Target group-beneficiaries
6. Implementation arrangements:
7. Budget (including co-financing, if any)

On the basis of the Concept Notes / logical frameworks and presentations made by the potential beneficiary institutions (step 7, Box 3), ECLO and MEI jointly decide which projects to select for further preparation (the 'short list', since normally more projects are submitted than can be funded). The selection criteria used are in large part based on the pre-conditions listed in Box 5 and are as listed below:

1. Coherence in strategic framework (project reflects latest EC Progress Report, MIPD, government priorities, linkage to EPAP and / or sectoral strategies)
2. Quality of information and situation analysis used to justify project
3. Project maturity (readiness for implementation)
4. Capacity of potential beneficiaries to implement the project.
5. Project size (preference for large projects)
6. Assessment of sustainability

## Box 5 Pre-Conditions for IPA-TAIB Support

### Key Pre-Conditions

Project objectives address EU priorities for Kosovo (as defined in European Partnership, Annual Progress reports, etc);  
 Project objectives should also reflect Kosovo's priorities (MTEF and sector/ministerial level plans/strategies);  
 Institutional and legal frameworks must be in place;  
 Political will and government commitment;  
 Co-financing arrangements must be discussed with the relevant ministry and confirmed in writing by the Ministry of Finance.

### Other Pre-Conditions

Size, complexity, absorption capacity and realism of proposed projects and the budgets sought;  
 Implementation approach i.e. type of contract, possibilities for twinning;  
 Assessment of risks and identification of project/sector conditionalities;  
 Project maturity/readiness;  
 Donor and inter-governmental coordination (beneficiaries are obligated to report and take into account other donor's activities to avoid overlap and duplications;  
 Incorporation of lessons learnt from Kosovo and the region.

The MEI, on the basis of ECLO's request, contact line institutions with a request for project proposals in the formats sent to them by ECLO. The MEI coordinates the preparation of Concept Notes and logical frameworks which are submitted to the MEI. The MEI then prepares a list of project proposals (the so called 'long list') and sends this together with the Concept Notes plus logical frameworks to ECLO.

For IPA 2010 programming, 124 Concept Notes, plus their logical frameworks, were formally submitted by the MEI on behalf of Kosovo line institutions. The total funding requested by these project proposals, alone, was 254 M€, i.e. almost four times the allocated budget of 64.5 M€. Similarly, in previous years available funds were oversubscribed. ECLO has provided the following figures on numbers of projects proposed since 2007:

- ⇒ IPA 2010 – 150 project concepts submitted (including those listed in Table 14)
- ⇒ IPA 2009 – 120 project concepts submitted, (leading to the selection of 13 projects)
- ⇒ IPA 2008 – 70 or more project concepts submitted, (leading to 19 projects)
- ⇒ IPA 2007 – no data (IPA-TAIB programming was carried out by the European Agency for Reconstruction)

A summary of projects proposed in the long list for the 2010 annual programme is given below in Table 14.

**Table 14 Summary of Project Proposals for the 2010 IPA-TAIB Annual Programme**

Sectors	Number of Project Proposals	Funding Request (range €-M€)	Total Funding Request (M€)
<i>Political Requirements</i>			
Rule of Law	18	78,000-3.0 M€	29.7
Public Administration Reform	10	30,027-2.7 M€	11.9
Public Finance	13	110,000-6 M€	18.5
Local Government & Decentralisation	3	200,000-36.5 M€	61.7

Sectors	Number of Project Proposals	Funding Request (range €-M€)	Total Funding Request (M€)
Communities, Civil Society & Media	6	286,840-8 M€	15.6
<i>Socio-Economic Requirements</i>			
Economic Development	16	45,000-7.5 M€	37.9
Rural Development	8	250,000-2 M€	13.9
Education, Employment & Social Welfare	15	23,215-8 M€	25.5
<i>European Standards</i>			
All sectors eligible	35	80,000-5.85 M€	54
<b>TOTALS</b>	<b>124</b>	<b>23,000-36.5 M€</b>	<b>253.7</b>

Once projects have been selected, ECLO task managers interact with the responsible staff in the beneficiary institutions to improve the quality of the Concept Note + logical framework which are redrafted three times by the beneficiaries to incorporate the advice and comments given by ECLO staff in meetings and specially arranged workshops. Once the final draft of the Concept Note has been accepted it becomes the basis for project fiche preparation. Project Fiches are mostly drafted by ECLO task managers on the basis of inputs of information / data provided by the beneficiary institutions.

Projects are selected for inclusion into the annual programme if the final project fiches are judged to be of acceptable quality and if ECLO have verified that the pre-conditions have been met and that co-financing (if any) has been approved (in writing) by the Ministry of Finance. . Quality control checks of project fiches are carried out by both the MEI and ECLO using a standardised quality control check list.

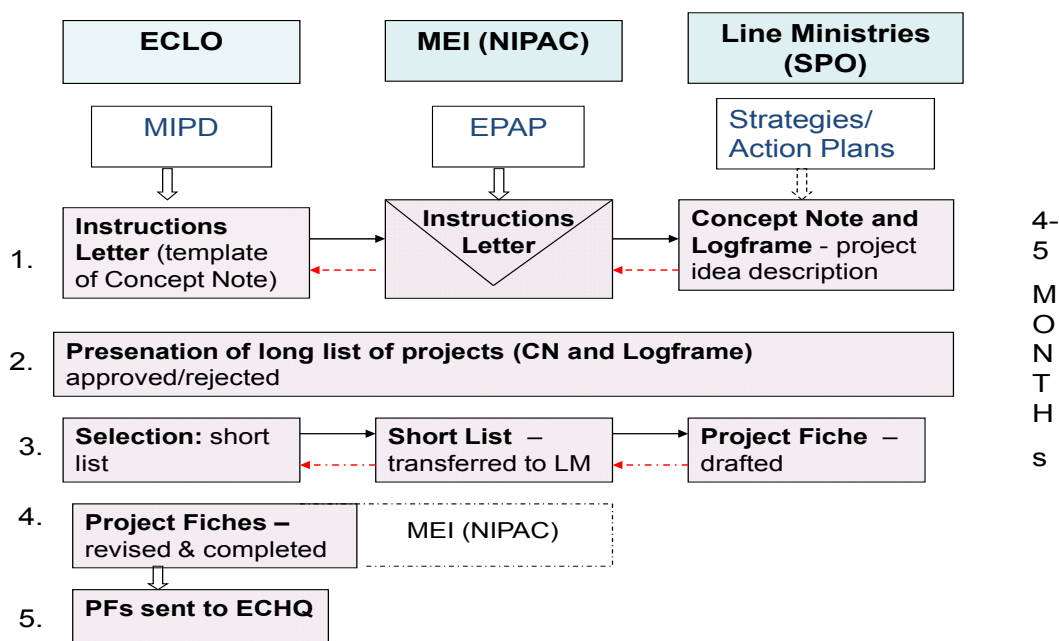
#### □ Findings:

1. ECLO involves the beneficiaries in annual programming from the beginning of the process by means of a purpose-designed concept note.
2. Potential beneficiaries submit logical frameworks with their project proposals, i.e. before the preparation of project fiches starts
3. Project selection is based on a mix of strategic (e.g. linkage to latest EC Progress Report) and practical criteria (project size /implementation arrangements)
4. Potential beneficiaries are sent a list of pre-conditions before they prepare project concept notes and projects are only accepted if these are met.
5. In the case of projects with co-financing, there must be written confirmation from the Ministry of Finance before a project can be selected for IPA-TAIB funding.
6. Project fiches are quality controlled by the MEI and ECLO using a common quality control checklist.
7. Initial project proposals are usually of poor quality and are improved progressively through the project preparation process.



**Figure 2 Overview of the Project Selection Process for IPA-TAIB in Kosovo**

### Programming process



### 2.1.7 Beneficiary and Donor Policies

#### Q.6/Programming

**To what extent programming takes adequate & relevant account of beneficiaries' policies, strategies & reform process in relevant key areas?**

#### Judgement Criteria and Indicators

In answering Q.6, 'adequate and relevant account' is taken as meaning that the programming process incorporates regular consultations with the national authorities responsible for policy and strategic planning in accession-related sectors and that as a consequence, programming documents contain appropriate references to government policies and strategic plans. The following indicators were identified in relation to answering Q.6: (i) number and type of inputs provided by beneficiaries to the preparation of programming documents; (ii) % programming documents containing references to national policies, strategies & reforms

#### MIPDs

The Kosovo authorities have been consulted on, and made inputs to, the preparation of the three MIPDs, particularly for MIPD 2009-11. All the MIPDS refer to the following four strategies/plans: 'Private sector development strategy'; 'Agriculture & rural development plan'; 'Energy strategy paper'; 'Medium Term Expenditure Framework (MTEF)'. The 2007-9 MIPD, uniquely, refers to the preparation of a 'Kosovo Development and Strategy Plan'; whilst the 2009-11 MIPD refers to a 'Public Administration Reform Strategy and Action Plan'. In addition, the 2009-11 MIPD refers to the government's approval of the EPAP and its adoption of a 'Plan for European Integration 2008-10'.

#### Annual Programmes

The EPAP is a document based on government approved sector strategies which is reviewed and updated on an annual basis. The responsible institutions are coordinated in this process by the MEI (see Section 2.4) which, as explained above, also coordinates many of the same institutions in the preparation of their IPA project fiches. This central coordinating role of the MEI, together with the fact that most IPA beneficiary institutions are involved in updating sector strategies for the EPAP, ensures that national policies and plans are incorporated into IPA project preparation.



❑ **Findings:**

1. The Kosovo authorities and beneficiary institutions have been consulted, and have made inputs to, IPA programming documents. In the case of MIPDs, the number and quality of these inputs has increased since 2007.
2. In general, there are few references to Kosovo's national policies and strategies in the MIPDs
3. By contrast, annual programmes make extensive references to national strategies. All project fiches make references to an overarching national development strategy. The 2007 project fiches refer to the 'Kosovo Development Strategy and Plan'; from 2008 the equivalent references are to the EPAP. All 2007-9 project fiches refer to the MTEF.
4. The majority of project fiches make extensive references to relevant sector strategies (as listed in Annex 3).
5. On the basis of the above findings, it is concluded that IPA programming takes adequate and relevant account of national policies and plans.

*Q.7/Programming*

**To what extent programming takes adequate & relevant account of assistance provided & reforms promoted by key donors where applicable?**

*Judgement Criteria and Indicators*

IPA programming process is judged to take '*adequate & relevant account*' of donor assistance if it takes account of ongoing and planned donor assistance so as to identify potential synergies and avoid duplication or contradiction. Programming documents should clearly indicate how IPA will coordinate with national strategies supported by donor assistance which are under implementation. There should be a formal, institutionalised, system for donor coordination. The following indicators have been identified in relation to Q.7: (i) number of references to key donors in IPA programming documents; (ii) % project fiches with references to key donors; (iii) evidence of a common database; (iv) evidence of duplication of activities with other donors

*Donors in Kosovo*

The donor environment in Kosovo is dense. The MIPDs collectively refer to over 30 separate donors and donor organisations (=donors) which are or have been active in Kosovo since 2007. Table 15 below shows the distribution of donors according to 6 broad sectors: 1). Institution Building (IB); 2). Rule of Law (RoL); 3). Returns and Minorities (R&M); 4). Economic Development (ED); 5) Infrastructure (IS); 6). Social Sectors (SS). The largest number of donors are in the ED sector (14/28) with some, notably the development banks, being confined to this sector. Donor support for the SS sector is also widespread (12/28). With the exception of IB, each sector has exclusive donors (i.e. assisting that sector only), in addition to those above, these are: RoL (UNICEF); R&M (Spain and UNHCR); ED (EIB); IS (UN Habitat).

Key donors can be defined either those which have wide coverage, assisting many sectors, or those which contribute significant resources and thereby impacts. On this basis the *key donors in Kosovo are: Germany and the USA (both covering 6 sectors); Sweden and the UK (both 5/6 sectors); World Bank (130 MUSD invested)*. Information on USAID, World Bank and UK assistance programmes in Kosovo are given in Annex 5.

The EC has been active in seeking donor involvement in programming IPA assistance. MIPDs and annual programmes are routinely sent to the main donors for comments. In addition, key donors are informed and consulted during the preparation of project fiches. In 2008, the EC organised a Donors' Conference in support of Kosovo's socio-economic development which was attended by representatives of 37 countries and 16 international organisations. The conference agreed to establish a coherent donor coordination framework.

Currently ECLO, together with the MEI, coordinates IPA programme management in Kosovo with all the key donors and hosts regular, monthly coordination meetings. In addition, IPA assistance has supported the development of a donor coordination database. As noted below in relation to sector strategic planning (Section 2.3.3) the MEI is setting up sector working groups which will meet on a regular basis to review progress in each sector and report to senior government. These meetings would be attended by representatives of ECLO and the donors.

**Findings:**

1. All IPA programming documents examined (MIPDs and annual project fiches) made clear references to the ongoing assistance programmes of key donors. Often donor assistance was explained in detail at project fiche level in order to show synergy and lack of duplication in proposed IPA assistance (e.g. World Bank and Swedish assistance in education project proposals).
2. All the donor projects and programmes examined (as detailed in Annex 5) made relevant and adequate reference to IPA assistance.
3. A common database for the coordination of donors is being established by the MEI.
4. No evidence was found of IPA assistance duplicating activities of other donors

**Table 15 Main Sectors of Assistance of Donors and Donor Organisations in Kosovo**

Donors /Organisations	Sectors <sup>1</sup> of Assistance
1) Germany (GTZ, KfW)	IB, RoL, RoM, ED, IS, SS
2) UK (DIFID)	IB, RoL, RoM, ED, SS
3) Sweden (SIDA)	IB, RoM, ED, IS, SS
4) France	IB, RoL
5) Italy	RoM, ED, SS
6) Spain	RoM,
7) Netherlands	RoM, IS,
8) Denmark	RoM, ED, SS
9) Luxembourg	ED, SS
10) Austria	SS
11) Finland	SS
12) Norway	RoM, ED
13) Switzerland	IB, RoL, ED, IS,
14) US (USAID, Department of Justice)	IB, RoL, RoM, ED, IS, SS
15) World Bank	ED, IS, SS
16) EIB	ED
17) EBRD	ED, IS,
18) IMF	IB, ED
19) Council of Europe	IB, RoM, SS
20) OSCE	IB, RoL
21) UNDP	IB, RoM, ED
22) UNHCR	RoM,
23) FAO	ED
24) UNICEF	RoL
25) UN Habitat	IS,
26) IOM	RoL, RoM,
27) ONCHR	RoL
28) Soros Foundation	SS
<sup>1</sup> <b>Sectors:</b> Institution Building (IB); Rule of Law (RoL); Returns and Minorities (R&M); Economic Development (ED); Infrastructure (IS); Social Sectors (SS).	

## 2.2 OVERVIEW MAPPING (QUESTION GROUP 2)

### Q.10/Overview Mapping

What are the existing sectoral strategies and to what extent are strategies duly embedded into beneficiaries' policies / budget? To what extent is EU/ donor assistance aligned with / embedded into existing strategies?

#### *Judgement Criteria and Indicators*

Whether or not sector strategies are 'embedded' has been assessed on three criteria: 1) evidence that financial allocations are made for implementing strategies from the state budget; 2) the existence of beneficiary administrative structures and procedures to implement and monitor strategies; 3) assistance from IPA/donors supports the implementation of strategies. The following indicators have been identified in relation to Q.10: (i) domestic budgetary allocations are made for implementing sector strategies; (ii) number of officials employed /procedures used to administer sector strategy implementation; (iii) extent of IPA/donor assistance for sector strategic planning

#### *Sector Strategies and their Linkage to the Domestic Budget*

There are 28 sector / sub-sector strategies in Kosovo, 21 of these have been approved by government and the remaining 7 are awaiting approval. Annexes 3 and 4 list all 28<sup>8</sup> national strategies and indicate which government institutions have lead responsibilities for these strategies. This list is was verified with reference to strategies in other government sources of information, also the strategies referred to in IPA project fiches.

In principle, sector strategies are linked to the domestic budget (i.e. to the government MTEF) and the current MTEF (2009-2011) contains a chapter on Sector and Sub-Sector Strategies. Sectoral priorities in the MTEF are developed to reflect the activities of the line ministries. These ministries are limited to the budget expenditure ceilings which are derived from the MTEF projections of revenues and external donor finance. Some strategies are specifically mentioned in the MTEF (e.g. 'Public Administration Reform'; 'Multi-modal Transport', and 'Kosovo Energy Strategy') but most are only referred to by their sector line ministry.

The MEI has a dedicated department for coordinating and administering the development, implementation and monitoring of national strategies (Section 2.3.3). Procedures for coordinating sector management are being developed by the MEI. The development of procedures and staff training are supported by donor assistance, principally the IPA funded Project Preparation Facility (PPF).

#### ☐ Findings:

1. Table 16 below shows that 9 of the existing sector strategies are directly linked to the MTEF; however, two of these (transport and public administration reform) are still awaiting government approval.

**Table 16 Sector Strategies Linked to the Mid-Term Expenditure Framework (MTEF)**

MTEF Priorities	Sector Strategy
Energy and mines;	Economy*(approved)
Infrastructure (Transport);	Transport (pending)
Education;	Education*(approved)
Agriculture and Rural Development;	Agriculture and Rural Development; *(approved)
Social Stability (social and labour market)	Social Development *(approved)
Health	Health*(approved)
Good Governance (public administration, public finance management)	Public Administration Reform (pending)
Environment	Environment*(approved)

<sup>8</sup> In addition to these, the following strategy is referred to in project fiches but cannot, as yet, be verified as either approved or pending, 'Kosovo Strategy and National Action Plan against Domestic Violence'

MTEF Priorities	Sector Strategy
Private Sector Development	ITC <sup>1</sup> (approved)

<sup>1</sup>Both existing strategies within this sector ('Trade' and Protection of Consumers') are not in MTEF.

2. The MEI has a fully staffed department dedicated to sector strategy coordination and the responsible line ministries have established European Integration Offices which coordinate strategy development within their own institutions and liaise with the relevant sector specialists in the MEI (Section 2.4). Staff numbers in the relevant MEI departments are at the levels set by government legislation. It was not possible to verify staffing levels in the responsible ministries; however, on the basis of interviews with ECLO and MEI staff, it seems that many of the newly established European Integration Offices are not yet fully staffed and that generally the number of dedicated staff in line ministries was low and should be increased.
3. The MEI, and its predecessor the Agency for Coordination of Development and European Integration, has received continuous support from the PPF project which provides technical assistance for developing procedures and staff training. Also it should be noted that the development of a donor database, founded on sector strategies is supported by IPA assistance.

## 2.3 SECTOR-BASED APPROACH (QUESTION GROUP 3)

### 2.3.1 The Concept of a Sector-based Approach

Question Group 3 contains two questions (Q.13 and 14, see below) which focus on the appropriateness and feasibility of introducing a sector-based approach (SBA) into the future programming of IPA-TAIB (Q.13) and the capacity of the Kosovo administration to participate and manage an SBA (Q.14). Before attempting to answer these questions, it is important to define the SBA concept and identify the added value that SBA might bring to existing IPA-TAIB programming procedures.

The basis of SBA is that the beneficiary government identifies those policy areas (i.e. sectors) which it considers to be of greatest importance in meeting national aims & aspirations. It then defines mid- to long-term objectives for these priority sectors and elaborates, either a single overarching strategy, or individual sector-specific strategies, for achieving the defined mid-term objectives (realisable within a 5-6 year period). The sector strategies become linked to the national, mid-term, budgetary process and are implemented over the foreseen planning period by projects and programmes supported by both the national budget and by targeted donor financing.

SBAs have been used, to varying degrees, by the donor community for over 10 years and are generally credited with increasing the efficiency and effectiveness of assistance programmes. The benefits of SBA for IPA beneficiary countries have been discussed in a series of conferences and meetings organised by DG Enlargement and its partners on the subject of donor coordination and EU enlargement in the Western Balkans and Turkey. The most recent such conference (Brussels, 2009) concluded that a move towards SBA would improve the performance of financial assistance (including IPA) provided collectively by the donor community.

Accordingly, a workshop was organised by DG Enlargement and partners in Sarajevo (March, 2010) to identify working methods for the formulation of SBAs and to deepen understanding of their application in the context of enlargement. In order to facilitate this approach, it is intended to include the development of SBAs in the new MIPD 2011-13, currently under preparation. Also under consideration is a move from annual to multiannual programming in order to develop three year national programmes which, it is argued, would allow for better prioritisation and sequencing of interventions.

The predicted benefits of adopting SBAs in programming assistance budgets are as follows:

- It improves the efficiency of operations in beneficiary countries by fostering an increased sense of ownership;

- It leads to a better understanding of needs which, in turn, makes it possible to target assistance on greatest needs and obvious gaps, thereby increasing effectiveness;
- It provides a mechanism for focusing donor assistance on EU accession priorities;
- It provides a mechanism for developing complementary between donor programmes, thereby increasing synergies and avoiding confusion with ongoing and planned actions and avoiding duplication;
- It facilitates an understanding of the strategic significance of any one, single, project or programme by avoiding 'stand-alone' interventions.

### 2.3.2 Sector-Based Approach for IPA

#### Q.13/Sector-based Approach

**Is programming through a sectoral based approach a suitable, feasible and operational option for future programming (MIPDs and national programmes)**

#### Judgement Criteria and Indicators

As has been shown above (Section 2.1.5 Sequencing), IPA programming can be made more effective by adopting SBA, and in this sense SBA is judged to be a *suitable* option for future IPA programming. In relation to the rest of Q.13, SBA will be judged to be a *feasible* option according to the criteria listed in Box 6 and an *operational* option if the 6-step process outlined in Box 7 has been completed.

#### Box 6 Criteria for Assessing Feasibility of a Sector-based Approach

1. The existence of sector policies and strategies which outline government objectives and can be used to develop annual plans based on agreed priorities.
2. Sector strategies cover all areas of accession significance / *acquis*
3. The national budget should reflect sector policies and strategies and be developed within a mid-term perspective. This should ideally be linked to the national expenditure planning process.
4. There should be a formalised, government-led, process that involves all significant stakeholders.
5. A monitoring system that focuses on results and can be used to assess progress towards the achievement of strategic objectives.

*Adapted from: Implementing Sector Approaches in the Context of EU Accession (DG Enlargement)<sup>9</sup>*

#### Box 7 The Main Steps in Establishing a Sector-based Approach

**Step 1:** Agree on which accession-relevant sectors would benefit from a sector-based approach.

**Step 2:** Agree on sector policy framework for accession

**Step 3:** Agree for institutional arrangements & coordination

**Step 4:** Agree on capacity building programme

**Step 5:** Agree on sector performance system

**Step 6:** Agree on financing mechanisms for sector-approaches

*Adapted from: Implementing Sector Approaches in the Context of EU Accession (DG Enlargement)*

#### Sector Coverage

A pre-condition for introducing SBA is that existing national strategies cover all the main IPA-TAIB sectors and correspond with MIPD priorities (criterion 2, Box 6 and steps 1 and 2, Box 7). Table 17 below compares the existing strategies (including those which are awaiting government approval) with those currently supported by IPA-TAIB in Kosovo.

<sup>9</sup> Implementing Sector Approaches in the Context of EU Accession. A 'How To' Note. DG Enlargement (D1), May, 2010.



## Findings:

1. Two of the 5 feasibility criteria listed in Box 6 are in place, namely:
  - ☒ Government sector strategies and policies exist
  - ☒ The government has nominated an institution, the MEI, to take responsibility for coordinating sector strategies and is creating an institution, the Strategic Planning Unit, to lead the process
  - ☒ Despite the large number of strategies in place, collectively they do not cover all the IPA-TAIB relevant sectors. Table 17 shows that national strategies are not in place for 9 sectors. The biggest deficit is under priority axis 3 European standards where, as indicated, there is a gap in 5 sectors. In terms of MIPD priorities and strategic objective the most significant gap is the absence of strategies in the areas of *rule of law* and *judicial reform*.
  - ☒ Only 9 sector strategies are linked to the government budget i.e. the MTEF
  - ☒ A functioning performance-based monitoring system is not in place and needs to be established by the Kosovo authorities. The donor database which is being established in the MEI (Section 2.2.3 below) could act as the basis for such a system.
2. All 6 steps for making SBA operational (listed in Box 7) have been or are being addressed by the Kosovo administration. The institutional arrangements to manage SBA (Step 3) have been agreed and are being established. A capacity building programme for the MEI (Step 4) has been agreed with the PPF. The selection of sectors and development of policy frameworks for SBA (Steps 1 and 2) are ongoing as part of the EPAP process, however more capacity for policy development and planning is needed. As mentioned above, a monitoring system (Step 5) and a financing mechanism (linkage to MTEF) need to be established before SBA can be an operational option in Kosovo.
3. The operability of an SBA depends, to large extent, on the manner in which it is introduced into the next programming period i.e. 2011-13. If SBA is introduced only partially i.e. if only a certain portion of annual programmes are composed of SBA projects and the remainder are programmed in the normal way (as described in Section 2.1.6), it is predicted that the workloads for the principle actors in programming (MEI and ECLO) will escalate sharply and that coordination tasks will become more difficult since it is likely that steps listed in Box 7 are not one-off operations (particularly steps 2 and 6) and may need to be revisited each time a national TAIB programme is being prepared. One possible solution to the problems caused by overloading is to shift from the present one year programmes to three year programmes, this should result in an increase of the time available for programme preparation.

**Table 17 Comparison of IPA-TAIB Sectors with Existing Sector Strategies in Kosovo**

	IPA-TAIB Sector	Kosovo Sector Strategies
<b>Axis 1: Political Criteria</b>		
1	Rule of Law and Judicial Reform	<i>No national strategy</i>
2	Public Administration*	<ul style="list-style-type: none"> <li>▪ National Strategy on Information Society</li> <li>▪ Decentralisation Action Plan</li> <li>▪ Public Administration Reform Draft Strategy and Action Plan</li> </ul>
3	Fight against Corruption	<ul style="list-style-type: none"> <li>▪ Draft Strategy on Anti-Corruption</li> </ul>
4	Fight against Organised Crime	<ul style="list-style-type: none"> <li>▪ State Strategy on Crime Prevention and Action Plan</li> </ul>
5	Human Rights/	<ul style="list-style-type: none"> <li>▪ Human Rights Strategy and Action Plan</li> </ul>



	IPA-TAIB Sector	Kosovo Sector Strategies
	Minorities/IDPs	<ul style="list-style-type: none"> <li>Strategy for Integration of Roma, Ashkali, and Egyptian Communities in Kosovo</li> <li>Strategy for Communities and Returns</li> <li>Strategy on Reintegration of Repatriated Persons.</li> </ul>
<b>Axis 2: Economic Criteria</b>		
6	Economic Infrastructure	<i>No national strategy</i>
7	Regional Development	<i>No national strategy</i>
8	Property Ownership	<i>No national strategy</i>
9	Labour Market and Education	<ul style="list-style-type: none"> <li>Strategy for Development of Higher Education in Kosovo 2005-2015</li> <li>Strategy for Development of Pre-University Education in Kosovo</li> <li>Kosovo Employment Strategy</li> </ul>
<b>Axis 3: European Standards</b>		
10	Agriculture/Food	Agriculture and Rural Development Plan
11	Environment	Kosovo Environmental Action Plan
12	Energy	Kosovo Energy Strategy
13	Transport	Strategy and Action Plan for Multi-modal Transport - mentioned in MTEF 2006-2008 but not by name
14	Internal Market	<i>No national strategy</i>
15	JHA	<ul style="list-style-type: none"> <li>Integrated Border Management Strategy</li> <li>Migration Strategy National Strategy and Action Plan</li> <li>Combat Trafficking in Human Beings</li> <li>Kosovo Strategy and National Action Plan against Domestic Violence</li> </ul>
16	Fisheries	<i>No national strategy</i>
17	Statistics	<i>No national strategy</i>
18	Metrology	<i>No national strategy</i>
19	Public Finance	<i>No national strategy</i>
20	Health	<ul style="list-style-type: none"> <li>Mental Health Strategy Health Sectoral Strategy</li> <li>HIV/AIDS Strategy</li> </ul>
21	Trade	Trade Policy of Kosovo
22	Consumer Protection	Program to Protect Customers

### 2.3.3 Readiness for Sector-based Approach

#### Q.14/Sector-based Approach

**To what extent is the beneficiary ready to operate a shift towards a sector based approach in its own strategies, and in planning & programming sector based actions & finances?**

#### Judgement Criteria and Indicators

Two criteria are used below as a measure of beneficiary readiness: (i) the quality of government approved strategies; (ii) the administrative support for strategic planning in the government. The following indicators have been identified in relation to Q.14: (i) number of acceptable quality sectoral strategies; (ii) number institutions involved in implementing strategies & monitoring of implementation; (iii) internal procedures & administrative processes exist for undertaking SBA

#### Quality of National Strategies

The quality of government approved strategies was assessed using the 6 criteria listed in Table 18 below. For each criterion, strategies were judged in three categories, namely: 'Good'; 'Adequate'; 'Inadequate'. The overall assessment for each strategy is based on the simple compilation of category scores.

There are 21 strategies which have been adopted by the government, of which 16 have been reviewed and 13 have been assessed, these are listed in Annex 3. Two of the reviewed strategies are

still being drafted and are not complete, whilst 8 of the strategies listed in Annex 3 were not available on government websites and were not provided by the relevant institutions, these could neither be reviewed nor assessed (they are indicated in Annex 3).

Quality assessment grids for the 16 reviewed national strategies and policies are given in Annex 4. A summary of the assessments made is given in Table 18 below. This table shows how many strategies fall under the respective category of inadequate (missing / no data), adequate (defined and structured but not readily implementable), good (well structured, consistent, measurable and implementable).

**Table 18 Distribution of Assessment Categories for National Strategies**

Criteria	Inadequate	Adequate	Good
Definition of sector and sub-sectors	1 ( 6%)	5 ( 31%)	10 ( 63%)
Quality of problem analysis / needs assessment	2 ( 13%)	5 ( 31%)	9 ( 56%)
Priority actions identified	0	9 ( 50%)	7 ( 44%)
Action plan	5 ( 31%)	5 ( 31%)	6 ( 38%)
Budget	7 ( 44%)	3 ( 18%)	6 ( 38%)
Implementation arrangements (incl monitoring)	9 ( 56%)	2 ( 13%)	5 ( 31%)
<b>Totals</b>	<b>24</b>	<b>29</b>	<b>43</b>

#### *Administrative Support for Strategic Planning*

A Strategic Planning Unit is being established in the Prime Minister's Office; however, this is not yet in place. At present administrative support is provided by the MEI which has a dedicated department, the 'Department of Strategy Coordination' (one out of 5) for this purpose. This department's main task is to coordinate and support the line institutions in the development of sector strategies. This is a demanding task because currently there are 15 separate institutions responsible for the 21 government adopted national strategies (as shown in Annex 3) and this number is set to grow given that there are significant gaps in the extent to which existing strategies cover *acquis*-related sectors (Table 16, above).

The coordination carried out by the Department of Strategy Coordination has two purposes: (i) to facilitate the line institutions in providing timely and good quality inputs to the sectoral and legal departments in the MEI engaged in preparing and managing the EPAP and SAA dialogue; (ii) to coordinate donor assistance programmes targeted at specific sectors.

To support both functions, MEI (with the support of an IPA twinning project) is setting up a sector coordination structure composed of sector and sub-sector working groups which will meet on a regular basis and report to a higher government committee, the '*High Level Forum*' composed of senior officials which will also meet on a regular basis to review progress in each sector. The meetings of the High Level Forum have already taken place and have been attended by representatives of EC-HQ, ECLO and the donors. This coordination structure will be in addition to the existing and ongoing monthly coordination meetings between the MEI, ECLO and key donors. Also it should be noted that IPA assistance, together with other donors, has supported the development of a donor coordination database which is organised along sectoral lines. This database is managed by the Donor Coordination Department.

#### **Findings:**

- Many of the reviewed strategies have budgets and action plans as separate annexes which were either in draft or unavailable from the appropriate government institutions. This weakens the analysis.
- Only two of the strategies reviewed are linked to the MTEF (environment and agriculture)



3. Most of the reviewed documents ( 10/16) present good situation analyses which are based on problem analysis and identification of needs
4. The identification of priority measures is well done in all strategies and policies (16/16)
5. Over half the strategies (9/16=56%) were judged to be weak on implementation and monitoring issues and few have indicators of an acceptable quality. Seven strategies ( 44%) are judged to be inadequate because of their inadequate cost estimates and / or poor linkage to the MTEF
6. All the strategies / policies examined need specific improvements before they can be judged to be ready for the introduction of SBA. The guide to how these improvements might be made, based on the example of the Integrated Border Management Strategy is given in Annex 4.
7. Administrative support for sector strategic planning and coordination exists in the Kosovo government, albeit at an early stage in development.
8. The goals of strategic planning in Kosovo are (i) as inputs for the EPAP/SAA process and (ii) donor coordination. The procedures used by the MEI for coordinating strategic planning are sector-based and could be developed to accommodate the management of an SBA for IPA-TAIB.
9. The administration load of managing of sector strategies is not evenly distributed through the government and some institutions may become overloaded if SBA is introduced, e.g. the Ministries of Education, Health and Internal Affairs are responsible for 10 national strategies between them and may need to increase their support to strategic planning if SBA is introduced

## 2.4 ADMINISTRATIVE AND MONITORING CAPACITY (QUESTION GROUP 5)

### Q.15(a)/ Administrative & Monitoring Capacity

**Are the administrative and organisational structures in place ensuring efficient and effective implementation of financial assistance?**

### Q.15(b)/ Administrative & Monitoring Capacity

**To what extent are the monitoring mechanisms and structures appropriate and correctly functioning?**

#### *Judgement Criteria and Indicators*

Judgements on 'administrative and organisational structures' and 'monitoring mechanisms and structures' are based on an examination of government institutional and staffing arrangements for IPA programme management, particularly in relation to project implementation and monitoring. The extent to which the monitoring system is 'appropriate' and functions 'correctly' is assessed on the evidence of monitoring activities and their outputs. The following indicators have been identified in relation to Q.15: (i) IPA programme management structures in place & evidence of activity; (ii) appointment of staff to fill IPA management posts in line institutions; (iii) % of IPA management structures with procedures in place; (iv) % of IPA management structures at /exceeding minimum staffing levels; (v) % staff turnover in IPA management structures; (vi) number of beneficiary staff responsible for monitoring; (vii) number, quality and usefulness of monitoring reports

#### *Government Structures*

At present the lead government institution for the management of IPA assistance is the MEI. The Minister of European Integration is the NIPAC and the 5 technical departments of the MEI (described below) support the minister in carrying out the functions of NIPAC, as defined by the IPA

Regulations<sup>10</sup>. The MEI was established in 2010 taking over the functions, and most of the staff, of the previous Agency for Coordination of Development and European Integration. The ministry has overall responsibility for coordinating Kosovo's activities in relation to European integration / EU accession and has three core functions, these are:

1. *Strategic Planning*: Identification and definition of national priorities within Kosovo's overall development strategy and linkage of this strategy to the budget
2. *Legal Approximation*: Approximation of existing legislation and screening of draft new legislation.
3. *EPAP Coordination*: (i) Policy analysis in relation to EU requirements; (ii) Coordination of inter-institutional interactions and line institution inputs for annual revisions of the EPAP; (iii) annual budgeting for EPAP; (iv) donor coordination

The MEI is a small ministry, composed of 50 staff, and is divided into 6 departments, 5 of which reflect the above core functions namely: (1) Department for Strategy Coordination; (2) Department for Legislation; (3) Departments of Governance, Economy and Finance, Infrastructure (these being the broad sectors covered in the EPAP).

The MEI interacts with line institutions via the European Integration Offices (EIOs) which, since 2003, have gradually been set up in each ministry and institution contributing to the EPAP. EIOs are usually located within the Offices of the Permanent Secretaries and are of two sorts, they are either established as Units (EIUs) or as Departments (EIDs), the staffing levels for these are shown below:

- EIUs with 2 positions: (i) an EI Coordination Officer (usually the Head of Unit) and (ii) an IPA Officer;
- EIDs usually with 4 positions: (i) a Head of Department, (ii) an EI Coordination Officer, (iii) an IPA Coordinator, and (iv) a junior officer supporting all areas of the work.

In compliance with the IPA Regulations<sup>11</sup> and in preparation for future decentralisation, the government has appointed Senior Programme Officers (SPOs) in all IPA beneficiary institutions. The heads of EIUs and EIDs report to SPOs who in turn report to the institution Permanent Secretaries. In each institution the Permanent Secretary is generally responsible for chairing a Programming Working Group, for which the EIOs provide a secretariat. Policy departments and the senior management within the institution ensure that IPA programming documents are in-line with national strategy and policy objectives. The Permanent Secretary gives final approval for documents before they are sent to the MEI.

In relation to IPA management, EIOs have well-defined functions for programming. Within each line institution, the number of separate departments involved in preparing IPA Concept Notes/project fiches is high, often 6-8 departments per ministry. The EIOs are responsible for coordinating the various technical departments involved in the drafting of IPA programming documents and for their submission to the MEI, according to the programming timetable agreed between the MEI and ECLO. However, line institutions have only a limited role in managing IPA projects and most of the activities are managed by ECLO and internally within the contracted project teams. EIOs have virtually no role in project implementation, which is handled mainly by project steering committees (at ECLO) and the lead line department responsible for the project.

It should be noted that ECLO request beneficiaries to provide information and comments on ToRs / Technical Specifications / Bills of Quantity etc. and that they give the final endorsements to all procurement documents. However at this stage of centralised management, the beneficiaries are not asked to prepare the tender documents themselves but rather to assist and get involved in the preparation process. It has not been possible for this evaluation to assess the overall capacity of the line institutions to engage constructively in project implementation, however, the majority of ECLO task managers interviewed concluded that, with notable exceptions, the capacity of staff in beneficiary institutions in this respect was limited.

### *Administrative Capacity*

<sup>10</sup> Article 22, IPA Implementing Regulation; Commission Regulation (EC) 718/2007

<sup>11</sup> Article 75, IPA Implementing Regulation; Commission Regulation (EC) 718/2007

IPA is centrally managed in Kosovo, in a de-concentrated mode, meaning that the responsibility for implementing IPA-TAIB programmes /projects lies with the EC services, mostly ECLO in Pristina. However, successful implementation (regardless of whether management is centralised or decentralised) must involve cooperation & interaction with the target beneficiaries. Beneficiary administrative capacity will have a significant effect on the outcomes of the cooperation established and the efficiency and effectiveness of implementation. Similarly, the existence of adequate beneficiary administrative capacity is central to Q.4 (project selection), Q14 (readiness for SBA), Q18 (efficiency, effectiveness) and Q19 (impact & sustainability). Administrative capacity is therefore considered to be a significant cross-cutting theme, spanning question groups 1, 3, 5, 6 and 7.

A frequent comment made during interviews was that there was a high level of staff turnover in IPA beneficiary institutions. In fact examination of government annual statistics on numbers of officials employed show that the rate at which officials are changed is between 10-15% a year. However, it should be pointed out that these figures may mask higher rates of turnover resulting from the increasing use of temporary staff working on short-term contracts. If the 10-15% rate is applied to IPA coordination structures this would represent a loss of 5-7 people from the MEI every year and 1 person from the EIOs every two years. In Kosovo's small administration, such losses will be disruptive and represent a significant loss of knowledge from the administration.

Another equally important constraint on administrative capacity may be the low absolute numbers of staff dedicated to European issues (i.e. whose job descriptions are focussed on these issues). A recent study<sup>12</sup> of institutional capacity funded by the UK (DFID) has identified three main problem areas in line institutions: (1) EIOs are detached from the other units within their institutions and are seen as having little to do with the main business of their institutions. (2) Generally staff working in line departments do not have expertise in European integration and are heavily reliant on EIOs; (3) Capacity of EIOs, both in numbers of staff and their capabilities, is too low to compensate for the lack of attention to European issues at line departmental level.

#### *Monitoring*

IPA is centrally managed in Kosovo and monitoring is the responsibility of the EC. Ongoing IPA projects are monitored through the EC-HQ managed ROM (Results Orientated Monitoring) programme. ROM reports make assessments in 5 areas (i) relevance; (ii) efficiency; (iii) effectiveness; (iv) impact; (v) sustainability. Performance in these areas is rated on a four point scale (A to D; A=very satisfactory, D=very unsatisfactory). EC-HQ provided the evaluation team with 22 ROM reports for IPA 2007-8 projects. Half the projects monitored (11/22) achieved B scores, or better, for all 5 criteria, i.e. were rated as satisfactory or very satisfactory, only two projects were considered very unsatisfactory; one on efficiency the other on effectiveness. The distribution of assessment scores according to criteria is shown in Table 19, below.

The great majority of projects were assessed as being satisfactory for all criteria. All 22 projects monitored were at an early stage of implementation, many were at the inception phase. Most Monitoring Reports examined focussed on project start-ups and, in many cases, on reasons why there were delays (under efficiency). All the reports stated that it was only possible to make predictions on effectiveness and impact since it was too early to assess impacts.

**Table 19 The Distribution of Assessment Scores in ROM Monitoring Reports for IPA 2008-9**

<b>Assessment Criteria</b>	<b>Distribution of Monitoring Report Assessment Scores</b>				<b>Totals</b>
	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	
Relevance	2	18	2	0	<b>22</b>
Efficiency	1	15	5	1	<b>22</b>
Effectiveness	1	18	2	1	<b>22</b>
Impact	1	18	3	0	<b>22</b>
Sustainability	1	13	8	0	<b>22</b>
<b>Totals</b>	<b>6</b>	<b>82</b>	<b>20</b>	<b>2</b>	<b>110</b>

<sup>12</sup> Horizontal Review of European Integration Coordination, UK DFID FRIDOM project. January 2010



## Findings:

1. Kosovo has developed administrative and organisational structures for European integration, MEI line departments and EIOs in line institutions) whose main focus, to date, has been the EPAP and its annual updating. The scope of work of these structures has been expanded to include the coordination of IPA assistance, principally in the area of programming.
2. Though almost each ministry has benefitted from IPA, there is low general understanding of the role of IPA and of the EC procedures used<sup>13</sup>. There is potential confusion within the administration between three linked and overlapping European integration processes (i) developing sector strategies as inputs to a national strategy, namely the EPAP; (ii) reviewing and updating the EPAP; (iii) making inputs to the management of the IPA programme cycle (rather than treating IPA as a part of general donor coordination). Although there is a clear link between the EPAP and IPA in that IPA funds can be used to implement EPAP actions, the timeframes for updating the EPAP and IPA programming are not well synchronised making it difficult to develop positive links between the annual processes. IPA-specific procedures for line departments have not yet been introduced. The IPA 2008 PPF project will develop procedures manuals and provide training for the MEI and the beneficiary line institutions.
3. There is no systematic involvement of line institutions, and their EIOs, in project implementation and beneficiary involvement during implementation varies from project to project.
4. A NIPAC and SPOs have been appointed, however at this early stage, certain key functions specified for these posts under the IPA Regulations have yet to be developed. Further development is needed to set up systems where by the NIPAC can monitor project implementation and the SPOs can supervise the technical implementation of projects and report to the annual IPA Monitoring Committee. Given that IPA management in Kosovo is centralised, EC-HQ prepares 6-monthly Implementation Reports which describe the status of all ongoing projects. These reports are presented in the IPA Monitoring Committee.
5. Pending the recruitment of two replacement staff the MEI reaches the minimum staffing levels set in government legislation. It was not possible to assess staffing levels in individual EIOs but as noted earlier, many are recently setup and understaffed. Even if they have the required 2 or 4 staff (depending on type) this is probably insufficient according to a recent DFID functional review.
6. There is no way of distinguishing rates of staff turnover in those parts of the administration engaged in IPA management from the overall rate of staff turnover which is 10-15%. Because the community of officials managing IPA is small and the EIOs are small, this rate of turnover is an unsustainable loss to the government and may adversely affect the management of IPA assistance.
7. Beneficiary staff are not responsible for monitoring project implementation, which is carried out by means of the EC ROM programme. 22 ROM Monitoring Reports were examined, these were found to be useful and concise (3-page) overviews of project implementation. However, all the projects monitored were in early stages of implementation and to be useful as management tools the Monitoring Reports will need to be updated on a regular basis.

## 2.5 EFFICIENCY AND EFFECTIVENESS (QUESTION GROUP 6)

### Q.16/ Efficiency & Effectiveness

**To what extent ongoing IPA assistance has /is contributing to achieving the strategic objectives /priorities linked to accession preparation?**

#### Q.18/ Efficiency & Effectiveness

**Are there any potential actions which would improve the efficiency & effectiveness of ongoing assistance?**

#### *Judgement Criteria and Indicators*

Q.16 has been interpreted as meaning how *effectively* have completed and ongoing projects contributed to achieving MIPD priorities? In the intervention logic, judgements on effectiveness can begin at the results level by assessing the extent to which results have /will achieve project purposes (as in ROM Monitoring Reports) and/or at the purpose level i.e. assessing the extent to which fulfilling project purposes has / will achieve relevant MIPD priorities.

In Q.18 *efficiency* is taken to mean the achievement of results and purposes within planned timeframes using appropriate resources. Judgements on efficiency are based on whether there has been a timely execution of activities and delivery of results. Effectiveness and efficiency can also be indirectly measured by the extent to which programme funds have been successfully tendered and spent. Most efficient projects are implemented by a small number of contracts and have implementation timetables based on realistic procurement times. The extent to which implementation efficiency is incorporated into project design is shown by comparing the number of contracts planned at the programming stage with the number actually implemented.

The following indicators have been identified in relation to Qs 16 and 18: (i) number of contracts programmed /yr; (ii) number of contracts signed /yr; (iii) number of contracts completed/yr; (iv) %s of 2007, 2008, 2009 budgets contracted & disbursed; (v) number of contracts / project fiche /yr; (vi) average size of contracts (M€); (vii) % of IPA projects in which efficiency and effectiveness are assessed as satisfactory in Monitoring Reports

#### *Implementation of Ongoing Assistance*

Annex 6 gives the status of each contract in the 2007-9 Annual Programmes up until 18/5/2010, the cut-off date for contracting and disbursement data. For each Annual Programme Annex 6 shows: contract start and end dates; duration of contracts; contract values and funds disbursed. The implementation status of each Annual Programme is shown in Tables 20, 21 and 22 below.

**Table 20 Contract Status of IPA 2007 Programme**

	Number contracts	Value (€)	% of Programme	Disbursed (€)	% of Programme
Annual programme	24	62,003,000			
Total contracts	58	60,072,121	97%	25,467,226	41%
Completed contracts	26	3,360,528	5%	3,162,083	5%
Ongoing contracts	32 (55%)	56,711,593	92%	22,305,143	36%

**Table 21 Contract Status of IPA 2008 (I and II) Programmes**

	Number contracts	Value (€)	% of Programme	Disbursed (€)	% of Programme
Annual programme	82	182,700,000			
Total contracts	81	109,224,100	60%	40,682,347	22%
Completed contracts	13	1,014,721	1%	786,450	0.4%
Ongoing contracts	68 (84%)	108,209,379	59%	39,895,897	22%

**Table 22 Contract Status of IPA 2009 Programme**

	Number contracts	Value (€)	% of Programme	Disbursed (€)	% of Programme
Annual programme	51	103,600,000			
Total contracts	10	11,953,636	12%	0	0
Completed contracts	0	0	0	0	0
Ongoing contracts	10	11,953,636	12%	0	0

As is to be expected the earliest programme is the most advanced in implementation with the great majority of the procurement stage successfully completed and almost all programme funds (97%) contracted. The remaining programme funds (1.9 M€) must be contracted within 2010 (i.e. before the end of the 3-year contracting period) or be lost. By May 2010, over half (55%) of the contracts funded by the 2007 programme were ongoing and approaching half (41%) of programme funds had been spent. An examination of the dates of contract signatures (Annex 6) shows that, with the exception of minor peaks such as November 2008 when 8 contracts were signed, the rate at which contracts were been completed is fairly steady over the 26 month period for which data are available, with 50% of contracts signed within the first 10 months (i.e. by 12/2008), giving an approximate contracting rate of two contracts per month (58/26).

The more recent programmes have been under implementation for successively shorter periods of time and have correspondingly lower proportions of their funds contracted; these being 60% and 12% for the 2008 and 2009 programmes respectively. In comparison with the preceding year, there was a marked increase in contracting rate for the 2008 programme, over the 16 months for which data are available, 81 contracts were signed giving a contracting rate of five contracts per month (81/16). However, unlike the preceding year contracting rates were not evenly distributed and most contracts (75%) were signed in the 7 month period from June to December 2009. Only four months of data are available for the 2009 programme, over this period 10 contracts were signed however there are too few data to make a comparison of contracting rates with the 2007-8 programmes.

#### *Number of Contracts*

On the basis of contracting details given in individual project fiches the total number of contracts planned for the whole 2007 programme is 24, however an inspection of Annex 8, shows that in reality 58 contracts were signed for implementing the 2007 programme i.e. the average (planned) procurement ratio was approximately two contracts per project fiche. In fact, the actual average procurement ratio is over five contracts per project fiche (58/11). It is not possible to carry out a comparable analysis for the 2008-9 programmes since, unlike 2007, they are only partially contracted.

The ratio of planned to actual contracts in the 2007 programme is 24:58 meaning that planned contracts translate into 2.4 times more actual contracts. If this ratio is used as a multiplier for the more recent programmes then 82 planned contracts for the 2008 programme will grow to 197; whilst for 2009 the planned 51 contracts will become 122. On the basis of these figures the 2007, 2008 and 2009 programmes will collectively implemented by means of 377 contracts.

Regardless of the above considerations the 2007-9 programmes show a planned growth in the number of contracts. The procurement planning in 46 project fiches was examined and showed a progressive increase in numbers of contracts planned per project fiche, the average number of contracts per project fiche increases from 2 to 4 (Table 23, below). To a certain extent this increase reflects increasing project sizes as programme funding increases, e.g. as funding levels more than doubled from 2007 to 2008, the average project size increased by 47% (from 5.64 to 8.31 M€) and the average number contracts /project fiche increased by 68% (from 2.2 to 3.7).

However, it should be noted that the trend of increasing numbers of contracts per project continues in the 2009 programme despite the fact that funding levels decrease in comparison to 2008. The main disadvantage of implementing projects by means of many contracts rather than just a few is the loss

of efficiency, since more contracts require correspondingly more management inputs. The potential losses in efficiency could be offset by increasing contract sizes i.e. having a fewer, bigger contracts, however, this is not the case in the 2009 programme where average contract size decreased in comparison to the previous year (Table 23).

Where ever possible, contract types were identified in project fiches, this analysis shows a progressive increase in the planned use of service contracts

**Table 23 Numbers and Types of Contract Planned in Project Fiches 2007-9**

	IPA 2007		IPA 2008 (I and II)		IPA 2009	
Number of project fiches	11		22		13	
Average project size (M€)	5.64		8.31		7.97	
Average number of contracts /project fiche	2.2		3.7		3.9	
Average (actual) contract size (M€)	1.04		1.35		1.19	
Contract Type (€)						
Service	46,687,111	78%	94,788,814	87%	11,756,270	98%
Supply	1,047,716	2%	0	0	197,366	2%
Works	12,337,294	21%	14,435,286	13%	0	0

Six of the 22 ROM Monitoring Reports examined assessed efficiency to be unsatisfactory, three of these involve cooperation with multi-national agencies namely, the European Patents Office<sup>14</sup>, UNDP<sup>15</sup> and UN-Habitat<sup>16</sup>, where the slowness of reaching inter-agency agreements has resulted in significant delays to the implementation of projects. One project with UNDP was suspended by ECLO because the two parties could not reach agreement on the Inception Report. Two projects suffered delays due to problems with poor project management and one project was assessed as being inefficient because the beneficiary institution could not absorb programmed assistance before the contract finished<sup>17</sup>.

#### □ Findings

1. By the end of the first quarter 2010, the 2007, 2008 and 2009 programme funds were respectively 97%, 60% and 12% contracted; the equivalent disbursement rates were 41%, 22% and 0%.
2. The above contracting indicators show that the procurement stage of implementation is well managed in Kosovo. The rate of contracting for the 2007 funds was 2 contracts/month, this increased to 5 contracts/month for 2008 funds.
3. The 5-year period over which contract payments for 2007 projects can be made lasts until 2013, The fact that almost half the programme funds are disbursed by early 2010 shows that the contract management and payment systems are functional and well managed.
4. The standard of procurement planning in project fiches is poor. The actual number of contracts arising from the 2007 programme was over twice as high as that planned. This is likely to be true of the 2008 and 2009 programmes and leads to the prediction that the three programmes will be implemented by some 377 contracts. This will pose a considerable management burden in the near future on the authorities responsible for contract supervision and making payments. At present these responsibilities lie with ECLO.
5. The average number of contracts has steadily increased over the 2007-9 period. This is in part explained by matching increases in project size and reflects the tendency to increase project scope as funding increases, thereby increasing the number of

<sup>14</sup> IPA 2007 Assistance to Patent Office

<sup>15</sup> IPA 2007 Support to Local Government and IPA 2008 Return and Reintegration in Kosovo

<sup>16</sup> IPA 2007 Support to Local Government

<sup>17</sup> IPA 2007 meeting EU Standards on Food Safety



individual components and the need for separate contracts. However, the increase in average number contracts cannot be explained by increasing project sizes alone since the trend continued in 2009 despite a fall in programme funding.

6. Six out of 22 of monitoring reports (27%) indicated unsatisfactory project performance on the grounds of efficiency. In three of these cases international organisations were involved in project implementation and the inefficiencies were caused by delays resulting from dealing with these organisations. The remaining three projects showed no consistent failures and were judged to be unsatisfactory because of poor project management and leadership.

## 2.6 IMPACT AND SUSTAINABILITY (QUESTION GROUP 7)

### *Q.17/ Impact and Sustainability*

**Which are the prospects for immediate and long-term impact and sustainability of assistance? Are there any elements which are/ could hamper the impact and / or sustainability of assistance?**

### *Q.19/ Impact and Sustainability*

**Are there any actions which would improve prospects for impact and sustainability of ongoing assistance?**

#### *Judgement Criteria and Indicators*

A standard definition of *impact* is the extent to which the benefits received by the target groups of projects/programmes spread beyond these groups and have a wider effect in the sector, region or country as a whole. In the context of IPA-TAIB, judgements on impact should be made at two levels: (1) the extent to which assistance contributes to the achievement of overall objectives related to EU integration/accession; (2) the extent to which assistance builds institutions and their capacity, this being the main objective of the TAIB component and a pre-requisite for achieving impact with future assistance. Judgements on sustainability are based on whether the positive outcomes achieved at purpose level are likely to continue after external funding and assistance stop. The following indicators are identified in relation to Q.17 and Q.19: (i) % Monitoring Reports with satisfactory assessments of impact and sustainability; (ii) extent to which beneficiaries are involved in project preparation and management procedures; (iii) extent to which beneficiaries receive training and assistance; (iv) number of projects where future maintenance costs are subsumed in national budgets

#### *Impact*

By May 2010 few projects had been fully implemented, in terms of contracts 26% (39/149) have been completed, however in reality this proportion is much smaller since over half the 2008 and nearly all of the 2009 programmes have yet to be contracted. Half of all the contracts concluded (74/149) were signed on, or after, August 2009 meaning that they have been under implementation for 10 months at most, many for even less time. This means that it is too soon to judge the impacts of assistance programmed over 2007-9, this is particularly so for the 2008 and 2009 programmes. This conclusion was also reached in all 22 of the Kosovo ROM Monitoring Reports examined; instead these reports make assessments of likely or predicted impacts. Collectively these reports assess the performance of 67% (22/33) of the 2007 and 2008 programmed projects and are considered to provide a representative sample of these. Only 3/22 (14%) monitoring reports assessed predicted impacts to be unsatisfactory. In all three cases<sup>18</sup> the main factors which jeopardise impacts are the slowness of beneficiary institutions to adopt policy reforms and their low capacity to implement them.

The extent to which IPA has contributed /will contribute to institution building is difficult to estimate because each project providing assistance to a line institution should have a positive impact on that institution's capacity. In addition to the specialised technical assistance given, there are wider benefits

<sup>18</sup> IPA 2007: Assistance to Patent Office; IPA 2007: Support to Public Procurement Reform; IPA 2008: Assistance to the Ministry of Energy and Mining

such as, improved office procedures, better resource planning and reporting skills). In this sense it is clear that IPA assistance will improve the capacities of all beneficiary institutions. IPA assistance has, and will, support many key institutional reforms and institution building measures in Kosovo, examples of these are quoted throughout this report. Notable amongst these are the support provided to: (i) build the capacity of the MEI to effectively coordinate assistance; (ii) establish a donor database; (iii) integrate strategic planning and budgetary planning into the EPAP; (iv) provide training for line institutions.

An example of institutional impact is the steady growth in the number of line institutions participating in annual IPA programming; positive indicators of this is the submission of 124 Concept Notes for the 2010 programme and increased beneficiary involvement in project preparation (Section 2.1.6).

### *Sustainability*

The benefits delivered by projects will only have long-term impacts if the benefits delivered are sustainable. An examination of ROM Monitoring Reports shows that 36% (8/22) of 2007-8 projects were assessed as being unsatisfactory. In two projects, post-project financing posed problems, in one case<sup>19</sup> the EU provides funding for beneficiary staff salaries and in the other<sup>20</sup> there are doubts about the beneficiary's future government funding support. In the remaining 6 projects<sup>21</sup> problems of sustainability stem from lack of government policies, low ownership; slowness in implementing reforms and high staff turnover in beneficiary institutions.

### **Findings**

1. Few projects had been completed by May 2010 and 50% of projects have been under implementation for 10 months or less. It is therefore too soon to make judgements on impact.
2. In terms of likely or predicted impact, 86% (19/22) of ROM monitoring reports assessed projects as having satisfactory or very satisfactory impacts.
3. IPA assistance has contributed positively to institution and capacity building. A good indicator of this is the growing participation of government institutions in IPA annual programming.
4. Two thirds of 2007-8 projects monitored (14/22) were assessed as being satisfactory on the criterion of sustainability.
5. The main reason for poor assessments of predicted impacts and sustainability is lack of beneficiary ownership and commitment to implement reforms.

<sup>19</sup> IPA 2008: Privatisation and Liquidation.

<sup>20</sup> IPA 2007: Support to Anti-Corruption Institutions in Kosovo

<sup>21</sup> IPA 2007: Assistance to Patent Office; Support to Public Procurement Reform; Support to Local Government. IPA 2008: Capacity building of the Civil Society in the IPA countries; Assistance to the Ministry of Energy and Mining; Improving the quality of public investments in Kosovo and preparing the ground for EU funds.

## SECTION 3. CONCLUSIONS AND RECOMMENDATIONS

### 3.1 PROGRAMMING AND INTERVENTION LOGIC (QUESTION GROUP 1)

*Q.9/ Programming Gaps, Weaknesses & Recommendations*

**Which are the main gaps / weaknesses in the current programming framework?**

*Q.11/ Programming Gaps, Weaknesses & Recommendations*

**How can programming of assistance be enhanced to more efficiently and effectively reach strategic objectives?**

*Q.12/ Programming Gaps, Weaknesses & Recommendations*

**How can programming be enhanced to improve the impact and sustainability of financial assistance?**

#### *Quality of Programming Documents*

The MIPDs are key programming documents, essential for providing direction and focus to the annual programming process. Their overall quality is good and they provide a large amount of sector-specific information, particularly at the specific objectives level. This translates into the generally high quality of project fiches prepared for the 2007-9 programmes. However, the main conclusions of the analyses of MIPDs carried out are that: (a) the strategic objectives and priorities are too broad; (b) there are too many priorities; (c) there are insufficient indicators. The main conclusions for annual programmes (project fiches) are that: (a) the quality of objectives at the purpose level is very good but that the overall objectives are too broad; most indicators lack a time-bound element and are therefore not SMART.

The strategic objectives of the Kosovo MIPDs are very broad and consequently difficult to monitor and thereby estimate the impacts of IPA assistance. The monitoring difficulty arises not because the strategic objectives cannot be measured but because they are so broad that they can be measurable in many different ways, e.g. the objective: *'To enhance Kosovo's socio-economic development, including regional development in a sustainable way'* can be measured by many indicators at the national level (unemployment rate, growth in GDP, poverty levels etc.) since it encompasses a large range of priorities. This raises two problems: (i) the volume of IPA assistance is insufficient to impact on these national statistics; and (ii) it is possible to have impacts in some areas covered by the objective (say social conditions) but not others (economic growth in rural regions) so that overall it becomes impossible to assess impacts unless the objective is sub-divided into narrower, more specific objectives (on social improvement and rural development in the example given).

The large number of MIPD priorities reflects the wide scope of the strategic objectives; this presents problems for three reasons. Firstly, there are too many of them for the available allocations of IPA funding i.e. there is insufficient funding for them all to be achieved within the lifespan of the MIPDs. Secondly they all have to be achieved order to have an impact on the strategic objectives. Thirdly, most priorities (62%) are too broad to either provide focus for annual programming or have impacts on the strategic objectives. The issues raised above on monitoring strategic objectives apply equally to broadly scoped MIPD priorities and overall objectives in annual programmes.

The MIPDs list the results which are expected to be achieved with IPA assistance by the end of the three year period covered. Therefore, as MIPDs are revised annually the expectation is that the number of results to be achieved will gradually decrease as IPA programmes are implemented. However, the number of results either stays the same year to year or increases as new problems come to light. In addition, the MIPDs have many fewer indicators (23) than there are results (67).

In answer to Q.9, it is concluded that, whilst the general quality of MIPDs is good, their lack of focus and measurability is a *'weakness in the current programming framework'*. The recommendations

made below address this weakness and are intended to increase effectiveness (Q.11) by improving the linkage between project objectives and MIPD priorities and impact (Q.12) by improving the linkage between MIPD priorities and strategic objectives.

### **Recommendations**

Two options are presented below. This is because a number of interviewees expressed the view that large numbers of broad MIPD priorities were preferable for operational reasons, in that it allowed flexibility during programming. There may also be wider, political, reasons for not reducing either the number or the scope of priorities. The first option is preferred; both options will improve the quality of MIPDs and annual programmes.

#### Option A

1. The scope of the MIPD strategic objectives should be reduced and be made measurable by the introduction of time-bound targets which can be verified in the Monitoring Reports.
2. The number of MIPD priorities should be reduced and their scope more focussed, each should have at least one associated indicator which sets targets to be achieved by the end of three years.
3. The number of results should be reviewed annually and reduced according to the predicted results of past and ongoing annual programmes.
4. The quality of project overall objectives and purposes should be improved so that they become more focussed (reduced in scope), are better linked with the MIPD priorities and are measured by time-bound indicators.

#### Option B

1. If the number of priorities is not reduced then a restricted number of identified priorities are addressed in any one MIPD period.
2. The numbers of results in the selected priorities is reviewed annually and adjusted in the light of ongoing and past assistance.
3. As for Option A, each selected priority should have at least one indicator with time-bound targets
4. As for Option A, the quality of project overall objectives and purposes should be improved.

#### *Financial Resources, Prioritisation and Sequencing*

The main conclusion is that the IPA financial framework is flexible enough to allow annual programme funds to be focussed on pre-identified priority sectors to support a sequence of linked projects. The 2007-9 projects on refugees and displaced people are good examples of this. The lack of sequencing in other sectors is not surprising given the emphasis that has been placed on infrastructure projects. Infrastructure projects are intrinsically more difficult to sequence since they have long and, often, unpredictable implementation periods. Also it is often the case that national sector plans for infrastructure development involve building the same thing in many different locations, the order in which each location is developed is unimportant, as long as all locations are developed at which time national sector objectives and impacts are achieved. For infrastructure projects, sequencing will be determined by the institutional capacity of the beneficiary (to prepare, supervise and manage EC works contracts) and the availability of co-financing.

On the basis of these conclusions and in answer to Q.11, the following recommendations are made:

### **Recommendations**

1. Annual programming should be made more effective by focussing IPA assistance consistently, in successive years, in a limited number of priority sectors, i.e. reflecting the above recommendation on the need for more focussed strategic choices at the MIPD level.

Projects within priority sectors should be sequenced in a progressive way. Infrastructure projects should be sequenced according to beneficiary capacity and availability of co-finance.

2. The efficiency and effectiveness of annual programming can be improved by making more time available for project selection and preparation. The preparation of a pipeline of well-sequenced projects takes longer than for 'stand alone' projects. To accommodate this, IPA-TAIB programmes should shift from being annual to multi-annual covering the whole MIPD three year period. This would allow the time needed to prepare more mature and well-sequenced projects in priority sectors.

#### *Project Selection*

It is concluded that ECLO have established a functional project selection system which successfully involves the growing participation of Kosovo line institutions. The procedures introduced jointly by ECLO and the MEI follow best practice from Candidate and former Candidate countries, where logical frameworks are prepared in the initial stages of project identification and quality control check lists are used during preparation. However, in the programming for 2010, line institutions submitted an excessive number of Concept Notes totalling almost four times the available national allocation, many proposals were either not eligible or too small for IPA support. From this it is concluded that the preparation and presentation of Concept Notes needs better coordination and leadership on the beneficiary side, i.e. from the MEI which, as NIPAC, is responsible for coordinating programming. It is important not to discourage the participation of line institutions in all stages of project selection, since this leads to increased ownership which in turn will lead to increasing the impact of IPA assistance (Q. 12). The recommendations below are made with the intention of increasing the ownership and efficiency of IPA programming (Q.11).

#### **Recommendations**

1. The MEI should take a more active role in identifying priority projects according to national policies and strategies, particularly the EPAP.
2. The MEI should coordinate the preparation of Concept Notes and good quality log frames by the line institutions. In order to achieve this it should use the network of EIOs established in line institutions and further develop their role in programming.
3. The MEI should reduce the 'long list' of projects by carrying out a screening exercise before Concept Notes are submitted to ECLO and subsequently take an active role in supporting the line institutions to prepare good quality project fiches.

### **3.2 OVERVIEW MAPPING OF SECTOR STRATEGIES AND THE SECTOR-BASED APPROACH (QUESTION GROUPS 2 AND 3)**

On the basis of the reviews of government strategies and institutional arrangements for managing strategy development, it is concluded that it is too early to introduce SBA IPA programming to Kosovo (in answer to Q.13). A third of the strategies assessed were judged to be unsatisfactory in their action plans, budgets and implementation arrangements; over half of the current government approved strategies are not linked to the MTEF. However, there is evidence from current programmes that some projects have been well-sequenced, which indicates that there is capacity in Kosovo for undertaking SBA. Two out of the five pre-conditions for adopting SBA are, substantially, in place. The other three (strategies cover all accession-relevant sectors, linkage to MTEF, and monitoring) are in the process of being established.

Therefore, the introduction of SBA programming to Kosovo should be feasible within a mid-term perspective, say three years. Given that Kosovo is a donor rich environment and that key donors have significant assistance programmes, a potential risk to successful SBA introduction is posed by other donors not aligning their plans to the IPA projects already programmed. It is difficult, within the scope of this evaluation, to assess this risk. In principle, the decision to introduce SBA to IPA should not be dependent on other donors. However, it is concluded that the cooperation of other donors would improve the chances of SBA being successful in Kosovo.

The recommendations below are intended support the further development of capacity to undertake SBA.

### Recommendations

1. National sector strategies should cover all *aquis*-related sectors and MIPD priorities, at present there are significant gaps in coverage.
2. The quality of most existing strategies needs to be improved principally by developing realistic action plans and adding indicators which can be used for performance monitoring.
3. All priority sector strategies must be linked to the MTEF and be financially monitored by the Ministry of Finance
4. The government should hasten the setting-up of the planned Strategy Planning Unit in the Prime Minister's Office
5. The MEI should take a leadership role in the sector strategic planning process. Currently it only undertakes a coordination role. It should take active role in initiating the improvement of sector strategies, particularly those without action plans, budgets, indicators
6. A functioning system for monitoring the implementation of national strategies needs to be in place before SBA is introduced to Kosovo. The MEI should hasten the setting up of a monitoring mechanism for strategy implementation, which can also be used to monitor IPA implementation.
7. MEI staff and their counterparts in line institutions should receive training on sector strategic planning
8. The EC should mitigate the risk to the successful operation of SBA posed by the non-cooperation by donors by the early involvement and agreement of key donors in the preparation of future SBA-orientated MIPDs

### **3.3 ADMINISTRATIVE & MONITORING CAPACITY (QUESTION GROUP 5)**

The answer to Q.15 is that *administrative and organisational structures* have been established and are functioning for the programming stage of the IPA programme/project cycle. The role of these structures plus accompanying posts (MEI, EIOs, NIPAC, SPOs) in project implementation and monitoring has not yet been defined. On the basis of interviews with line ministry and ECLO staff it is concluded that, with notable exceptions, the capacity of beneficiary officials to get engaged with implementation is limited. In addition, after discussions with MEI staff it is concluded that there is some confusion caused by the overlapping of the annual EPAP updating process and annual IPA programming, it is clear that the two processes do not reinforce one another.

The recommendations below are made with a view to improving the capacity of beneficiary institutions in Kosovo to become actively involved in all the stages of the IPA project cycle, especially implementation and monitoring. This should lead to the increased ownership, efficiency and impact of IPA assistance.

### Recommendations

1. SPOs and EIOs in line institutions should have more visible role within their respective institutions with respect to the programming, implementation and monitoring of IPA projects. In addition, SPOs should be the main channels of communication with ECLO and MEI on IPA programming and implementation matters and in due time, become responsible for submitting implementation reports on the projects they are responsible for to the IPA Monitoring Committee.
2. Line institutions and their EIOs should become more involved in the preparation of project fiches and tender documentation and communicating with external monitors (e.g. ROM monitors)
3. Line institutions should undergo extensive training on the IPA Regulations and PCM in relation to the IPA programme / project cycle.

4. Functional responsibilities for coordinating EPAP updating and IPA programming should be clarified within the MEI. It would be useful if staff had written procedures for both.
5. The MEI should formally dedicate resources for operational IPA coordination matters, particularly in relation to programming
6. The MEI should demonstrate its institutional function by setting up a formal approval procedure for IPA Concept Notes.
7. The MEI should put in place the structures and procedures needed to execute the functions of NIPAC, particularly in relation to monitoring

### 3.4 EFFICIENCY AND EFFECTIVENESS (QUESTION GROUP 6)

#### *Q.18/ Efficiency & Effectiveness*

**Are there any potential actions which would improve the efficiency and effectiveness of ongoing assistance?**

The conclusion made on the basis of examining contracting data is that the procurement stage of implementation is well managed by ECLO. Similarly, the disbursement data for the 2007 programme indicate a functional, well-managed payments system. In answer to Q.18, even though implementation is capably managed by ECLO and despite the fact that IPA is centrally managed in Kosovo, implementation could be made both more *efficient and effective* if the beneficiary institutions took more ownership and became more involved in the process (e.g. by drafting good quality terms of reference for service contracts). This reinforces the conclusions reached above on increasing beneficiary administrative capacity.

It is concluded that the standard of procurement planning in project fiches is poor and it seems that numbers of contracts needed for implementation are consistently underestimated at the project preparation stage. This taken together with the noted trend of increasing numbers of contracts per project fiche means that efficiency savings made by programming larger projects (one of the reasons for selecting them) are offset by decreases implementation efficiency since more contracts means more procurement documentation to draft, more tender evaluations a more time spent supervising contractors.

A conclusion based on the evidence of the ROM Monitoring Reports is that the involvement of international organisations in project implementation can lead to significant delays and thereby decrease implementation efficiency. The recommendations below are intended to increase implementation efficiency and effectiveness, the first of these on beneficiary involvement reinforces those made above on administrative capacity building.

#### **Recommendations**

1. ECLO should continue to make every effort to involve beneficiaries in the implementation and monitoring of ongoing IPA assistance. Beneficiaries should continue to be made aware of their responsibilities in drafting procurement documentation; should be encouraged to attend and participate in tender evaluations; and be supported to establish a monitoring system within the Kosovo administration.
2. Beneficiary staff managing IPA projects should receive training on implementation, particularly on procurement and PRAG procedures
3. The number of contracts per project fiche should not carry on increasing every year. The contracting arrangements planned in project fiches should be checked as part of the quality control of project fiche preparation and could be added to the current list of IPA pre-conditions at the project selection stage.

### **3.5 IMPACT AND SUSTAINABILITY (QUESTION GROUP 7)**

There are far too few 2007-9 projects completed to assess the actual impacts of IPA assistance programmed over this period. In terms of predicted impacts and sustainability, the great majority of projects monitored were judged to be satisfactory on these criteria. However, of those which were unsatisfactory, the single largest cause was attributed to lack of beneficiary ownership and commitment to policy reforms. This leads to the conclusion that increasing ownership of projects will not only improve their implementation (as concluded above) but also their impact and sustainability. The second main reason for predicted unsatisfactory impact and sustainability was the lack of government financing and institutional support, post-project. The conclusion arising from this is that sustainability might be improved if post-implementation arrangements were considered during project preparation and included in project fiches.

#### **Recommendations**

1. In addition to the recommendations made above, ownership could be improved by including a commitment of the beneficiaries to maintain the project results after the project has finished, especially in cases where policy advice is the main outcome and where institutional and staff costs are in question.
2. ECLO should consider adding such a commitment to the pre-conditions used during project selection and including the costs of post-project sustainability actions in project fiches.



## **ANNEX 1**

### **MULTI-ANNUAL INDICATIVE PLANNING DOCUMENTS**

## Annex 1 Multi-annual Indicative Planning Documents

### Annex 1.1 Priorities: Multi-annual Indicative Planning Documents, Kosovo 2007-11

Priorities MIPD 2007-9	Priorities MIPD 2008-10	Priorities MIPD 2009-11
<i>Political Criteria</i>		
1. Supporting the implementation of the status settlement & related requirements & institutional needs	1. Supporting the implementation of the status settlement & related requirements & institutional needs	
2. Improving the performance of public administration & pursuing civil service reform, so as to create an effective & professional public administration at all levels	2. Improving the performance of public administration & pursuing civil service reform, so as to create an effective & professional public administration at all levels	1. Improving the performance of public administration & pursuing civil service reform, so as to create an effective & professional public administration at all levels
3. Advancing the reform of local self-government as part of the decentralisation process (including the improvement of managerial competences, service delivery & dialogue with citizens, as well as support to municipal, inter-municipal & cross border projects & implementation of poverty reduction measures at local level	3. Advancing the reform of local self-government as part of the decentralisation process (including the improvement of managerial competences, service delivery & dialogue with citizens, as well as support to municipal, inter-municipal & cross border projects & implementation of poverty reduction measures at local level	2. Advancing the reform of local self-government as part of the decentralisation process (including the improvement of managerial competences, service delivery & dialogue with citizens, as well as support to municipal, inter-municipal & cross border projects & implementation of poverty reduction measures at local level
4. Consolidating the rule of law by strengthening the wider judicial system, supporting police reform & the fight against corruption	4. Consolidating the rule of law by strengthening the judicial system, supporting police reform & the fight against corruption /organised crime	3. Consolidating the rule of law by strengthening the judicial system, supporting police reform & the fight against corruption /organised crime
5. Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns & protect Serbs & other minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities	5. Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns & protect Serbs & other minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities	4. Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns & protect Serbs & other minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities
6. Contributing to the consolidation of civil society & the public media	6. Contributing to the consolidation of civil society & the public media	5. Continuing the consolidation of civil society & the public media
Total no. priorities political criteria:=6	Total no. priorities political criteria:=6	Total no. priorities political criteria:=5
<i>Economic Criteria</i>		
1. Enhancing the investment climate for SMEs through a continued implementation of the European Charter for SMEs, favourable legislation & policy framework, enhancing corporate governance & access to specialised support & services, including	1. Enhancing the investment climate for SMEs through a continued implementation of the European Charter for SMEs, favourable legislation & policy framework, enhancing corporate governance & access to specialised support & services, including	1. Enhancing the investment climate for SMEs through a continued implementation of the European Charter for SMEs, favourable legislation & policy framework, enhancing corporate governance & access to specialised support & services, including

Priorities MIPD 2007-9	Priorities MIPD 2008-10	Priorities MIPD 2009-11
<i>Political Criteria</i>		
import /export promotion.	import /export promotion.	import /export promotion.
2. Enhancing sound financial management & control at central & local level in order to ensure transparency, efficiency, sustainability & better control of public finances, including the development of a modern public procurement framework & related legislation & institutions	2. Enhancing sound financial management & control at central & local level in order to ensure transparency, efficiency, sustainability & better control of public finances, including the development of a modern public procurement framework & related legislation & institutions	2. Enhancing sound financial management & control at central & local level in order to ensure transparency, efficiency, sustainability & better control of public finances, including the development of a modern public procurement framework & related legislation & institutions
3. Improving budget & fiscal policy making & management, enhancing control & collection capacity of the tax & customs administration & contribute to prudent fiscal policies, including addressing the budgetary & resource implications of EU approximation measures to the budget	3. Improving budget & fiscal policy making & management, enhancing control & collection capacity of the tax & customs administration & contribute to prudent fiscal policies, including addressing the budgetary & resource implications of EU approximation measures to the budget	3. Improving budget & fiscal policy making & management, enhancing control & collection capacity of the tax & customs administration & contribute to prudent fiscal policies, including addressing the budgetary & resource implications of EU approximation measures to the budget
4. Improving good governance of public utilities & developing infrastructure in order to promote business related activities & enhance quality of public goods & services. The areas of <u>energy, transport, environment, education &amp; health, IT</u> etc. have to be developed as cornerstones of future economic growth.	4. Improving good governance of public utilities & developing infrastructure in order to promote business related activities & enhance quality of public goods & services. The areas of <u>energy, transport, environment, education &amp; health, IT</u> etc. have to be developed as cornerstones of future economic growth.	4. Improving good governance of public utilities & developing infrastructure in order to promote business related activities & enhance quality of public goods & services. The areas of <u>energy, transport, environment, education &amp; health, IT</u> & the digitalisation of TV have to be developed as cornerstones of future economic growth.
5. Undertaking a functional review of the health system to enhance service delivery, financing	5. Undertaking a functional review of the health system & implementation of its recommendations to enhance service delivery, financing & developing a gender-sensitive health strategy with a view to enhancing national preparedness to human health threats & developing systems for health monitoring & diseases surveillance	5. Undertaking a functional review of the health system & implementation of its recommendations to enhance service delivery, financing & developing a gender-sensitive health strategy with a view to enhancing national preparedness to human health threats & developing systems for health monitoring & diseases surveillance
6. Improving the quality of the education & training systems in line with European standards & national social, economic & population needs. Provide TA & investment support for education, including vocational education & training	6. Improving the quality of the education & training systems in line with European standards & national social, economic & population needs. Provide TA & investment support for education, including vocational education & training. Training of scientists in order to improve national research capacity.	6. Improving the quality of the education & training systems in line with European standards & national social, economic & population needs. Provide TA & investment support for education, including vocational education & training. Participation in the FP7 & training of scientists in order to improve national research capacity.
7. Developing active labour market & social inclusion measures in order to combat unemployment & adjust to changes in the economy & fostering social inclusion	7. Developing active labour market & social inclusion measures in order to combat unemployment & adjust to changes in the economy & continue mainstreaming of entrepreneurship education.	7. Developing active labour market & social inclusion measures in order to combat unemployment & adjust to changes in the economy & continue mainstreaming of entrepreneurship education.
8. Promoting <b>agriculture &amp; rural development</b>	8. Promoting <b>agriculture &amp; rural development</b>	8. Promoting <b>agriculture &amp; rural development</b>

Priorities MIPD 2007-9	Priorities MIPD 2008-10	Priorities MIPD 2009-11
<i>Political Criteria</i>		
through support to the rural economy & the livelihood of the rural population, in line with priority measures identified in the national Agriculture & Rural Development Plan 2007-13,	through support to the rural economy & the livelihood of the rural population, in line with priority measures identified in the national Agriculture & Rural Development Plan 2007-13, gradually aligned with measures established for EC pre-accession assistance for agriculture & rural development	through support to the rural economy & the livelihood of the rural population, in line with priority measures identified in the national Agriculture & Rural Development Plan 2007-13, gradually aligned with measures established for EC pre-accession assistance for agriculture & rural development
9. Supporting consolidation of the network of bilateral free trade agreements & preparation for future participation in the Central European Free Trade Agreement	9. Supporting the implementation of the Central European Free Trade Agreement	9. Supporting the implementation of the Central European Free Trade Agreement
Total no. priorities economic criteria:=9	Total no. priorities economic criteria:=9	Total no. priorities economic criteria:=9
<i>European Standards</i>		
1. Supporting the development of sector strategies & policies comparable with European standards. Priority sectors for support are: <u>internal market, statistics, financial sector regulation &amp; public procurement, personal data protection, protection of intellectual property rights, food safety, veterinary &amp; phytosanitary standards, transport, energy &amp; environment</u>	1. Supporting the development of sector strategies & policies comparable with European standards. Priority sectors for support are: <u>internal market, statistics, financial sector regulation &amp; public procurement, personal data protection, protection of intellectual property rights, food safety, veterinary &amp; phytosanitary standards, transport, environment, media, electronic communications &amp; information society</u> . In support of the above, increasing support to research cooperation is planned.	1. Supporting the development of sector strategies & policies comparable with European standards. Priority sectors for support are: <u>internal market, statistics, financial sector regulation &amp; public procurement, personal data protection, protection of intellectual property rights, food safety, veterinary &amp; phytosanitary standards, transport, environment, media, electronic communications &amp; information society</u> . In support of the above, increasing support to research cooperation is planned.
2. Enhancing capacities in home affairs, especially to policies related to <u>civil registration, travel documents, visa, border control, asylum &amp; migration, money laundering, drug trafficking &amp; the fight against organised crime &amp; terrorism</u>	2. Enhancing capacities in home affairs, especially to policies related to <u>civil registration, travel documents, visa, border control, asylum &amp; migration, money laundering, drug trafficking &amp; the fight against organised crime &amp; terrorism</u>	2. Enhancing capacities in home affairs, especially to policies related to <u>civil registration, travel documents, visa, border control, asylum &amp; migration, money laundering, drug trafficking &amp; the fight against organised crime &amp; terrorism</u>
3. Supporting preparations for the establishment of agencies & institutions needed for the implementation /enforcement of European sector policies including mechanisms for the verification of EU compatibility of government policies & draft laws	3. Supporting preparations for the establishment of agencies & institutions needed for the implementation /enforcement of European sector policies including mechanisms for the verification of EU compatibility of government policies & draft laws	3. Supporting preparations for the establishment of agencies & institutions needed for the implementation /enforcement of European sector policies including mechanisms for the verification of EU compatibility of government policies & draft laws
4. Supporting participation in regional initiatives, including support to establish necessary structures, legal basis & requirements (e.g. in air traffic safety, security & management & ATM) for full participation in e Energy Community Treaty & South East European Transport Observatory with especial	4. Supporting participation in regional initiatives, including support to establish necessary structures, legal basis & requirements (e.g. in air traffic safety, security & management & ATM) for full participation in e Energy Community Treaty & South East European Transport Observatory with especial	4. Supporting participation in regional initiatives, including support to establish necessary structures, legal basis & requirements (e.g. in air traffic safety, security & management) for full participation in e Energy Community Treaty & South East European Transport Observatory with especial focus on the

Priorities MIPD 2007-9	Priorities MIPD 2008-10	Priorities MIPD 2009-11
<i>Political Criteria</i>		
focus on the development of a comprehensive <u>energy &amp; transport</u> strategy, the European Common Aviation Area Agreement & adoption of the relevant single European sky <i>acquis</i> in the South East Europe Functional Airspace Blocks Approach Initiative. .	focus on the development of a comprehensive <u>energy &amp; transport</u> strategy, the European Common Aviation Area Agreement & adoption of the relevant single European sky <i>acquis</i> in the South East Europe Functional Airspace Blocks Approach Initiative. .	development of a comprehensive <u>energy &amp; transport</u> strategy, the European Common Aviation Area Agreement & adoption of the relevant single European sky <i>acquis</i> in the Single European Sky in South East European (ISIS) initiative.
5. Participation in Community Programmes & Agencies, including support to establish necessary structures with a view to eventual participation	5. Participation in Community Programmes & Agencies, including support to establish necessary structures with a view to eventual participation	5. Participation in Community Programmes & Agencies, including support to establish necessary structures with a view to eventual participation
		6. Assisting with the alignment of the agricultural <i>acquis</i> , to increase economic growth by developing agriculture & rural development sector & institutional capacity building to prepare the sector to absorb pre-accession funds as well as support to increase the competitiveness of agriculture & the agro-food chain.
Total no. priorities European standards:=5	Total no. priorities European standards:=5	Total no. priorities European standards:=6
<b>Total Priorities MIPD 2007-9:=19</b>	<b>Total Priorities MIPD 2008-10:=19</b>	<b>Total Priorities MIPD 2009-11=20</b>

### Annex 1.2 Analysis of Objectives: Multi-annual Indicative Planning Documents, Kosovo 2007-11

Objectives	Linkage		Aim		Achievability		Measurability		Totals
	strong	weak	focussed	diffuse /wide	achievable	not achievable	good	Low/ poor	☑
MIPD 2007-2009									
<u>Strategic Objective:</u>  1. To support Kosovo in developing the reforms necessary to promote a modern, democratic, multi-ethnic and well-administered society and to support the implementation of Kosovo's status settlement.  2. To develop Kosovo's economy and to enhance the wider socio-economic & institutional environment  3. To assist in the preparation of a comprehensive European reform agenda, e.g. by paying special attention to addressing the needs & priorities identified in the last Progress Report, the European Partnership and in relation to the wider EU sectoral approximation.  4. To support Kosovo's European vocation as a regionally integrated part of the whole Western Balkans region, to engage in good neighbourly relations with all surrounding countries, to fully participate in regional cooperation, including cross-border cooperation.	Not applicable			☒	☑			☒	2
Priorities (Priority Axis 1: Political Requirements)									
1. Improving the performance of public administration & pursuing civil service reform, so as to create an effective & professional public administration at all levels	☑		☑		☑		☑		4
2. Advancing the reform of local self-government as part of the decentralisation process (including the improvement of managerial competences, service delivery & dialogue with citizens, as well as support to municipal, inter-municipal & cross border projects & implementation of poverty reduction measures at local level	☑		☑		☑			☒	3
3. Consolidating the rule of law by strengthening the judicial system, supporting police reform & the fight against corruption /organised crime	☑			☒	☑		☑		3
4. Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns & protect Serbs & other	☑			☒	☑		☑		3

Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focussed	diffuse /wide	achievable	not achievable	good	Low/ poor	
minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities									
5. Continuing the consolidation of civil society & the public media	☑			☒	☑		☑		3
6. Supporting the implementation of the status settlement & related requirements & institutional needs	☑		☑		☑		☑		4
<b>Priority Objectives (Priority Axis 2: Socio-Economic Requirements)</b>									
1. Enhancing the investment climate for SMEs through a continued implementation of the European Charter for SMEs, favourable legislation & policy framework, enhancing corporate governance & access to specialised support & services, including import /export promotion	☑		☑		☑		☑		4
2. Enhancing sound financial management & control at central & local level in order to ensure transparency, efficiency, sustainability & better control of public finances, including the development of a modern public procurement framework & related legislation & institutions	☑		☑		☑		☑		4
3. Improving budget & fiscal policy making & management, enhancing control & collection capacity of the tax & customs administration & contribute to prudent fiscal policies, including addressing the budgetary & resource implications of EU approximation measures to the budget	☑			☒	☑		☑		3
4. Improving good governance of public utilities & developing infrastructure in order to promote business related activities & enhance quality of public goods & services. The areas of <u>energy</u> , <u>transport</u> , <u>environment</u> , <u>education &amp; health</u> , <u>IT</u> & the digitalisation of TV have to be developed as cornerstones of future economic growth.	☑			☒		☒		☒	1
5. Undertaking a functional review of the health system & implementation of its recommendations to enhance service delivery, financing & developing a gender-sensitive health strategy with a view to enhancing national preparedness to human health threats & developing systems for health monitoring & diseases surveillance	☑		☑		☑		☑		4
6. Improving the quality of the education & training systems in line with European standards & national social, economic & population needs. Provide TA & investment support for education, including vocational education & training. Participation in the FP7 & training of scientists in order to improve national research capacity.	☑			☒	☑		☒		2

Objectives	Linkage		Aim		Achievability		Measurability		Totals ☑
	strong	weak	focussed	diffuse /wide	achievable	not achievable	good	Low/ poor	
7. Developing active labour market & social inclusion measures in order to combat unemployment & adjust to changes in the economy & continue mainstreaming of entrepreneurship education.	☑			☒	☑		☑		3
8. Promoting agriculture & rural development through support to the rural economy & the livelihood of the rural population, in line with priority measures identified in the national Agriculture & Rural Development Plan 2007-13, gradually aligned with measures established for EC pre-accession assistance for agriculture & rural development	☑			☒	☑		☑		3
9. Supporting the implementation of the Central European Free Trade Agreement	☑			☒	☑		☑		3
<i>Priority Objectives (Priority Axis 3: European Standards)</i>									
1. Supporting the development of sector strategies & policies comparable with European standards. Priority sectors for support are: <u>internal market, statistics, financial sector regulation &amp; public procurement, personal data protection, protection of intellectual property rights, food safety, veterinary &amp; phytosanitary standards, transport, environment, media, electronic communications &amp; information society</u> . In support of the above, increasing support to research cooperation is planned.	☑			☒	☑			☒	2
2. Enhancing capacities in home affairs, especially to policies related to <u>civil registration, travel documents, visa, border control, asylum &amp; migration, money laundering, drug trafficking &amp; the fight against organised crime &amp; terrorism</u>	☑			☒	☑		☑		3
3. Supporting preparations for the establishment of agencies & institutions needed for the implementation /enforcement of European sector policies including mechanisms for the verification of EU compatibility of government policies & draft laws	☑			☒	☑			☒	2
4. Supporting participation in regional initiatives, including support to establish necessary structures, legal basis & requirements (e.g. in air traffic safety, security & management) for full participation in e Energy Community Treaty & South East European Transport Observatory with especial focus on the development of a comprehensive <u>energy &amp; transport</u> strategy, the European Common Aviation Area Agreement & adoption of the relevant single European sky <i>acquis</i> in the Single European Sky in South East European (ISIS) initiative.	☑			☒	☑		☑		3
5. Participation in Community Programmes & Agencies, including	☑		☑		☑		☑		4



Objectives	Linkage		Aim		Achievability		Measurability		Totals
	strong	weak	focussed	diffuse /wide	achievable	not achievable	good	Low/ poor	✓
support to establish necessary structures with a view to eventual participation									
6. Assisting with the alignment of the agricultural <i>acquis</i> , to increase economic growth by developing agriculture & rural development sector & institutional capacity building to prepare the sector to absorb pre-accession funds as well as support to increase the competitiveness of agriculture & the agro-food chain.	✓		✓		✓		✓		4

### Annex 1.3 Analysis of Objectives Annual IPA-TAIB Programmes, Kosovo 2007-9

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. <input checked="" type="checkbox"/>
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
2007 National Programme											
Political Criteria											
Building the capacity of Kosovo's institutions to develop EU compatible legislation & policy (6.45 M€)	Improving the performance of public administration & pursuing civil service reform, so as to create an effective & professional public administration at all levels	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Strengthening the rule of law (5.79 M€)	Consolidating the rule of law by strengthening the wider judicial system, supporting police reform & the fight against corruption	Overall Objective	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Return, reintegration & cultural heritage in Kosovo (8.7 M€)	Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns & protect Serbs & other minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities	Overall Objective	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Economic Criteria											
Developing an enabling economic environment for all of Kosovo's communities (10.97 M€)	Enhancing the investment climate for SMEs through a continued implementation of the European Charter for SMEs, favourable legislation & policy framework, enhancing corporate governance & access to specialised support & services, including import /export	Overall Objective	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		2
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. ☑
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
	promotion.										
Reconstruction of roads & bridges (8.00 M€)	Improving good governance of public utilities & developing infrastructure in order to promote business related activities & enhance quality of public goods & services. The areas of energy, transport, environment, education & health, IT etc. have to be developed as cornerstones of future economic growth.	Overall Objective	☑			☒	☑		☑		3
		Project Purpose	☑		☑		☑		☑		4
Supporting local government & decentralisation (12.25 M€)	<u>Priority from Political Criteria</u>	Overall Objective	☑		☑		☑		☑		4
	Advancing the reform of local self-government as part of the decentralisation process (including the improvement of managerial competences, service delivery & dialogue with citizens, as well as support to municipal, inter-municipal & cross border projects & implementation of poverty reduction measures at local level	Project Purpose	☑		☑		☑		☑		4
Education in Kosovo: inter-cultureless & the Bologna process (1.4 M€)	Developing active labour market & social inclusion measures in order to combat unemployment & adjust to changes in the economy & fostering social inclusion	Overall Objective		☒		☒	☑			☒	1
		Project Purpose	☑			☒	☑		☑		3
European Standards											
Meeting EU standards in energy (2.99 M€)	Supporting the development of sector strategies & policies comparable with European standards. Priority sectors for	Overall Objective	☑			☒	☑			☒	2
		Project Purpose	☑		☑		☑		☑		4

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. ☑
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
Meeting EU standards in food safety & veterinary services ( 2.0 M€)	support are: internal market, statistics, financial sector regulation & public procurement, personal data protection, protection of intellectual property rights, food safety, veterinary & phytosanitary standards, transport, energy & environment	Overall Objective	☑			☒	☑			☒	2
		Project Purpose	☑		☑			☒	☑		
Meeting EU standards in public procurement ( 1.35 M€)		Overall Objective									
		Project Purpose									
2008 National Programme											
Political Criteria											
Strengthening the rule of law (13 M€)	Consolidating the rule of law by strengthening the judicial system, supporting police reform & the fight against corruption /organised crime	Overall Objective	☑		☑		☑		☑		4
		Project Purpose	☑		☑		☑		☑		4
Preserving cultural heritage in Kosovo (2.50 M€)	Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns & protect Serbs & other minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities	Overall Objective	☑		☑		☑		☑		4
		Project Purpose	☑		☑		☑		☑		4
Public finance administration (6.00 M€)	From Economic Criteria Enhancing sound financial management & control at central & local level in order to ensure transparency, efficiency, sustainability & better control of public finances, including the development of a modern public	Overall Objective									
		Project Purpose									

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. <input checked="" type="checkbox"/>
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
Public administration reform (EU integration ( 4.00 M€)	Improving the performance of public administration & pursuing civil service reform, so as to create an effective & professional public administration at all levels	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Support to media & civil society (2.50 M€)	Contributing to the consolidation of civil society & the public media	Overall Objective	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	1
		Project Purpose	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	1
Sustainable return & reintegration (4.0 M€)	Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns & protect Serbs & other minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Economic Criteria											
Rural development system & pilot testing	Promoting agriculture & rural development through support to the rural economy & the livelihood of the rural population, in line with priority measures identified in the national Agriculture & Rural Development Plan 2007-13, gradually aligned with measures established for EC pre-accession assistance for	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. ☑
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
	agriculture & rural development										
Support to energy efficiency & transmission	Improving good governance of public utilities & developing infrastructure in order to promote business related activities & enhance quality of public goods & services. The areas of <u>energy, transport, environment, education &amp; health, IT</u> etc. have to be developed as cornerstones of future economic growth.	Overall Objective	☑		☑		☑		☑		4
		Project Purpose	☑		☑		☑		☑		4
Support to privatisation process	Enhancing the investment climate for SMEs through a continued implementation of the European Charter for SMEs, favourable legislation & policy framework, enhancing corporate governance & access to specialised support & services, including import /export promotion.	Overall Objective		☒		☒	☑		☑		2
		Project Purpose	☑		☑		☑		☑		4
Support to mines & minerals sector	No matching priority	Overall Objective		☒		☒		☒	☑		1
		Project Purpose		☒	☑		☑		☑		3
Municipal infrastructure	No clearly matching priority Improving good governance of public utilities & developing infrastructure in order to promote business related activities & enhance quality of public goods & services. The areas of <u>energy, transport, environment, education &amp; health, IT</u> etc. have to be developed as cornerstones of future economic growth.	Overall Objective		☒		☒	☑		☑		2
		Project Purpose	☑		☑		☑		☑		4

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. ☑
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
Regional development structures & instruments	<u>From Political Criteria</u> Advancing the reform of local self-government as part of the decentralisation process (including the improvement of managerial competences, service delivery & dialogue with citizens, as well as support to municipal, inter-municipal & cross border projects & implementation of poverty reduction measures at local level	Overall Objective		☒		☒	☑		☑		2
		Project Purpose	☑		☑		☑		☑		4
Support to education & employment	Improving the quality of the education & training systems in line with European standards & national social, economic & population needs. Provide TA & investment support for education, including vocational education & training. Training of scientists in order to improve national research capacity.	Overall Objective	☑		☑		☑		☑		4
		Project Purpose	☑		☑		☑		☑		4
Improving the environment	Improving good governance of public utilities & developing infrastructure in order to promote business related activities & enhance quality of public goods & services. The areas of <u>energy, transport, environment, education &amp; health, IT</u> etc. have to be developed as cornerstones of future economic growth.	Overall Objective		☒	☑		☑		☑		3
		Project Purpose	☑		☑		☑		☑		4
European Standards											

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. <input checked="" type="checkbox"/>
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
Support to animal identification & registration (3.02 M€)	Supporting the development of sector strategies & policies comparable with European standards. Priority sectors for support are: <u>internal market</u> , <u>statistics</u> , <u>financial sector regulation &amp; public procurement</u> , <u>personal data protection</u> , <u>protection of intellectual property rights</u> , <u>food safety</u> , <u>veterinary &amp; phytosanitary standards</u> , <u>transport</u> , <u>environment</u> , <u>media</u> , <u>electronic communications &amp; information society</u> . In support of the above, increasing support to research cooperation is planned.	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Support to civil aviation regulatory office (1.00 M€)	Supporting participation in regional initiatives, including support to establish necessary structures, legal basis & requirements (e.g. in air traffic safety, security & management & ATM) for full participation in e Energy Community Treaty & South East European Transport Observatory with especial focus on the development of a comprehensive <u>energy &amp; transport</u> strategy, the European Common Aviation Area Agreement & adoption of the relevant single European sky <i>acquis</i> in the South East Europe Functional Airspace Blocks Approach Initiative. .	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	3
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Support to the Statistical Office of Kosovo	Supporting participation in regional initiatives, including support to establish necessary	Overall Objective		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		2
		Project	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4



Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. <input checked="" type="checkbox"/>
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
(1.50 M€)	structures, legal basis & requirements (e.g. in air traffic safety, security & management & ATM) for full participation in the Energy Community Treaty & South East European Transport Observatory with especial focus on the development of a comprehensive energy & transport strategy, the European Common Aviation Area Agreement & adoption of the relevant single European sky <i>acquis</i> in the South East Europe Functional Airspace Blocks Approach Initiative. .	Purpose									
Support to health (1.5 M€)	<u>Under Economic Criteria</u>	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
	Undertaking a functional review of the health system & implementation of its recommendations to enhance service delivery, financing & developing a gender-sensitive health strategy with a view to enhancing national preparedness to human health threats & developing systems for health monitoring & diseases surveillance	Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Strengthening customs & taxation (3.00 M€)	<u>Under Economic Criteria</u>	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
	Improving budget & fiscal policy making & management, enhancing control & collection capacity of the tax & customs administration & contribute to prudent fiscal policies, including	Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. ☑
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
	addressing the budgetary & resource implications of EU approximation measures to the budget										
<b>2009 National Programme</b>											
<i>Political Criteria</i>											
Strengthening the rule of law (12.05 M€)	Consolidating the rule of law by strengthening the judicial system, supporting police reform & the fight against corruption /organised crime	Overall Objective	☑			☒	☑			☒	2
		Project Purpose	☑		☑		☑		☑		4
Strengthening the human resources & institutional capacity of the Kosovo local public administration (6.50 M€)	Improving the performance of public administration & pursuing civil service reform, so as to create an effective & professional public administration at all levels	Overall Objective	☑		☑		☑		☑		4
		Project Purpose	☑		☑		☑		☑		4
Support to communities (3.13 M€)	Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns & protect Serbs & other minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities	Overall Objective	☑			☒	☑			☒	2
		Project Purpose	☑		☑		☑		☑		4
Support to the cultural sector (3.00 M€)	Promoting human rights & the protection of Serbs & other minorities, IDP & refugee return, & the creation of a climate of inter-ethnic tolerance in order to foster sustainable returns &	Overall Objective	☑			☒	☑		☑		3
		Project Purpose	☑			☒	☑		☑		3

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. <input checked="" type="checkbox"/>
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
	protect Serbs & other minorities, including conditions for growth & sustainable development of all communities as well as preserving access to cultural & religious heritage of non-majority communities										
Support to the media sector (4.00 M€)	Continuing the consolidation of civil society & the public media	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Support to culture, youth & sport (14.00 M€)	No matching priority	Overall Objective		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		1
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Economic Criteria											
Trade & regional development (7.80 M€)	Enhancing the investment climate for SMEs through a continued implementation of the European Charter for SMEs, favourable legislation & policy framework, enhancing corporate governance & access to specialised support & services, including import /export promotion.	Overall Objective		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		1
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
Support to employment & education (10.30 M€)	Improving the quality of the education & training systems in line with European standards & national social, economic & population needs. Provide TA & investment support for education, including vocational education & training. Participation in the FP7 & training of scientists in order to improve national research	Overall Objective	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		3
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. ☑
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
	capacity.										
Improvement of IT system in the taxation administration (5.00 M€)	Improving budget & fiscal policy making & management, enhancing control & collection capacity of the tax & customs administration & contribute to prudent fiscal policies, including addressing the budgetary & resource implications of EU approximation measures to the budget	Overall Objective	☑			☒	☑		☑		3
		Project Purpose	☑		☑		☑		☑		4
Further support to the agricultural sector (7.70 M€)	Promoting agriculture & rural development through support to the rural economy & the livelihood of the rural population, in line with priority measures identified in the national Agriculture & Rural Development Plan 2007-13, gradually aligned with measures established for EC pre-accession assistance for agriculture & rural development	Overall Objective	☑		☑		☑		☑		4
		Project Purpose	☑		☑		☑		☑		4
European Standards											
Support to the environment sector (4.80 M€)	Supporting the development of sector strategies & policies comparable with European standards. Priority sectors for support are: <u>internal market, statistics, financial sector regulation &amp; public procurement, personal data protection, protection of intellectual property rights, food safety, veterinary &amp; phytosanitary standards, transport, environment, media, electronic communications &amp;</u>	Overall Objective	☑		☒		☑		☑		3
		Project Purpose	☑		☑		☑		☑		4

Projects (as per programme)	MIPD Priorities	Objectives	Linkage		Aim		Achievability		Measurability		Totals Nos. <input checked="" type="checkbox"/>
			linked	weak	focussed	diffuse	likely	unlikely	good	low	
	information society. In support of the above, increasing support to research cooperation is planned.										
Support to transport & energy (15.00 M€)	Supporting participation in regional initiatives, including support to establish necessary structures, legal basis & requirements (e.g. in air traffic safety, security & management) for full participation in the Energy Community Treaty & South East European Transport Observatory with especial focus on the development of a comprehensive energy & transport strategy, the European Common Aviation Area Agreement & adoption of the relevant single European sky <i>acquis</i> in the Single European Sky in South East European (ISIS) initiative.	Overall Objective	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4
		Project Purpose	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		4

## **ANNEX 2**

### **RESULTS AND INDICATORS: MULTI-ANNUAL INDICATIVE PLANNING DOCUMENTS**

## Annex 2 Results and Indicators

### Annex 2.1 Results and Indicators: Multi-annual Indicative Planning Documents (MIPDs) Kosovo 2008-10<sup>22</sup> & 2009-11<sup>23</sup>

Results	Indicators
<i>Political criteria</i>	
1. Good governance	⇒ Increased no. corruption cases detected & successfully prosecuted
2. Increase in quality of policy formulation /legislation drafted	⇒ Reduction in time spent on its adoption & for international expert opinion
3. Increased effectiveness of implementation of legislation at all levels	⇒ As measured by legislation-specific benchmarks
1. Increased % in relevant parts of the acquis adopted & implemented to standard	
<b>1. Civil service reform strategy drafted &amp; agreed at the political level</b>	
2. Civil service reform providing for transparent procedures on recruitment, transfer, appraisal, promotion, conduct & dismissal	
1. <i>Improved respect of fundamental rights &amp; freedoms</i>	⇒ Citizens' satisfaction survey
2. Improved quality & availability of basic public services to all communities	
1. A population & housing census carried out in line with internationally accepted standards	
1. Strengthened judicial system as a result of further development of legal education & training for judges, prosecutors & administrative personnel	⇒ An increased no. of criminal; cases detected, prosecuted & judged
2. More efficient management of courts, prosecutors offices & judicial processes	⇒ A reduced backlog of pending criminal cases
1. Improved access to property records held by the Kosovo Cadastral Agency & municipal cadastral offices	⇒ An increased no. of property rights-related cases resolved in compliance with relevant internationally accepted laws & practices ⇒ Relevant surveys
1. Improved living conditions for minority communities	⇒ Birth rates ⇒ Death rates ⇒ Housing rates ⇒ Schooling rates ⇒ Unemployment /Employment rates
2. Non-discriminatory participation by minority communities in society	
1. Increased participation by civil society representatives in policy formulation & social consultation	
2. Establishment of independent broadcaster servicing all communities in Kosovo.	
<i>Total number of results for Political Criteria: 16</i>	<i>Total number of indicators for Political Criteria:13</i>
<i>Economic Criteria</i>	
1. Import /export promotion measures;	⇒ Increase in FDI & local investment
2. Enhanced trade facilitation;	
3. More favourable legislative & policy framework	

<sup>22</sup>

<sup>23</sup>

**Results & indicators specific to MIPD 2008-10 are in bold text**  
*Results & indicators specific to MIPD 2009-11 are in italic text*

Results	Indicators
4. Targeted support measures	
Further implementation of European Charter for SMEs:  1. <i>Facilitating the interaction between companies &amp; government</i> 2. <i>Promoting exports</i> 3. <i>Enhancing the SME policy capabilities in the Ministry of Trade &amp; Industry &amp; consolidation of dialogue with the business community</i>	
1. Adherence to, & implementation of, internationally recognised standards in management & accountancy resulting in enhanced efficiency & transparency of public expenditure	
1. Budget sustainability as a result of improved fiscal policy making & implementation	⇒ Increase in volume & speed of revenue collection
1. <b>An improvement in bill collection &amp; reduced illegal connections, confirming improved energy supply through better management of the public utility company</b> 2. <b>Administrative &amp; technical obstacles to the development of new lignite mine removed</b> 3. Improved energy security through strengthening the transmission network, internally & in Kosovos' connections with neighbouring countries. 4. Assisting Kosovo's participation in regional cooperation mechanisms (the Energy Community Treaty). 5. Support the development of renewable energy. 6. Improving energy efficiency	⇒ Reduction of no. of power cuts <sup>24</sup> ⇒ <b>Increased, demonstrable, private sector interest in the development of a new power plant</b>
1. Improved capacity for strategic planning & delivery of infrastructure development & maintenance, which includes: 2. Compliance with EIA-related regulations; coupled with: 3. Increased efficiency of capital spending	⇒ Increased no. of infrastructure projects ready for tendering
1. Main road & rail network stabilised 2. Road safety improved	⇒ % main network repairs /upgrades carried out ⇒ Reduction in nos. of fatalities /injuries
1. Comprehensive strategy for the health care sector drafted, agreed at the political level & implementation started	
1. Improved quality of education & training systems	⇒ % of persons enrolled that successfully complete courses & find appropriate employment
1. Design started of an integrated research policy which improves (i) national research capacity; (ii) research cooperation with the EU	⇒ Participation of Kosovo's' research institutions in EU cooperation projects
1. Active labour market & social inclusion measures drafted & agreed at the political level & included in relevant strategies & plans	

<sup>24</sup>

A reduction in the number of power cuts is a result in the MIPD 2008-10 & an indicator in subsequent MIPD 2009-11



Results	Indicators
2. Development started on national monitoring & performance management systems	
1. Measures identified in Kosovo's Agriculture & Rural Development Plan 2007-13, reviewed for consistency with pre-accession assistance provisions & their implementation started 2. <i>Higher contribution from agriculture &amp; rural development sector to economic growth</i> 3. <i>Increased access to credit for farmers</i> 4. <i>Quality of statistical data improved, especially regarding information on rural areas, agricultural statistics &amp; price statistics</i> 5. <i>Agricultural census carried out</i> 6. <i>Land cadastre improved</i>	
<i>Total number of results for Economic Criteria: 31</i>	<i>Total number of indicators for Economic Criteria: 9</i>
<b>European Standards</b>	
1. <b>European Partnership Action Plan drafted &amp; agreed at the political level as compass for delivery of government's European agenda.</b> 2. Strengthened & effective ACDEI (now the Ministry of European Integration), MEI fully staffed & recognised as lead government body in the coordination of European approximation efforts	
1. Fully integrated sectoral reform strategies drafted & agreed at the political level	
Measures to ensure alignment with internal market requirements started, especially in areas of: 1. Quality infrastructure 2. Financial sector regulation 3. Intellectual property rights 4. Public procurement	
1. Statistics for national accounts prepared in line with internationally recognised standards & with the <i>acquis</i>	
1. Measures taken, & implemented, to ensure alignment with the agreed part of the veterinary & phytosanitary <i>acquis</i>	
1. An increase in the no. of cases of organised crime & financial crime detected, prosecuted & judged 2. Adoption of IBM action plan 3. Signing of IBM agreements with neighbouring countries 4. Relevant laws allowing for an EU-compatible visa, asylum & migration policies drafted	
1. Increase in the no. of regional initiatives Kosovo participates in 2. Increase in the no. of Community Programmes Kosovo participates in	⇒ <b>No. of FAs &amp; MoUs signed</b>
1. Measures identified in Kosovo's Agriculture & Rural Development Plan 2007-13, reviewed for	

Results	Indicators
<p>consistency with pre-accession assistance provisions &amp; their implementation started<sup>25</sup></p> <p>2. <i>Reinforced capacity of the national structures responsible for implementing rural development policies</i></p> <p>3. <i>Advisory &amp; extension services supported</i></p> <p>4. <i>Improved analysis of agriculture &amp; rural development sector</i></p> <p>5. <i>Strengthened civil society organisations in the area of agriculture &amp; rural development</i></p>	
<i>Total number of results for European Standards: 20</i>	<i>Total number of indicators for European Standards: 1</i>
<b>Total number of results MIPD 2009-11: = 67</b>	<b>Total number of indicators MIPD 2009-11: =23</b>

<sup>25</sup>

This result appears under Economic Criteria in the MIPD 2008-10 and under European Standards in the MIPD 2009-11

## Annex 2.2 Analysis of Indicators Multi-annual Indicative Planning Documents, Kosovo 2007-11

		SMART Assessment					Total
Results	Indicators	Specific	Measurable	Available	Relevant	Time-bound	<input checked="" type="checkbox"/> Max=5 <input checked="" type="checkbox"/>
Political Criteria							
Good governance	⇒ Increased no. corruption cases detected & successfully prosecuted	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
Increase in quality of policy formulation /legislation drafted	⇒ Reduction in time spent on its adoption & for international expert opinion	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
Increased effectiveness of implementation of legislation at all levels	⇒ As measured by legislation-specific benchmarks	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
Improved respect of fundamental rights & freedoms. Improved quality & availability of basic public services to all communities	⇒ Citizens' satisfaction survey	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
Strengthened judicial system as a result of further development of legal education & training for judges, prosecutors & administrative personnel	⇒ An increased no. of criminal; cases detected, prosecuted & judged	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
More efficient management of courts, prosecutors offices & judicial processes	⇒ A reduced backlog of pending criminal cases	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
Improved access to property records held by the Kosovo Cadastral Agency & municipal cadastral offices	⇒ An increased no. of property rights-related cases resolved in compliance with relevant internationally accepted laws & practices	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	⇒ Relevant surveys	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/> / <input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
Improved living conditions for minority communities	⇒ Birth rates	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	⇒ Death rates	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
Non-discriminatory participation by minority communities in society	⇒ Unemployment rates	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	⇒ Schooling rates	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	⇒ ]Housing rates	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
Economic Criteria							

Results	Indicators	SMART Assessment					Total ☑ Max=5 ☑
		Specific	Measurable	Available	Relevant	Time-bound	
Import /export promotion measures. Enhanced trade facilitation. More favourable legislative & policy framework. Targeted support measures	⇒ Increase in FDI & local investment	☑	☑	☑	☑	☑	5
An improvement in bill collection & reduced illegal connections, confirming improved energy supply through better management of the public utility company. Administrative & technical obstacles to the development of new lignite mine removed	⇒ Increased, demonstrable, private sector interest in the development of a new power plant	☒	☑	☒	☑	☑	3
Improved energy security through strengthening the transmission network, internally & in Kosovos' connections with neighbouring countries. Assisting Kosovo's participation in regional cooperation mechanisms (the Energy Community Treaty). Support the development of renewable energy. Improving energy efficiency	⇒ Reduction of no. of power cuts <sup>26</sup>	☑	☑	☑	☑	☑	5
Improved capacity for strategic planning & delivery of infrastructure development & maintenance, which includes: Compliance with EIA-related regulations; coupled with: Increased efficiency of capital spending	⇒ Increased no. of infrastructure projects ready for tendering	☑	☑	☑	☑	☑	5
Main road & rail network stabilised	⇒ % main network repairs /upgrades carried out	☑	☑	☑	☑	☑	5
Road safety improved	⇒ Reduction in nos. of fatalities /injuries	☑	☑	☑	☑	☑	5
Improved quality of education & training systems	⇒ % of persons enrolled that successfully complete courses & find appropriate employment	☑	☑	☒	☑	☑	4
Design started of an integrated research policy which improves (i) national research capacity; (ii) research cooperation with the EU	⇒ Participation of Kosovo's' research institutions in EU cooperation projects	☑	☑	☑	☑	☑	5
European Standards							

<sup>26</sup>

A reduction in the number of power cuts is a result in the MIPD 2008-10 & an indicator in subsequent MIPD 2009-11

Results	Indicators	SMART Assessment					Total ☑ Max=5 ☑
		Specific	Measurable	Available	Relevant	Time-bound	
Increase in the no. of regional initiatives Kosovo participates in. Increase in the no. of Community Programmes Kosovo participates in	⇒ No. of Financing Agreements & MoUs signed	☑	☑	☑	☑	☑	5
Total no. ☑		3	0	4	0	0	7
Total SMART Indicators							16/22

### Annex 2.3 Analysis of Indicators Annual Programme, Kosovo 2007-9

Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>
<b>Annual IPA-TAIB Programme 2007</b>							
1. Building the capacity of Kosovo's institutions to develop EU compatible legislation & policy	Overall Objective	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
2. Strengthening the rule of law	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
3. Return, reintegration & cultural heritage in Kosovo	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
4. Developing an enabling economic environment for all of Kosovo's communities	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
5. Reconstruction of roads & bridges	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Project Purpose	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	3
	Results	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	1
6. Supporting local government & decentralisation	Overall Objective	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
7. Education in Kosovo: inter-culturalism & the Bologna process	Overall Objective	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Project Purpose	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
8. Meeting EU standards in energy	Overall Objective	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Project Purpose	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	3
9. Meeting EU standards in food safety & veterinary services	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
10. Meeting EU standards in public procurement	Overall Objective	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Project Purpose	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	2
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	4
<i>Total SMART Indicators 2007</i>							
<b>Annual IPA-TAIB Programme 2008</b>							

Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>
(1) Strengthening the rule of law	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
(1b) Strengthening the rule of law	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(2) Preserving cultural heritage in Kosovo	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(3) Public finance administration	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	Same indicators as for Overall Objective					0
(4) Public administration reform (EU integration)	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(5) Support to media & civil society	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(6) Sustainable return & reintegration	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
(7) Rural development system & pilot testing	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(8) Support to energy efficiency & transmission	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(9) Support to privatisation process	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
(10) Support to mines & minerals sector	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(11) Municipal infrastructure	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3

Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
(12) Regional development structures & instruments	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	Same Indicators as for overall objective					0
	Results	Same Indicators as for overall objective					0
(13) Support to education & employment	Overall Objective	No Indicators					0
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
(14) Improving the environment	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(15) Support to animal identification & registration	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(16) Support to civil aviation regulatory office	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(17) Support to the Statistical Office of Kosovo	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	2
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(18) Support to health	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
(19) Strengthening customs & taxation	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(20) Support measures facility	Overall Objective						
	Project Purpose						
	Results						
Total SMART Indicators 2008							
Annual IPA-TAIB Programme 2009							
(1) Strengthening the rule of law	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(2) Strengthening the human resources & institutional capacity of the Kosovo local public administration	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4



Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time-bound	Total <input checked="" type="checkbox"/>
(3) Support to communities	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
(4) Support to the cultural sector	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
(5) Support to the media sector	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
(6) Support to culture, youth & sport	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
(7) Trade & regional development	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(8) Support to employment & education	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5
(9) Improvement of IT system in the taxation administration	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(10) Further support to the agricultural sector	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
(11) Support to the environment sector	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(12) Support to transport & energy	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4
(13) Support measures & technical assistance facility	Overall Objective	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Project Purpose	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
	Results	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3
Total SMART Indicators 2009							

Project	Intervention Logic Level	Specific	Measurable	Available	Relevant	Time- bound	Total <input checked="" type="checkbox"/>
<i>Total SMART Indicators 2007-9</i>							

## **ANNEX 3**

### **SECTOR STRATEGIES IN KOSOVO**

### Annex 3 Sector Strategies in Kosovo

The strategies in bold have been reviewed, these in bold italics have been assessed.

	Strategy Name	Sector	Timeframe	Ownership
<b>Strategies adopted by the Government of Kosovo</b>				
1	<b><i>Agriculture and Rural Development Plan</i></b>	Agriculture and Rural Development	2009 - 2013	Ministry of Agriculture Forestry and Rural Development
2	<b><i>Kosovo Environmental Action Plan</i></b>	Environment	2006-2010	Ministry of Environment and Spatial Planning
3	<b><i>Trade Policy of Kosovo</i></b>	Economy	2009 -	Ministry of Trade and Industry
4	<b><i>Human Rights Strategy and Action Plan</i></b>	Civil Society	2009 - 2011	Office of the Prime Minister
5	<b><i>Strategy for Development of Higher Education in Kosova 2005-2015</i></b>	Education	2005 - 2015	Ministry of Education and Science
6	<b><i>Strategy for Integration of Roma, Ashkali, and Egyptian Communities in Kosovo</i></b>	Education	2007 - 2017	Ministry of Education and Science and Technology
7	<b><i>Strategy for Development of Pre-University Education in Kosovo</i></b>	Education	2007 - 2017	Ministry of Education and Science
8	<b><i>Program to Protect Customers</i></b>	Economy	2010 - 2014	Ministry of Trade and Industry
9	<b><i>Mental Health Strategy (in Albanian)</i></b>	Health	2008 - 2013	Ministry of Health
10	<b><i>Health Sectoral Strategy (in Albanian)</i></b>	Health	2010 - 2014	Ministry of Health
11	<b><i>HIV/AIDS Strategy (in Albanian)</i></b>	Health	2009 - 2013	Ministry of Health
12	<b><i>National Small Arms Light Weapons Control and Collection Strategy and Action Plan</i></b>	Security	2010 - 2012	Ministry of Internal Affairs
13	Strategy for Communities and Returns	Minorities	2009 - 2013	Ministry for Communities and Returns
14	<b><i>Decentralisation Action Plan</i></b>	Public Administration	2008 - 2010	Ministry of Local Government Administration
15	<b><i>Youth Strategy and Action Plan (in Albanian)</i></b>	Social Development	2010 - 2012	Ministry of Culture Youth and Sports
16	<b><i>Integrated Border Management Strategy</i></b>	Security	?	Ministry of Internal Affairs
17	Migration Strategy	Security/Social Development	2009 - 2012	Multi
18	Kosovo Energy Strategy	Energy	2005-2015	Ministry of Energy and Mining
19	Kosovo Employment Strategy	Social Development	2008-2013	Ministry of Labour and Social Welfare
20	Strategy for Integrated Conservation of Cultural Heritage	Culture	2006	Ministry of Culture, Youth and Sports
21	<b><i>Strategy on Reintegration of Repatriated Persons.</i></b>	Rule of Law	2007	
<b>Strategies pending for approval by the Government of Kosovo</b>				
22	<b><i>Draft Strategy on Anti-Corruption</i></b>	Public	2009 -	Kosovo Anticorruption

	Strategy Name	Sector	Timeframe	Ownership
		Administration	2011	Agency
23	<b>Public Administration Reform Draft Strategy and Action Plan</b>	Public Administration	2007 - 2012	Ministry of Public Administration MPA
24	National Strategy and Action Plan Combat Trafficking in Human Beings	Security	2008-2011	Ministry of Internal Affairs
25	State Strategy on Crime Prevention and Action Plan	Security	2008-2011	Ministry of Internal Affairs
26	Strategy and Action Plan for Multi-modal Transport - mentioned in MTEF 2006-2008 but not by name	Transport	?	Min. Transport Telecommunication
27	Kosovo Strategy and National Action Plan against Domestic Violence;	Rule of Law	2008	
28	National Strategy on Information Society	IT	2006 - 2012	?

(Source: Office of the Prime Minister, Government)

The list above shows the active and pending strategies. It was constructed based in the information found in the website of the Office of the Prime Minister, UNDP and was verified with reference to strategies in other government sources of information, also the strategies referred to in IPA Project Fiches. Still, there are a few documents titled as strategies but not verified as either approved or pending, e.g. Kosovo Strategy and National Action Plan against Domestic Violence;

Kosovo Development Strategy and Plan has been the overarching development strategy and has been referred to by all Project Fiches of IPA 2007. This document is recognised, in MTEF 2006-2008, as the one guiding the preparation of the MTEF which identifies the Government priorities.

Statement on Government Priorities and Government of Republic of Kosovo Programme 2008-2011 represent the over-arching/baseline documents on strategic political and economic development of Kosovo that make the basis for the budget preparation over the period covering the current MTEF. There is a chapter on Sector and Sub-Sector Strategies in MTEF 2009-2011. Sectoral priorities are developed to reflect the activities of the line ministries, which are linked to the budget expenditure ceilings derived from the MTEF revenue projections and committed donor assistance.

Some of the Strategies are specifically mentioned in the MTEF such as Public Administration Reform Strategy, the Strategy and Action Plan for Multi-modal Transport, Kosovo Energy Strategy but most are only referred to by their line ministry owner of the sector they belong to.

It should be noted that MTEF as a planning documents of public fund spending has been developed by Kosovo for the period 2006-2008 when it covered only five sectors plus a list of capital individual projects with their respective owner, ministry or municipality:

- (i) Economy and Infrastructure;
- (ii) Public Security;
- (iii) Education and Culture;
- (iv) Health and Welfare;
- (v) Public Services.

The next issues of MTEF split the sectors into more specific areas of economic development. With the later MTEF issues, the sectors are more easily mapped with the strategies, e.g.:

- (i) Energy;
- (ii) Mines;
- (iii) Transport;
- (iv) Justice;
- (v) Law Enforcement;
- (vi) Education;
- (vii) Agriculture;
- (viii) Health

The Strategies sectors linked to MTEF priorities in bold below, are indeed reflected in the MTEF, but not necessarily the respective sector strategy. The sectors in italics are presented as part of the new status cost, they are not treated as separate sectors in the MTEF.

<b>MTEF priorities</b>	<b>Strategies sectors</b>
<b>1. Energy and mines;</b>	<b>Economy*</b>
<b>2. Infrastructure (Transport);</b>	<b>Transport (pending)</b>
<b>3. Education;</b>	<b>Education</b>
4. Rule of Law and Order (Justice, Law Enforcement);	<i>Security (pending)</i>
<b>5. Agriculture and Rural Development;</b>	<b>Agriculture and Rural Development;</b>
<b>6. Social Stability (social and Labour Market)</b>	<b>Social Development</b>
<b>7. Health</b>	<b>Health</b>
<b>8. Good Governance (Public Administration, Public Finance Management)</b>	<b>Public Administration (pending)</b>
9. <u>Other Sector</u>	
<b>9.1. Environment</b>	<b>Environment</b>
9.2. <i>Private Sector</i>	ITC
	<i>Minorities</i>
	Decentralisation

\*Both Sector Strategies within this Sector (Trade and Protection of Consumers) are not mentioned in MTEF.

## **ANNEX 4**

### **QUALITY ASSESSMENTS OF NATIONAL STRATEGIES**

## Annex 4 Quality Assessments of National Strategies

Individual assessment grids for 16 of the strategies listed in Annex 3 are given below; strategies and policies are numbered according to their listing in Annex 3. An example of how national sector strategies should be improved in order to make them ready for the introduction of SBA is given after the quality assessments (see Quality of Strategies and Readiness for SBA below).

### 1. Agriculture and Rural Development Plan

A very ambitious and well written strategy, which aligns the rural sector in Kosovo with rural development strategies in the EU. SWOT analysis of the sector. The strategy makes reference to other plans and documents on agriculture development funded by the national budget. The strategy envisages both national and donor funds for implementation. The strategy objectives are presented in a hierarchical structure with the national and the European ones in the area of agriculture and rural development. The Strategy acknowledges that development in this area is driven by EU approximation goals of Kosovo. Assumptions are made for the achievement of the priority targets. Prior assessment made on the previous version of the Strategy. Indicative financial plan is identified with sources of funding. Costs given by axis and activities described for the entire period of the strategy implementation. Managing Authorities, implementing bodies and administration arrangement is described. Monitoring mechanism is set up, frequency of General Monitoring Committee meetings. Evaluation of the strategy is envisaged, evaluation criteria defined. Finally, the Strategy has a good layout and thematic presentation.

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			✓
Quality of problem analysis /needs assessment		✓	
Priority actions identified			✓
Action plan		✓	
Budget			✓
Implementation arrangements (incl monitoring)			✓

### 2. Kosovo Environmental Action Plan (KEAP) and Kosovo Environmental Strategy, 2004

The Action Plan was preceded by a Kosovo Environmental Strategy, adopted in 2004. The Action Plan was prepared as an updated sectoral document and an instrument in developing a process of improving the current state of environment. It is also subject to continuous updating and revision during the implementation process. The Action Plan provides an update of the environmental sector development and current analysis, a list of projects to be implemented in all environmental groups (water, spoil air quality, biodiversity) with budget cost. The Strategy identifies short-and long-term objectives, priorities. The Strategy covers the problem analysis and priorities, whereas the Action Plan specifies the projects and their costing. No monitoring arrangement. KEAP is a practical document to the implementation of the Strategy.

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified		✓	
Action plan		✓	
Budget			✓
Implementation arrangements (incl monitoring)	✓		

### 3. Trade Policy of Kosovo

This is a policy documents, discussing trade and macroeconomic issues, free trade agreements. It is not a development strategy. In the sense of this evaluation, the term strategy is used to denote planning a change, design of development actions, plan of achieving objectives within certain area of political and economic life. Whilst the policy is a generally agreed course of action within a certain area and establishes rules and standards, it does not provide a timeframe and costing of actions. The



Trade Policy of Kosovo has some of the features of a strategy (problem analysis and priorities, issues for development) but it cannot be assessed applying the defined evaluation criteria.

#### 4. Strategy for Human Rights

The Strategy makes reference to the EU integration process and international civil rights organisations. It is more a policy document than a Strategy. The action plan, budget and indicators as referred to be in separate documents to be prepared by the owner but there is nothing in the Strategy itself. The text is more a state of affairs document.

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors		✓	
Quality of problem analysis /needs assessment		✓	
Priority actions identified		✓	
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

#### 5. Strategy for the Development of Higher Education in Kosovo (2005-2015)

The Strategy focuses on the development of the higher education system in Kosovo according to the Bologna process and the need for integration of Kosovo Higher Education into the European Higher Education Area. The strategy has a clear mission and strategic objectives, further detailed in realistic sub-objectives and targets. It contains several indicators detailed in accordance with the objectives; however the majority of indicators are not measurable. The Strategy has a very good analysis of the situation, challenges and potential risks as well as it builds on a careful set of baselines indicators. The implementation plan is incorporated in the strategy, and it clearly assigns timings and responsibilities for the implementation of different activities. Budget for the implementation is not included in the published version; however the strategy contains plans on budget allocation targets.

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified		✓	
Action plan		✓	
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

#### 6. Strategy for Integration of Roma, Ashkali, and Egyptian Communities in Kosovo

It is closely linked to the Strategy on Education, especially in the costing part – this may be part of the Education Strategy, although this is not specified explicitly. There are indicators identified for each activity, but they are not measurable. The Action Plan is very detailed with time-frame, cost, target group, owner, and stakeholders. Source of financing is detailed by group and value

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors		✓	
Quality of problem analysis /needs assessment			✓
Priority actions identified		✓	
Action plan			✓
Budget			✓
Implementation arrangements (incl monitoring)		✓	

## 7. Strategy for Pre-University Education (2007 – 2017)

This is a comprehensive strategy, very well structured and based on a thorough analysis of the context, development needs and challenges. It contains clear strategic objectives, set out in more detailed targets with adequate measurable indicators and implementation plan. The implementation mechanisms and responsible institutions are well described. The strategy contains a detailed cost analysis of the implementation, also broken down per each activity and strategic objectives. It makes reference to the national budget. The strategy establishes a link with the strategy for higher education and establishes the preconditions for an integrated system of education.

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified			✓
Action plan			✓
Budget			✓
Implementation arrangements (incl monitoring)			✓

## 8. Programme to Protect Customers

It is a programme which is rather fundamental of what consumerism is, i.e. an educational reading, speaking about principles, characteristics. It is not a strategy. There are objectives but they are not linked to activities. Those who should enforce the programmes are identified. Still, though clumsily stated there are priorities and identification of financial resources - all from donors (local budget is not even mentioned. No indicators

**(Verdict: Inadequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors	✓		
Quality of problem analysis /needs assessment	✓		
Priority actions identified		✓	
Action plan	✓		
Budget		✓	
Implementation arrangements (incl monitoring)	✓		

## 14. Decentralisation Action Plan

**(Verdict: Adequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors		✓	
Quality of problem analysis /needs assessment	✓		
Priority actions identified		✓	
Action plan			✓
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

## 15. Youth

- Budget breakdown very well defined, as totals as well as by field/objective
- Activities well defined, with indicators, need analysis as well as responsibilities and indicators
- Good action plan, with timeline, objectives and activities

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			x
Quality of problem analysis /needs assessment			x
Priority actions identified			x
Action plan			x
Budget			x
Implementation arrangements (incl monitoring)			x

## 16. Strategy for Integrated Border Management (IBM)

The strategy refers to the requirement to align the standards of border management with the EU requirements. This is more a policy document than a real strategy. It states the principles of border management and describes the pillars for Integrated Border Management according to EU. It is based on a context analysis and managing authorities, implementing bodies and administration arrangement are described. The strategy defines a set of objectives but there seem to be neither targets nor indicators. The responsibilities of relevant institutions are described and the strategy sets the tone for the need for coordination mechanisms, however there are no concrete measures described. There is no costing of activities, indeed the strategy describes budgeting as a challenge given that there are many institutions involved.

**(Verdict: Adequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			✓
Quality of problem analysis /needs assessment		✓	
Priority actions identified			✓
Action plan		✓	
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

## 21. Strategy on Reintegration of Repatriated Persons.

The Strategy presents only analysis of problems and recommendations for approval. There is no Action Plan to implement the strategy, no budget for implementation of the strategy, yet to assign areas of responsibility for each relevant ministry on the central level, no monitoring, coordination mechanism. As the Strategy is not complete is not included in the assessment.

## 22. Draft Strategy on Anti-Corruption (pending – reviewed but not assessed)

Very general objectives, not SMART, no plan, budget, indicators .

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors		✓	
Quality of problem analysis /needs assessment			✓
Priority actions identified		✓	
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

**23. Public Administration Reform Draft Strategy and PAR Action Plan** (pending - reviewed but not assessed)

The monitoring implementation is in another action plan documents (in progress). It is planned to be financed with donor assistance. There annexes (not available) with cost allocation of activities and time-bound activities plan. The following rating is based on the body text only which is only a draft.

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			✓
Quality of problem analysis /needs assessment			✓
Priority actions identified		✓	
Action plan	✓		
Budget	✓		
Implementation arrangements (incl monitoring)	✓		

The four strategies below are less relevant for IPA since they are only loosely connected with programming priorities. The strategies on health, mental health and HIV / AIDS (strategies 9.10. 11) can be considered to be a broad part of improving social conditions (IPA priority axis 2) whilst control of weapons (strategy 12) is related to the establishment of the rule of law (IPA priority axis 1). Despite the fact that these strategies are not of direct relevance to IPA their quality is still considered to be an indicator of the Kosovo administration's readiness to adopt SBA and therefore they have been assessed on the same basis as the above IPA-relevant strategies.

**9. Mental Health Strategy 2008 – 2013**

- Action plan missing
- Budgetary estimates are present, but breakdown is not by strategic priorities/programmes, rather by economic classification, cannot understand what each objective will cost
- There are indicators for each priority action, but not all are good

**(Verdict: Adequate Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			x
Quality of problem analysis /needs assessment		x	
Priority actions identified			x
Action plan	x		
Budget		x	
Implementation arrangements (incl monitoring)		x	

**10. Sector Strategy of Health**

- Situation analysis and need assessment is good
- Priority actions are identified, but there is no clear sequencing
- Action plan is complete and quantifiable monitoring indicators generally well defined, alongside with responsible institutions
- Budgetary implications missing

**(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			x
Quality of problem analysis /needs assessment			x
Priority actions identified		x	
Action plan			x
Budget	x		
Implementation arrangements (incl monitoring)			x

### 11. HIV/AIDS Strategy 2009 – 2013

- Definition of scope of strategy is good, although this may not really be called a “sector” semantically
- Good definition of target groups, problem analysis
- Budgetary implications defined in strategy, also makes reference to detailed budget breakdown in annex as well as methodology for calculation of costs used (annex is not available online)
- Action plan and monitoring indicators are featured in annexes, but these are not incorporated in the document available online

#### **(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors			x
Quality of problem analysis /needs assessment			x
Priority actions identified			x
Action plan			
Budget			x
Implementation arrangements (incl monitoring)			

### 12. National Small Arms Light Weapons Control and Collection Strategy and Action plan

It is an update of the Kosovo Small Arms Control Strategy approved by the Government on 24 April 2008. The Strategy has functionally linked general and specific objectives. It describes the roles of a number of institutions involved in the processes identified by the objectives. The strategy envisaged monitoring and evaluation mechanism being set up for the implementation of the strategy; there are measurable indicators (number of laws enforced, percentage of population aware. The Action Plan in Annex B is excellent, giving overall objectives, specific objectives, activities, owner, timeframe, source of funds, indicator.

#### **(Verdict: Good Strategy)**

Criteria	Inadequate	Adequate	Good
Definition of sector & sub-sectors		✓	
Quality of problem analysis /needs assessment		✓	
Priority actions identified			✓
Action plan			✓
Budget		✓	
Implementation arrangements (incl monitoring)			✓

### Quality of Strategies and Readiness for SBA

The great majority (12/13) of national strategies are assessed as being 'adequate' or 'good' and this reflects the generally good standard of problem analysis and priority identification throughout. However, this is not a sufficient basis for SBA and in principle strategies should score 'good' on all 6 assessment criteria to be considered ready for SBA. The above assessment grids therefore, provide a guide for the future redrafting and improvement of each strategy in preparation for the future introduction of SBA. Generally, all strategies examined need improvements in the three criteria dealing with the practicalities of strategy implementation, namely: '*Action Plans*', '*Budget*' and '*Implementation Arrangements (including Monitoring)*'.

The analysis presented below for the Integrated Border Management (IBM) Strategy is intended to be an example of how the existing national strategies should be improved in preparation for the future introduction of SBA.

#### *Implementation Arrangements*

The overall supervision of the implementation of the IBM strategy is to be carried out by the Executive Board of the National IBM Steering Body which is composed of directors and chief executives of the Border Police (BP), Kosovo Customs (KC), the Kosovo Veterinary and Food Agency (KVFA) and the MEI. The Executive Board is chaired by the national IBM Coordinator from the Ministry of Interior. However, there is no description of the modalities, structures or procedures by which this board of senior officials will carry out their responsibilities. This is an important gap given that managing the implementation of the IBM strategy will be a complex and time-consuming task. The IBM Action Plan is 122 pages long, covers the three separate lead institutions and altogether lists: 85 separate actions; 250 associated activities and 146 indicators. Over half (46/85) of the identified actions are rated as being 'high priority'.

For the Border police alone, the Action Plan identifies a further 16 specific objectives (i.e. in addition to the 6 strategic objectives above), lists 22 separate actions. Most of these actions (15/22=68%) are to be undertaken in parallel and are planned to take place over a 15 month period (October 2009-December 2010). Clearly, the Ministry of Internal Affairs which is responsible for the Border Police needs sufficient administrative capacity (i.e. sufficient numbers of trained staff plus clear procedures) to effectively manage the planned activities and coordinate these with those being undertaken simultaneously in the KC and the KVFA.

☞ *In general, it is recommended that the administrative procedures for managing and coordinating implementation by all three responsible bodies should be detailed, or extensively referred to, in the IBM Strategy document.*

#### *Verifiable Budgetary Planning*

Many actions described in the IBM Action Plan do not have specified implementation costs and costs in these cases are covered by the phrase '*Administrative costs*'. This suggests that the costs of staff and equipment for implementing IBM actions are covered in the appropriate institutional budgets (i.e. are included in the MTEF institutional 'operating expenditures'). In the example of the Border Police, given above, only 13 of the 22 identified actions have specified investment costs, these range from 2,000€ to 6M€ and have a combined value of 13.3 M€, over the period 2009-12. It is difficult to identify these investments in the MTEF forecasts of planned expenditures, Table 24 below, shows the planned capital investments by the Ministry of Internal Affairs under the only budget heading which is clearly related to the IBM strategy ('*Equipment for control and management of borders*'). The annual budget estimates broadly reflect the schedule of proposed activities; however, it is not possible to identify the remaining costs (i.e. the remaining 6.2 of the 13.3 M€) since the MTEF expenditure categories are too broad and cover non-Border Police activities, e.g. capital expenditures under the headings: '*Specific equipment for crimes*' and '*Equipment for police needs*'.

**Table 24: IBM Capital Projects Identified in the MTEF**

Project title	Investments (€)				
	Budget 2009	Estimated 2010	Estimated 2011	Estimated 2012	Total 2009-12
Equipment for control & management of	700,000	2,010,000	1,800,000	2,610,500	7,120,500

borders					
---------	--	--	--	--	--

☞ Generally, the actions planned by all institutions need to show more explicit links to the MTEF (including those covered by operational expenditures) before the IBM strategy can be judged to be ready for SBA.

#### *Monitoring of Performance and Effectiveness*

Chapter VII of the IBM Strategy (*Monitoring and Assessment*) makes the following statement in relation to monitoring: *'The Coordination Structure through its instruments (Supervision and Decision-Making Body, Executive Board, various working groups and subgroups) will have the responsibility for monitoring the process of putting into effect the IBM Strategy and its Action Plan.'*

It is evident from Chapter IV (Coordinating Authority) that monitoring the implementation of the IBM Strategy is the specific responsibility of the Executive Board, however the strategy document gives no further details on how monitoring will be undertaken by the responsible institutions. As concluded above in relation to implementation arrangements, this lack of detail represents a significant weakness in the current strategy and decreases the likelihood of successful strategy implementation.

To highlight the complexity of the monitoring task, Table 25 below, shows the number of specific objectives and associated indicators in the various parts of the strategy. The Kosovo IBM Strategy and its Action Plan follow the structure given in the *EC Guidelines for IBM in the Western Balkans*, i.e. they are organised around the three main pillars of IBM, these being intra-service cooperation, inter-service coordination and international cooperation. In addition, the Kosovo IBM Strategy includes relevant actions in the areas of visas, asylum and migration. For the three main institutions involved (BP, KC and KVFA), actions in IBM Pillars I and III are divided between 7 fields as follows:

- (i) Legal Framework
- (ii) Organisation and Management
- (iii) Procedures
- (iv) Human Resources and Training
- (v) Communication
- (vi) Information Technology
- (vii) Infrastructure and Equipment

For the three main institutions the Action Plan identifies objectives and indicators for the each of the above fields and in addition defines objectives and indicators for which they are jointly responsible, in all these three institutions will be responsible for monitoring 53 objectives and indicators. Taken together with the four objectives for visas, asylum and migration, *the implementation of the IBM Action Plan will entail the collection of monitoring data on 57 separate objectives and indicators* (Table 25).

Data on the implementation of the IBM strategy is provided by the internal monitoring carried out by ECLO / EC-HQ, for example the (EC) Implementation Report January-June 2010 gives information on the status of the following projects: (i) CARDS (2006): *Infrastructure Support to Integrated Border Management* (10.0 M€); (ii) IPA (2007): *EU-Border Management System –Equipment for Border and Boundary Police* (1.1 M€); (iii) IPA (2008): *Equipment for Border Police* (3.0 M€). However, this monitoring is limited to EU-financed actions whereas the majority of actions and activities in the IBM Action Plan are to be financed and implemented by the Kosovo government and, therefore, will need to be monitored by the Kosovo authorities.

☞ Given the complexity of the monitoring task, the quality of the IBM Strategy and its Action Plan should be improved by the inclusion of a detailed Monitoring Plan which indicates, at minimum, the following:

- how and when monitoring data are to be collected;
- institutional responsibilities for collecting, storing and processing monitoring data;
- information on how data will be aggregated and how it is to be used in Monitoring Reports;
- templates and explanations for standard Monitoring Reports;
- schedules for Monitoring Report submission;
- details of how follow-up procedures will be carried out in the event of identified implementation problems.

**Table 25: IBM Action Plan -Objectives, Indicators and Responsible Institutions**

Responsible Institutions	No. Objectives	No. Indicators
<i>IBM Pillars I (Cooperation within the Agency) and III (International Cooperation)</i>		
Border Police (BP)	16	16
Kosovo Customs (KC)	14	14
Kosovo Veterinary and Food Agency (KVFA)	14	15
<i>IBM Pillar II (Inter-Agency Cooperation)</i>		
BP, KC and KVFA	9	9
<i>Cooperation on the Areas of Visas, Asylum and Migration</i>		
Ministry of Internal Affairs, Ministry of Foreign Affairs, Office of the Prime Minister, BP, KC	4	4
<b>Totals</b>		
<b>6 Institutions</b>	<b>57</b>	<b>58</b>

The indicators given in the Action Plan are mostly output / result indicators as shown by the examples in Table 26 below.

**Table 26: Examples of Objectives and Indicators from IBM Action Plan**

Action Plan	Objectives	Indicators
<b>Pillar I: 'Procedures'</b> Responsible institution: BP	Progression on the cooperation between departments within the Kosovo Police	<ul style="list-style-type: none"> <li>▪ Endorsement of the Standard Operational Procedures by two or more departments</li> </ul>
<b>Pillar II: 'Organisation and Management'</b> Responsible institutions: BP, KC, KVFA	Creation of joint mechanism for assessment of risks and threats	<ul style="list-style-type: none"> <li>▪ Creation of joint action plan is approved</li> </ul>
<b>Pillar III: 'Human Resources and Training'</b> Responsible institution: KC	Capacity building and joint trainings for customs issues	<ul style="list-style-type: none"> <li>▪ Joint training plans, participation in trainings for World Customs Organisation (WCO) and border issues</li> </ul>
<b>Pillar III: 'Infrastructure and Equipment'</b> Responsible institution: KVFA	Construction of joint facilities and telecommunication tools with neighbouring countries	<ul style="list-style-type: none"> <li>▪ Construction of joint facilities</li> <li>▪ Agencies of both countries are working together in the same facility</li> </ul>
<b>Migration</b> Responsible institutions: Ministry of Internal Affairs / Directorate for Migration and Foreigners (DMF)	Definition of procedures between MIA / DMF and BP	<ul style="list-style-type: none"> <li>▪ Procedures in quarterly Action Plan</li> </ul>



In addition, it is not clear how the 57 objectives and 58 indicators in the IBM Action Plan are linked to the achievement of the 7 strategic objectives given in the IBM Strategy (Chapter I) since these strategic objectives do not have any defined indicators. The Action Plan indicators are at the level of outputs and results and allow for the monitoring of performance but not for the monitoring effectiveness, which should be based on indicators of the strategic objectives.

☞ *The quality of the IBM Strategy would be significantly improved if these indicators were added and if the linkage between the operational and strategic objectives is made clearer.*

## **ANNEX 5**

### **DONOR ASSISTANCE PRIORITIES IN KOSOVO**

## Annex 5 Donor Assistance Priorities in Kosovo

### USAID

The total investment of USAID in Kosovo since 1999 is over USD 500 million. This assistance was provided to implement projects that support Kosovo's transition to stable and growing economy, improve quality of life, to reduce corruption. USAID has been instrumental in establishing core functions of the Ministry of Finance and Economy - modernising the budget and treasury processes, and the tax administration. It has also contributed expertise and assistance to establish the Central Bank and the banking sector. USAID has been working to develop the private sector with the aim of increasing sales and employment for the long-term growth of local enterprises.

There are two major pillars channelling the support activities, they are:

#### 1. Economic Growth

The support is targeted to build market-based economy capable of creating job and attracting investment. The contribution is for establishment of economic policies and legislation.

The current activities cover the following sectors:

- **Economic Policies and Institutions** - assisting Kosovo in building economic institutions capable of addressing economic problems;
- **Private Sector Development** - with the aim of increasing sales and employment for the long-term growth of enterprises; reducing reliance on imports, especially agricultural products, by promoting increased competitiveness within specific clusters; and, developing an improved business operating environment.
- **Energy** – supporting the privatisation of Kosovo Electricity Company (KEK's distribution functions).
- **Rebuilding Infrastructure** – rehabilitate infrastructure, including electrical overhead lines, school, library and cultural centre rehabilitation, water and sanitation projects, road repairs and health centres.

#### 2. Democracy and Governance

The USAID programmes have addressed problems including rule of law, local governance, and civil society/media, strengthening judicial and legal institutions. Decentralisation activities have evolved from a targeted municipal capacity building program to supporting the legal and institutional framework for local governance. The current activities cover the following sector:

- Rule of Law - strengthening the judicial and legal system while simultaneously working to increase the public's trust.
- Media and Civil Society - strengthening civil society groups;
- Governance - strengthening of a transparent and accountable government that engages its citizens in the decision making process;
- Political and Legislative processes - to achieve political stability through developing democratic, transparent governing bodies that are responsive to citizen concerns.

In addition to the above described two pillars of activities, USAID also supports a number of special initiatives and cross-cutting issues that fall outside of these core strategic objectives, such as: gender, youth, corruption, conflict mitigation, and human capacity development. The cross-cutting programs complement and supplement the USAID. The current focus is on the following current activities:

- Kosovo Maternal and Child Health Programme;
- Supporting Integration of Disabled People into Society;
- Conflict Mitigation;
- Human Capacity Development;
- Youth

USAID prepares a Strategic Plans programming the assistance and commitment of US Government for Kosovo. The Plan is based on a balanced fit of Kosovo's Government priority for development and the US Government strategic priorities. The assessments of the sectors to be covered in the assistance intervention are decided in consultation with local counterparts (Consultative Donor

Group). The Draft Strategic Plan 2010-2014 covers the following assistance objectives and intervention targets:

- Youth are more productive and engaged members of a Stable Kosovo:
  - ⇒ Improved capacity of schools to provide relevant skills,
  - ⇒ Increased opportunities for youth to acquire skills for employment,
  - ⇒ Improved youth Engagement in the Community;
- Increased Private Sector Led Economic Growth:
  - ⇒ Private Sector Growth and increased investment,
  - ⇒ Reliable Energy Supply,
  - ⇒ Economic Institutions to ensure fiscal stability;
- Empowering Kosovo's Citizens to Consolidate Functioning Democracy:
  - ⇒ More effective Governance and National and Municipal Level,
  - ⇒ Improved Delivery of Justice,
  - ⇒ Strengthened Mechanisms for Citizens to Represent their Interest and Accountable Government,
  - ⇒ Increased Integration and Participation of Minorities.

The strategic programming for this period will focus on youth and education; private sector; municipal level support; European Integration of Kosovo.

### **World Bank**

World Bank has provided direct financing for Kosovo since 2000 and committed about USD130 million. The Bank issues an Interim Strategy Note (ISN) prepared in partnership with other donors which set the programming intervention target. The aim is to coordinate resources and actions, especially in the creative use of trust funds. The ISN is a short-to-medium term plan for World Bank involvement in the country. It precedes the World Bank's involvement in comprehensive reconstruction in the country through grants and loans.

The last ISN covers financial years 2010-2011 and will lead to a development of a full Country Partnership Strategy (after elections 2011). The Strategy builds on the ISN for financial year 2008 and the Sustainable Employment and Development Policy Programme<sup>27</sup>, established with 11 external partners following a Consultative Group meeting in 2009. It is also fully aligned with the 2010-2012 Medium Term Expenditure Framework (MTEF) developed by the Government of Kosovo. Key development challenges are in maintaining macro stability; establishing structural policies for growth; building transparent public administration.

This Strategy Notes continues to be founded on the two pillars with targeted support on:

- (i) Accelerating Broad-Based and Sustainable Growth:
  - a. consolidating macroeconomic stability - focus on two key areas: fiscal and debt management and financial system strengthening; consolidating macro stability including fiscal reforms and financial system strengthening;
  - b. strengthening infrastructure, with a focus on energy;
  - c. promoting private sector development and sectors with growth potential through support for agriculture, cadastre and SMEs;
  - d. increased labour productivity.

<sup>27</sup>

World Bank USD 40 million programme with objectives: (i). maintaining a sound macro-fiscal framework; (ii). enhancing the policy environment for job creation; (iii). improving the investment climate through simplified processes, reduced costs, strengthened property rights and improved business services, including financial services; (iv). strengthening labour market institutions, policies and regulations; (v). increasing the relevance and quality of secondary and post-secondary education; (vi). reducing poverty among pensioners and the extreme poor through strengthened pension and social assistance programs; (vi). strengthening public financial management with a focus on budget preparation, investment program implementation, and public sector wage management; (vii) improved wage bill management.

- (ii) Strengthening Governance, Public Institutions and Social Cohesion:
- creating strong, transparent public institutions - Improve efficiency and impact of public expenditures and strengthen the civil service;
  - fostering interethnic cooperation - strengthen social protection of vulnerable groups;
  - increasing access to social services - enhance access to social services

The sectors identified by the World Bank considering intervention assistance, can be described as follows:

Budget Support	Cadastre
Energy and Mining	Security and Rule of Law
Transport	Education
Water and Sanitation	Health
Agriculture and Rural Development	Social Programmes
Governance, Decentralisation and PFM	Gender and Youth
Environment	Culture
Financial and Private Sector Development	Other

#### UK Department for International Development (DFID)

The Aid Programme of DFID, outlining the programming activities, is created applying sector wide approach, with priorities based on consultation with local government and communities. 99% of the DFID aid is directed to Governance projects and 1% to other activities. The total amount of assistance committed for the development of Kosovo since 2006 is about GBP 9.560 million. The DFID intervention strategy is based on four pillars. The table below shows the amounts of contribution committed by pillar. Table 16 shows how DFID assistance is linked to the MTEF and national sector strategies.

#### UK Bilateral Assistance to Kosovo

Four Pillars	Ongoing projects in million GBP	Projects under design in million GBP
1. Accountable Government;	4.511 Projects: Public Finance, Support to the Office of the Prime Minister, Public Administration Reform	1.5 (three-year civil society project)
2. Jobs and Growth;	1.150 Projects: Private Sector Development, Fund for Economic Growth	8 million in 2010-2012 Multi-donor Trust Fund for Sustainable Government
3. Rule of Law;	1.750 Projects: training for Kosovo Police, support to Constitutional Court; Coordination of Rule of Law sector	-
4. Stability	6.5 Projects: Support to Returns Programmes, Support to Kosovo Property Agency, Military Training Programme	1.5 Project: Decentralisation of Social Welfare

## **ANNEX 6**

### **STATUS OF CONTRACTED IPA 2007-9 PROJECTS**

## Annex 6 Status of Contracted IPA 2007-9 Projects

**Status of contracted IPA 2007 projects (Note: the completed projects are in bold)**  
(Note: the completed projects are in blue)

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	<b>Contracting party</b>					
1	TAIEX 2008 - Provision of logistical services and financial management tasks - Kosovo 2007 DEUTSCHE GESELLSCHAFT FÜR TECHNISCHE ZUSAMMENARBEIT (GTZ) GMBH	12.3.2008	13.3.2011	EUR	5,000,000.00	2,248,420.65
2	<b>Rehabilitation of Cultural Heritage in Kosovo</b> CONSEIL DE L' EUROPE	<b>15.3.2008</b>	<b>14.10.2009</b>	<b>EUR</b>	<b>400,000.00</b>	<b>335,944.62</b>
3	<b>Technical Assistance for the preparation and implementation of performance related bonus scheme at the Kosovo Trust Agency</b> EUROPEAN CONSULTANTS ORGANISATION SPRL	<b>15.5.2008</b>	<b>16.6.2008</b>	<b>EUR</b>	<b>24,275.00</b>	<b>24,275.00</b>
4	<b>Technical Assistance for the definition of performance operational goals and indicators related to the privatisation and liquidation process at the Kosovo Trust Agency</b> ECORYS NEDERLAND BV	<b>22.5.2008</b>	<b>20.6.2008</b>	<b>EUR</b>	<b>24,253.00</b>	<b>24,253.00</b>
5	Education in Kosovo: Inter/culturalism and the Bologna Process CONSEIL DE L' EUROPE	23.5.2008	12.6.2011	EUR	1,400,000.00	825,046.74
6	<b>Technical Assistance to design the SME Support Programme in Kosovo</b> INTERNATIONAL BUSINESS MACHINES OFBELGIUM SA	<b>22.7.2008</b>	<b>12.9.2008</b>	<b>EUR</b>	<b>36,413.00</b>	<b>36,413.00</b>
7	<b>Festa e Muzikes (Fete de la Musique)</b> FESTA E MUZIKES ASSOCIATION	<b>20.6.2008</b>	<b>28.6.2008</b>	<b>EUR</b>	<b>8,000.00</b>	<b>8,000.00</b>
8	Return and Reintegration in Kosovo UNITED NATIONS DEVELOPMENT PROGRAMME	22.7.2008	23.10.2010	EUR	3,300,000.00	2,883,340.75
9	<b>Feasibility Study for High Security Prison</b> ILF BERATENDE INGENIEURE ZT GMBH	<b>10.9.2008</b>	<b>19.12.2008</b>	<b>EUR</b>	<b>137,490.00</b>	<b>82,494.00</b>
10	<b>Institutional Support to the Privatisation Agency of Kosovo</b> PRIVATIZATION AGENCY OF KOSOVO	<b>25.7.2008</b>	<b>15.6.2009</b>	<b>EUR</b>	<b>1,691,699.51</b>	<b>1,630,506.68</b>
11	<b>Organization of the event "Dokufest"</b> UDRUZENJE DOKUFEST INTERNATIONAL DOCUMENTARY AND SHORT FILM FESTIVAL	<b>30.7.2008</b>	<b>15.8.2008</b>	<b>EUR</b>	<b>6,000.00</b>	<b>6,000.00</b>
12	<b>Assistance to the design of project in Public Financial Management under IPA 2008, Kosovo (UNSCR 1244) - Part I</b> INVESTISSEMENT DEVELOPPEMENT CONSEIL SA	<b>23.10.2008</b>	<b>23.12.2008</b>	<b>EUR</b>	<b>37,812.00</b>	<b>37,812.00</b>
13	<b>Technical Assistance to develop the ToRs and an outline for the project 'EU perspective in Kosovo'</b> IBF INTERNATIONAL CONSULTING SA	<b>14.10.2008</b>	<b>26.11.2008</b>	<b>EUR</b>	<b>29,161.70</b>	<b>29,161.70</b>
14	<b>Technical Assistance for conducting an IT Needs Assessment in Tax Administration of Kosovo</b> INVESTISSEMENT DEVELOPPEMENT CONSEIL	<b>20.10.2008</b>	<b>21.12.2008</b>	<b>EUR</b>	<b>78,219.15</b>	<b>78,219.15</b>

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	<b>Contracting party</b>					
	SA					
15	Privatization and Liquidation POHL CONSULTING & ASSOCIATES GMBH	11.9.2008	17.11.2010	EUR	3,499,000.00	1,131,940.00
16	EU Scholarships in Civil Service SOFRECO-SOCIETE FRANCAISE DE REALISATION D'ETUDES ET DE CONSEIL SA	18.9.2008	19.9.2010	EUR	1,000,000.00	850,226.87
17	<b>Technical assistance to design the TORs for IPA 2008 programme to support Customs and Tax Administrations in Kosovo</b> EUROPEAN CONSULTANTS ORGANISATION SPRL	<b>28.11.2008</b>	<b>03.1.2009</b>	<b>EUR</b>	<b>26,986.00</b>	<b>26,986.00</b>
18	Insolvency Capacity Building in Kosovo TRIBAL HELM CORPORATION LTD	15.10.2008	14.7.2010	EUR	999,625.00	469,872.50
19	<b>Technical Assistance on the establishment of the railway regulatory authority</b> COWI BELGIUM SPRL	<b>19.11.2008</b>	<b>10.8.2009</b>	<b>EUR</b>	<b>186,512.07</b>	<b>186,512.07</b>
20	Assistance to the Energy Regulatory Office LDK CONSULTANTS ENGINEERS & PLANNERS SA	05.11.2008	25.9.2010	EUR	985,600.00	742,750.00
21	<b>Jazz Festival</b> UDRUZENJE MUZICARA KOSMETA UNIJA-M	<b>04.11.2008</b>	<b>17.11.2008</b>	<b>EUR</b>	<b>9,800.00</b>	<b>9,800.00</b>
22	Assistance to Kosovo Transmission System and Market Operator (KOSTT) TERNA RETE ELETTRICA NAZIONALE SPA	21.11.2008	13.1.2011	EUR	999,850.00	402,556.00
23	Support to Anti-Corruption Institutions in Kosovo RAMBOLL MANAGEMENT AS	19.11.2008	12.1.2011	EUR	997,260.00	485,461.94
24	Support to the Ministry of Local Government and Administration ECORYS NEDERLAND BV	25.11.2008	17.4.2011	EUR	970,000.00	412,258.00
25	Support to Public Procurement Reform PLANET AE	05.12.2008	18.7.2011	EUR	1,912,373.32	833,634.01
26	Assistance to the Ministry of Energy and Mining EPTISA SERVICIOS DE INGENIERIA SL	03.12.2008	15.1.2011	EUR	999,000.00	593,600.00
27	Support to Local Government VNG INTERNATIONAL BV	17.12.2008	15.1.2011	EUR	3,032,000.00	1,574,449.49
28	Equipment for Kosovo Border and Boundary Police PRONET IT KONSALTING INXHINIERING TELEKOMUNIKIME SHPK	22.12.2008	09.2.2011	EUR	412,505.56	92,505.56
29	Supervision of Municipal Social and Economic Infrastructure Programme LOUIS BERGER SAS	07.1.2009	26.7.2012	EUR	1,199,500.00	702,950.00
30	KS 07 IB AG 01 - Meeting EU Standards on Food Safety and Veterinary Services BUNDESREPUBLIK DEUTSCHLAND	26.11.2008	18.3.2011	EUR	2,000,000.00	1,280,505.40
31	Equipment for Kosovo Border and Boundary Police ON LINE DATENSYSYSTEME GMBH	08.1.2009	09.2.2011	EUR	635,210.00	635,210.00
32	<b>Support for regional economic development approach and its agencies, Kosovo (UNSCR1244)</b> ACE INTERNATIONAL CONSULTANTS SL	<b>05.2.2009</b>	<b>14.9.2009</b>	<b>EUR</b>	<b>188,664.91</b>	<b>188,664.91</b>
33	<b>Technical Assistance to design the Terms of Reference for the 'IT pilot project' under</b>	<b>04.3.2009</b>	<b>16.4.2009</b>	<b>EUR</b>	<b>28,084.52</b>	<b>28,084.52</b>



#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	<b>Contracting party</b>					
	<b>IPA2008</b> AGRICONCONSULTING EUROPE SA					
<b>34</b>	<b>Feasibility Study on Drinking Water Quality in Kosovo (UNSCR 1244)</b>	<b>12.3.2009</b>	<b>15.9.2009</b>	<b>EUR</b>	<b>171,251.04</b>	<b>171,251.04</b>
	HYDROPLAN INGENIEURS GMBH					
35	TA for Supervision of Reconstruction of Bridges on the M2 Road IRD ENGINEERING SRL	19.2.2009	24.3.2012	EUR	274,620.00	125,184.00
36	Reconstruction works for bridges in the M2 road VEGRAD DD	01.3.2009	01.9.2011	EUR	6,419,227.12	2,232,847.28
<b>37</b>	<b>Technical Assistance to draft the Terms of Reference for IPA 2009 Technical Assistance project 'Support to the Ministry of Labour and Social Welfare'</b> AGRICONCONSULTING EUROPE SA	<b>30.4.2009</b>	<b>11.6.2009</b>	<b>EUR</b>	<b>26,923.00</b>	<b>20,449.00</b>
<b>38</b>	<b>Protection works for "Beledije" building in Prizren</b> RAF II SHPK	<b>24.2.2009</b>	<b>24.3.2010</b>	<b>EUR</b>	<b>16,299.00</b>	<b>14,669.10</b>
39	Technical Support to design Brezovica development plan, Kosovo (UNSCR 1244) EUROPEAN CONSULTANTS ORGANISATION SPRL	07.4.2009	31.8.2010	EUR	41,274.98	0.00
40	Assistance to the Patent Office EUROPEAN PATENT ORGANISATION	20.4.2009	12.5.2011	EUR	973,752.00	194,750.40
<b>41</b>	<b>Final inspection of wastewater treatment plant in Skenderaj</b> NAYLOR	<b>08.6.2009</b>	<b>08.7.2009</b>	<b>EUR</b>	<b>9,996.50</b>	<b>0.00</b>
42	Strengthening the RoL - Border Boundary Police UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND	28.5.2009	28.2.2011	EUR	2,000,000.00	892,893.71
43	05KOS01/02/07/001 - SUPPORT FOR DEVELOPMENT OF ECONOMIC AND SOCIAL INFRASTRUCTURE IN MUNICIPALITIES IN KOSOVO LOUIS BERGER SAS	25.5.2009	31.5.2011	EUR	183,875.00	99,212.50
<b>44</b>	<b>Support to the organisation of the 7th edition of the Jazz &amp; Blues Festival in North Mitrovica</b> UDRUZENJE MUZICARA KOSMETA UNIJA-M	<b>04.6.2009</b>	<b>17.6.2009</b>	<b>EUR</b>	<b>9,800.00</b>	<b>9,800.00</b>
<b>45</b>	<b>Revision of detailed design for asylum seekers housing and holding facilities, Magura, Lipjan.</b> ARBEN ULQINAKU	<b>10.6.2009</b>	<b>10.7.2009</b>	<b>EUR</b>	<b>9,500.00</b>	<b>9,500.00</b>
<b>46</b>	<b>Support to the organisation of the 2009 edition of "Festa e Muzikës" (Fête de la Musique) on June 21st 2009, in Kosovo</b> FESTA E MUZIKES ASSOCIATION	<b>18.6.2009</b>	<b>25.6.2009</b>	<b>EUR</b>	<b>9,500.00</b>	<b>9,500.00</b>
<b>47</b>	<b>Dokufest 2009</b> UDRUZENJE DOKUFEST INTERNATIONAL DOCUMENTARY AND SHORT FILM FESTIVAL	<b>22.7.2009</b>	<b>13.8.2009</b>	<b>EUR</b>	<b>7,000.00</b>	<b>7,000.00</b>
48	EU Support for Business development in Kosovo through Turn Around Management (TAM) - under IPA 2007 EUROPEAN BANK FOR RECONSTRUCTION AND DEVELOPMENT	05.10.2009	28.9.2012	EUR	2,500,000.00	831,449.86

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	<b>Contracting party</b>					
49	SME Support through the Ministry of Trade and Industry in Kosovo EUROPEAN CONSULTANTS ORGANISATION SPRL	28.8.2009	01.4.2012	EUR	2,999,000.00	599,800.00
50	Construction of Sports Fields and Playgrounds at Pristina, Mitrovica, Peja and Prizren. RAF II SHPK	31.8.2009	13.6.2011	EUR	898,232.31	89,823.23
51	Extension of Feasibility Study for High Security Prison ILF BERATENDE INGENIEURE ZT GMBH	21.9.2009	09.9.2010	EUR	53,830.00	0.00
52	<b>European Union Election Expert Mission to Kosovo</b> EUROPEAN CONSULTANTS ORGANISATION SPRL	<b>15.10.2009</b>	<b>30.1.2010</b>	<b>EUR</b>	<b>179,887.45</b>	<b>179,887.45</b>
53	<b>Support to the organisation of the 5th edition of the Jazz Festival in Pristina - more precisely the special concert organised as closing event</b> PRISHTINA JAZZ FESTIVAL ASSOCIATION	<b>10.11.2009</b>	<b>28.11.2009</b>	<b>EUR</b>	<b>7,000.00</b>	<b>7,000.00</b>
54	The European Union - Mitrovica/a RAE Support Initiative (EU-MRSI) MERCY CORPS SCOTLAND LBG	14.12.2009	01.8.2012	EUR	5,000,000.00	1,000,000.00
55	Supervision of the construction works for asylum seekers housing and holding facilities STTE CONSORTIUM SOCIETE MOMENTANEE	07.4.2010	15.4.2012	EUR	124,090.00	74,454.00
56	Municipal, Social and Economic Infrastructure Programme, Lot 3 - Design-Build Municipal Water and Sanitation Projects KONSTRUKTOR - INZENJERING DD ZA GRADITELJSTVO	24.3.2010	27.11.2012	EUR	5,782,811.10	0.00
57	Construction of Municipal and Economic Infrastructure Lot 2 - Design-Build Municipal Roads Projects CGP DRUZBA ZA GRADBENISTVO INZENIRING PROIZVODNJO IN VZDRZEVANJE CESTDD	21.4.2010	31.7.2012	EUR	118,956.59	0.00
58	Construction of Housing & Holding Facility for Asylum Seekers at Magura, Lipjan/Lipjan municipality AL TRADE SHPK		03.5.2012	EUR	0.00	0.00

Contracted: 60,072,120.76 25,467,226.13  
Completed: 3,360,527.78 3,162,083.24

**Status of contracted IPA 2008 (part I and II) projects (Note: the completed projects are in blue)**

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	<b>Contracting party</b>					
1	<b>Feasibility study for establishing Border Veterinary and Phytosanitary Inspection Posts (BVPIP's)</b> <b>ILF BERATENDE INGENIEURE ZT GMBH</b>	<b>26.3.2009</b>	<b>15.7.2009</b>	<b>EUR</b>	<b>148,921.00</b>	<b>116,858.96</b>
2	Supervision for Implementation of Energy Efficiency Measures in Public Buildings KANTOR SYMVOULOI EPICHEIRISEON AE	09.4.2009	15.10.2010	EUR	179,555.00	107,733.00

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	Contracting party					
3	Preparation of Fiscal and Customs Blueprint exercise in Tax and Customs Administrations of Kosovo (UNSCR 1244) EUROPEAN CONSULTANTS ORGANISATION SPRL	08.4.2009	25.9.2009	EUR	110,768.00	102,876.18
4	Further Support to the Budget Development Management System (BDMS) ACE INTERNATIONAL CONSULTANTS SL	16.2.2009	23.3.2010	EUR	146,069.00	139,615.76
5	Technical Assistance for preparation of Terms of References for land use project and farm register project for the Ministry of Agriculture, Forestry and Rural Development of Kosovo (UNSCR 1244) ITALTREND SPA	02.7.2009	07.9.2009	EUR	31,198.76	31,198.76
6	Further support to enhance the administrative and management capacity of the Privatization Agency of Kosovo PRIVATIZATION AGENCY OF KOSOVO	05.6.2009	16.6.2011	EUR	6,000,000.00	5,005,422.45
7	EU Scholarship Scheme - Round VI SOFRECO-SOCIETE FRANCAISE DE REALISATION D'ETUDES ET DE CONSEIL SA	24.6.2009	23.7.2011	EUR	1,499,500.00	299,900.00
8	Improving the quality of public investments in Kosovo and preparing the ground for EU funds TRIBAL HELM CORPORATION LTD	22.6.2009	26.7.2012	EUR	3,310,000.00	1,033,907.70
9	Support to Customs and Taxation Administrations INTRAKOM ANONYMI ETAIRIA PAROCHIS YPIRESION PLIROFORIKIS & EPIKOINONION	01.7.2009	24.9.2011	EUR	2,639,500.00	527,900.00
10	Support to the process of improving Public Management Control and Accountability in Kosovo TRIBAL HELM CORPORATION LTD	26.6.2009	01.9.2011	EUR	1,419,500.00	283,900.00
11	Operational support to the Regional Development Agency - West AGJENCIA PER ZHVILLIM RAJONAL-PERENDIM	24.6.2009	24.6.2010	EUR	150,000.00	120,000.00
12	Operational support to the Regional Development Agency - Center AGJENCIA PER ZHVILLIM RAJONAL-QENDER	24.6.2009	24.6.2010	EUR	150,000.00	120,000.00
13	Operational support to the Regional Development Agency - South AGJENCIA PER ZHVILLIM RAJONAL-JUG	24.6.2009	24.6.2010	EUR	150,000.00	120,000.00
14	Operational support to the Regional Development Agency - North AGJENCIA PER ZHVILLIM RAJONAL-VERI	24.6.2009	24.6.2010	EUR	150,000.00	120,000.00
15	Operational support to the Regional Development Agency - East AGJENCIA PER ZHVILLIM RAJONAL-LINDJE	24.6.2009	24.6.2010	EUR	150,000.00	120,000.00
16	Evaluation of IPA 2008 Call for Proposals 'Support to Civil Society in Kosovo' ITALTREND SPA	30.7.2009	07.10.2009	EUR	68,342.93	68,342.93
17	Support to Kosovo Media Institute (Phase II) CONSULTING & MANAGEMENT, SRO	15.7.2009	23.9.2011	EUR	800,000.00	149,000.00
18	Legal Education System Reform DEUTSCHE STIFTUNG FUR INTERNATIONALE	21.7.2009	01.6.2012	EUR	3,600,000.00	1,123,920.80

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	Contracting party					
	RECHTLICHE ZUSAMMENARBEIT IRZ-STIFTUNG					
19	Technical Assistance to Support the Regional Economic Development in Kosovo ECORYS NEDERLAND BV	20.7.2009	21.1.2012	EUR	2,953,250.00	590,650.00
20	Detailed Design for extension of Water Treatment Plant at Shipol, Mitrovica COWI SNS MUSAVIRLIK VE MUHENDISLIK LIMITED SIRKETI	24.7.2009	31.8.2010	EUR	670,500.00	268,200.00
21	Training for Energy Auditors DANISH MANAGEMENT AS	12.8.2009	14.10.2010	EUR	498,900.00	199,560.00
22	Return and Reintegration in Kosovo DANSK FLYGTNINGEHJAEPL	31.7.2009	31.7.2011	EUR	3,981,220.71	1,655,188.18
23	Preparation for implementation of agricultural and rural development policy in Kosovo REPUBLIK OSTERREICH	30.7.2009	19.5.2011	EUR	1,500,000.00	783,980.13
24	Public Awareness Campaign for Promoting Energy Efficiency and Renewable Energy Resources SYMVOULOI ENERGEIAS PLIROFORIKIS TECHNOLOGIAS KAI DIOIKISIS AE	04.8.2009	23.9.2010	EUR	295,500.00	118,200.00
25	Support to the Office of the General Auditor of Kosovo to meet EU standards NATIONAL AUDIT OFFICE	19.8.2009	01.12.2011	EUR	999,986.01	399,994.40
26	EU Standards for the Ministry of Justice DEUTSCHE STIFTUNG FUR INTERNATIONALE RECHTLICHE ZUSAMMENARBEIT IRZ-STIFTUNG	28.7.2009	01.6.2012	EUR	2,400,000.00	751,553.76
27	Implementation of Energy Efficiency Measures in Public Buildings RAF II SHPK	03.8.2009	24.2.2011	EUR	1,163,713.00	698,227.80
28	<b>Study for Decommissioning of Kosovo A Power Plant</b> EVONIK ENCOTEC GMBH	<b>05.10.2009</b>	<b>31.3.2010</b>	<b>EUR</b>	<b>139,630.00</b>	<b>83,778.00</b>
29	<b>Support in preparation of census 2011</b> DFC SA	<b>28.9.2009</b>	<b>10.1.2010</b>	<b>EUR</b>	<b>156,492.00</b>	<b>156,492.00</b>
30	Sector Wide Approach in Health: Feasibility Study and Mapping EPTISA SERVICIOS DE INGENIERIA SL	17.8.2009	14.9.2010	EUR	499,420.00	199,768.00
31	Municipal Social and Economic Infrastructure EPTISA SERVICIOS DE INGENIERIA SL	17.8.2009	14.9.2012	EUR	1,245,500.00	249,100.00
32	Development of Quality Assurance, Accreditation and Development of NQA & NQF in Kosovo. PEM GMBH CONSULTING PLANNING REALISATION MANAGEMENT	19.8.2009	01.9.2011	EUR	1,922,000.00	384,400.00
33	<b>Assistance to verify Technical Specifications for the Procurement of IPA 2008 Equipment for the Kosovo Border/Boundary Police</b> BERENSCHOT GROEP BV	<b>13.10.2009</b>	<b>30.1.2010</b>	<b>EUR</b>	<b>16,326.00</b>	<b>9,795.60</b>
34	Technical Assistance for the preparation of the tender dossier for "Support on upgrading power transmission system to meet the Energy Community technical standards"	12.9.2009	05.1.2011	EUR	194,981.00	116,988.60

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	Contracting party					
	COWI BELGIUM SPRL					
35	Support to the implementation of the education sector - wide approach in Kosovo. CAMBRIDGE EDUCATION LIMITED	15.9.2009	20.10.2012	EUR	2,868,460.00	573,692.00
36	Support to the Agency for Co-ordination of Development and European Integration (ACDEI) STICHTING ROI VOORHEEN HET RIJKS OPLEIDINGSINSTITUUT	28.8.2009	01.6.2012	EUR	2,500,000.00	666,667.00
37	Capacity Building on Programming of EU Assistance HTSPE LIMITED	15.10.2009	22.5.2010	EUR	187,264.00	112,358.40
38	TA for the supervision of infrastructure projects of Mitrovica and Zvecan municipalities, phase-III EURO CONSULTING DOO	11.9.2009	11.11.2010	EUR	9,928.00	0.00
39	Technical Assistance for Preparation of Terms of Reference for the IPA 2009 Support to Legal Translators/Interpreters and legal linguists project IBF INTERNATIONAL CONSULTING SA	16.12.2009	11.6.2010	EUR	36,686.00	22,011.60
40	EU KOSVET VI - Development of vocational and in-company training schemes and development of entrepreneurship skills HIFAB INTERNATIONAL AB	22.9.2009	21.10.2011	EUR	1,898,000.00	379,600.00
41	EU/CoE Support to the Promotion of Cultural Diversity in Kosovo CONSEIL DE L' EUROPE	01.10.2009	14.4.2012	EUR	2,500,000.00	962,350.54
42	Strengthening the Rule of Law in Kosovo (readmission and asylum) AGENTUR FUR EUROPAISCHE INTEGRATIONUND WIRTSCHAFTLICHE ENTWICKLUNG	13.10.2009	16.2.2012	EUR	1,000,000.00	400,000.00
43	Supervision of Ministry of Internal Affairs HQ Building IC CONSULENTEN ZIVILTECHNIKER GMBH	21.10.2009	21.1.2011	EUR	49,910.00	7,847.00
44	Preparation of IT project in Tax Administration AIDE A LA DECISION ECONOMIQUE SA	20.11.2009	29.10.2010	EUR	173,040.00	103,824.00
45	Supervision of works for pipe replacement in Regional Water Company Pristina PLANET AE	19.11.2009	30.11.2011	EUR	129,000.00	77,400.00
46	Supervision of works for closing of municipal dumpsites PLANET AE	19.11.2009	10.12.2011	EUR	198,807.00	119,284.20
47	The replacement of water pipes for the Pristina Regional Water Company N.P.N. HIDROTERM OK	30.11.2009	29.11.2011	EUR	1,401,835.02	127,439.55
48	TA to design technical specifications for the establishment of a broadcasting monitoring system (IPA 2009) ATOS ORIGIN BELGIUM SA	10.12.2009	09.8.2010	EUR	26,268.00	13,286.40
49	IT Pilot Project in the field of Education in Kosovo (UNSCR 1244) KING ICT DOO	07.12.2009	01.2.2012	EUR	1,979,500.00	395,900.00
50	Strengthening of the Ecologists and Farmers	25.11.2009	15.1.2012	EUR	116,487.00	50,072.48

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	Contracting party					
	Associations Role on Environment Protection, Recycling of Waste and Compost Production AGRICULTURAL PRODUCER AND LIVESTOCK FARMERS ASSOCIATION AGROKLINA					
51	Transcending Vulnerability through the Women's Economic Empowerment Project PARTNERS FOR DEMOCRATIC CHANGEINTERNATIONAL AISBL	08.12.2009	15.1.2012	EUR	199,500.00	99,316.80
52	"Play for All" Children Festival in Kosovo SOS-KINDERDORF INTERNATIONAL	15.12.2009	14.1.2012	EUR	371,762.35	148,704.94
53	Assignment of Supervisor for the project "Construction of Ferizaj 2 400/110kV Substation and Connection in the Transmission Grid INGEDIA BEP SAS	30.11.2009	17.12.2012	EUR	668,500.00	133,700.00
54	Kosovo - Development through Biodiversity INTERKULTURELLES ZENTRUM	14.12.2009	15.1.2012	EUR	116,137.80	43,416.00
55	Closing of eight municipal uncontrolled dumpsites at Kacanik/Kacanik, Fushe Kosove/Kosovo Polje, Pristine/Pristina, Kline/Klina, Gjakove/Djakovica, Podujeve/Podujevo, Ferizaj/Urosevac and Lipjan/Lipljan ERGASIS TECHNIKI AE	18.12.2009	01.11.2011	EUR	2,655,657.40	0.00
56	Control and/or Eradication of Animal Diseases PAN LIVESTOCK SERVICES LIMITED	10.12.2009	18.1.2012	EUR	439,285.00	87,857.00
57	Supervision of the construction works for the infrastructure support to Integrated Border Management in Kosovo. LETI	17.12.2009	17.12.2010	EUR	6,800.00	0.00
58	New construction and upgrade of 400 and 110 kV Overhead Transmission Lines - LOT 2 DALEKOVODMONTAZA DOO TUZLA	10.12.2009	01.12.2012	EUR	6,105,641.90	555,112.90
59	Provision of social services for children with disabilities and for abandoned and neglected children. THE ONE TO ONE CHILDREN'S FUND LBG	05.12.2009	15.1.2012	EUR	595,900.76	215,626.32
60	Free Environment - Society for All ASSOCIATION OF PARAPLEGIC AND CHILDREN PARALYSIS PERSONS OF KOSOVO	15.12.2009	15.7.2011	EUR	187,805.44	93,892.46
61	Technical Assistance for preparation of investment feasibility study on multi-sport facility in Pristina, Kosovo FINEUROP SPA	18.1.2010	18.6.2010	EUR	199,992.00	73,704.00
62	<b>Assessment of the performance of the Privatisation Agency of Kosovo (PAK) - I IBF INTERNATIONAL CONSULTING SA</b>	<b>16.2.2010</b>	<b>09.4.2010</b>	<b>EUR</b>	<b>25,690.00</b>	<b>15,414.00</b>
63	<b>Assessment of the performance of the Privatisation Agency of Kosovo (PAK) - II ECORYS NEDERLAND BV</b>	<b>05.2.2010</b>	<b>09.4.2010</b>	<b>EUR</b>	<b>27,220.00</b>	<b>16,332.00</b>
64	Preparation of design and supervision of works for the irrigation canal 'Gllaviqica' GRONTMIJ CARL BRO AS	02.3.2010	15.3.2012	EUR	47,198.00	28,318.80
65	<b>Extension of Support in preparation of census</b>	<b>18.1.2010</b>	<b>18.3.2010</b>	<b>EUR</b>	<b>43,246.00</b>	<b>43,246.00</b>

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	Contracting party					
	<b>2011 framework contract ref 216-682. DFC SA</b>					
66	<b>Supervision of the construction works for the Trepca Mines projects MUHAXHERI</b>	<b>21.1.2010</b>	<b>21.3.2010</b>	<b>EUR</b>	<b>2,500.00</b>	<b>2,500.00</b>
67	Support to Kosovo's participation in the European Common Aviation Area REPUBLIQUE FRANCAISE	11.2.2010	22.5.2012	EUR	1,000,000.00	0.00
68	Support to ICMC to develop the Geochemical Survey done in Kosovo (UNSCR 1244) ABC-ASSOCIATED BUSINESS CONSULTANTS GMBH	30.1.2010	24.2.2012	EUR	993,100.00	198,620.00
69	Further Support to Land Use GFA CONSULTING GROUP GMBH	03.2.2010	23.2.2012	EUR	1,495,180.00	299,036.00
70	Follow up on animal identification, registration and movement control system, including GIS WYG INTERNATIONAL LIMITED	03.2.2010	22.2.2012	EUR	1,121,500.00	0.00
71	Control and/or eradication of animal diseases ZIJAH IDRIZI	25.2.2010	25.2.2012	EUR	899,992.00	539,995.20
72	Establishing Farmer Register System in Kosovo AAM VEZETOI INFORMATIKAI TANACSADOZARTKORUEN MUKODO RESZVENYTARSASAG	29.3.2010	15.4.2011	EUR	970,000.00	0.00
73	<b>Design and Build of Municipal Infrastructure Works at Vushtrri GE GROUP SH P K</b>	<b>16.3.2010</b>	<b>16.5.2010</b>	<b>EUR</b>	<b>98,317.38</b>	<b>0.00</b>
74	Construction of Municipal Social and Economic Infrastructure Lot 1 - Design-Build Municipal Building Projects GINTAS INSAAT TAAHHUT VE TICARET AS	29.3.2010	17.7.2012	EUR	1,896,482.50	0.00
75	Construction of Municipal Social and Economic Infrastructure Lot 2 - Design-Build Municipal Roads Project CGP DRUZBA ZA GRADBENISTVO INZENIRING PROIZVODNJO IN VZDRZEVANJE CESTDD	21.4.2010	31.7.2012	EUR	2,375,669.61	0.00
76	Technical assistance to the Statistical Office of Kosovo for the preparation of a population census ISTITUTO NAZIONALE DI STATISTICA	16.4.2010	24.11.2012	EUR	1,297,950.00	0.00
77	Technical Support to design Brezovica development plan, Kosovo (UNSCR 1244) EUROPEAN CONSULTANTS ORGANISATION SPRL		31.12.2010	EUR	158,715.02	0.00
78	TA for preparation of investment feasibility study on Pallati i Rinise in Pristina: definition of concrete alternative for a sport venue within the Palast & concert hall specifications. FINEUROP SPA		20.6.2010	EUR	9,999.00	0.00
79	Kosovo Dept Management Support Trust Fund THE WORLD BANK GROUP	11.6.2009	11.6.2014	EUR	5,000,000.00	5,000,000.00
80	Upgrade of the infrastructure in the Rule of Law Sector in Kosovo (UNSCR 1244) LOUIS BERGER SAS	15.10.2009	02.8.2010	EUR	798,400.00	319,360.00

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	Contracting party					
81	Delegation agreement with KFW for the Municipal Window of the Infrastructure Project Facility Kosovo Window KREDITANSTALT FUR WIEDERAUFBAU	11.12.2009	11.1.2017	EUR	25,000,000.00	12,500,000.00

Contracted: 109,224,100.24 40,682,346.80  
Completed: 1,014,721.07 786,450.19

#### Status of contracted IPA 2009

#	Title	Contractor' signature date	End date of activities	Currency	Amount (EUR)	Paid (EUR)
	Contracting party					
1	Further Support to Juvenile Justice Reforms in Kosovo UNITED NATIONS CHILDREN'S FUND	03.2.2010	03.2.2013	EUR	1,650,000.00	508,271.25
2	Culture for All in Kosovo ARS PROGETTI SPA - AMBIENTE RISORSE E SVILUPPO	30.3.2010	04.5.2012	EUR	500,000.00	0.00
3	EU Support to the Ministry of Labour and Social Welfare WYG INTERNATIONAL LIMITED	17.3.2010	22.4.2012	EUR	1,529,000.00	0.00
4	Support in the Implementation of Transport Community Agreement (EU-TCA) EGIS BCEOM INTERNATIONAL SA	31.3.2010	04.5.2012	EUR	1,549,000.00	0.00
5	Equipment for Ministry of Internal Affairs CANER MEDIKAL TICARET VE SANAYII LTD STI	12.4.2010	30.6.2010	EUR	197,366.00	0.00
6	Further Institutional Support to Water and Waste Regulatory Office (WWRO) IPA ENERGY + WATER CONSULTING LTD	02.4.2010	30.5.2012	EUR	1,760,000.00	0.00
7	The EU Perspective in Kosovo CONSULTING & MANAGEMENT, SRO	06.4.2010	05.5.2012	EUR	2,780,000.00	0.00
8	EU Scholarship Scheme - Round VI SOFRECO-SOCIETE FRANCAISE DE REALISATION D'ETUDES ET DE CONSEIL SA		23.7.2013	EUR	1,499,500.00	0.00
9	Design & Supervision: rehabilitation of the fortress in Prizren PROJECT MANAGEMENT LIMITED	14.4.2010	13.7.2013	EUR	482,770.00	0.00
10	Temporary EU info point in Mitrovica/e North TOMISLAV RADOMIRKOVIC	07.4.2010	07.7.2010	EUR	6,000.00	3,600.00

Contracted: 11,953,636



## **ANNEX 7**

### **EVALUATION QUESTIONS AND JUDGEMENT CRITERIA**

## Annex 7 Evaluation Questions and Judgement Criteria

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
<i>Specific Objective 1: Intervention Logic</i>				
<b>Question Grouping (1): Programming</b>				
1	To what extent are objectives SMART at different levels (strategic, MIPDs & programmes)?	<p>To be judged acceptable, objectives should:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> give direction by showing linkage to an ascending order of objectives (operational, specific, intermediate, overall objectives)</li> <li><input checked="" type="checkbox"/> be appropriately scoped for their level in the hierarchy of objectives</li> <li><input checked="" type="checkbox"/> have SMART indicators at the appropriate levels as shown: <ul style="list-style-type: none"> <li>• Measures taken /resources used (input);</li> <li>• Immediate results of resources used/measures taken (output)</li> <li>• Results at beneficiary level (outcome);</li> <li>• Outcome of wider objectives (impact).</li> </ul> </li> <li><input checked="" type="checkbox"/> be achievable, given the assumptions made &amp; resources allocated.</li> </ul>	<ul style="list-style-type: none"> <li>(i) % objectives correctly sequenced and scoped in objectives hierarchy</li> <li>(ii) % objectives with SMART indicators</li> <li>(iii) % objectives which are likely to be achievable</li> </ul>	<ul style="list-style-type: none"> <li>• SAA</li> <li>• European Partnership</li> <li>• MIPDs</li> <li>• National Strategy for Development &amp; Integration</li> <li>• National Plan for the Approximation of Legislation &amp; the SA</li> <li>• National Sector Strategies</li> <li>• National Annual TAIB Programmes</li> <li>• Project Fiches</li> </ul>
2	To what extent planning & programming provide adequate assessment of needs (both financial & time) to meet all accession requirements /strategic objectives?	<p>To be judged as being adequate, needs assessments should:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> include problem analyses</li> <li><input checked="" type="checkbox"/> budgetary costs covering financial, administrative &amp; human resources</li> <li><input checked="" type="checkbox"/> costs for beneficiaries (co-financing, compliance costs stemming from administrative burden)</li> <li><input checked="" type="checkbox"/> Are needs analysed within a realistic and</li> </ul>	<ul style="list-style-type: none"> <li>(i) Number of sectoral problem analyses &amp; needs assessments carried out per programming year.</li> <li>(ii) % projects prepared on basis of problem analyses or needs assessment</li> <li>(iii) % project /programme budget requests based on itemised cost estimates</li> <li>(iv) National budgets show co-financing</li> </ul>	<ul style="list-style-type: none"> <li>• National Strategy for Development &amp; Integration</li> <li>• National Plan for the Approximation of Legislation &amp; the SA</li> <li>• Ministry of Finance (national budget)</li> <li>• National Sector Strategies</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		adequate timeframe	<p>in years n, n+1.</p> <p>(v) Average amount of co-financing (M€) /project /annual programme</p> <p>(vi) National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA include cost estimates per sector of achieving accession objectives</p> <p>(vii) Cross reference fiches to needs assessments</p>	<ul style="list-style-type: none"> <li>National Annual TAIB Programmes</li> <li>Project Fiches</li> </ul>
3	To what extent are annual IPA component I allocations (MIFFs) adequate in relation to the strategic objectives of the MIPDs?	<p>To be judged as being adequate, MIFF financial allocations should:</p> <ul style="list-style-type: none"> <li>☑ reflect estimated costs of achieving MIPD objectives.</li> <li>☑ Is there a global estimation of the total costs to achieve objectives in MIPDs?</li> <li>☑ How is the relation between objectives and allocation of resources as per: <ul style="list-style-type: none"> <li>(i) level of priority,</li> <li>(ii) sequencing of needs,</li> <li>(iii) timeframe for implementation.</li> </ul> </li> <li>☑ Are there any significant shortage of funds to meet some objectives?</li> </ul>	<p>(i) % concordance between the following:</p> <p>(ii) MIFF national allocations for IPA-TAIB</p> <p>(iii) MIPD financial allocations per main areas of intervention</p> <p>(iv) National Annual TAIB Programme financial allocations per priority programming axes</p> <p>(v) Cost estimates of National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA</p> <p>(vi) Evidence of underfunded projects</p>	<ul style="list-style-type: none"> <li>MIFF</li> <li>MIPD</li> <li>National Strategy for Development &amp; Integration</li> <li>National Plan for the Approximation of Legislation &amp; the SA</li> <li>National Sector Strategies</li> <li>National Annual TAIB Programmes</li> </ul>
4	To what extent is the project selection mechanism appropriate in the sense of selecting the most relevant, efficient & effective projects to meet strategic objectives?	<p>To be judged appropriate, the project selection mechanism should ensure that:</p> <ul style="list-style-type: none"> <li>☑ projects are identified within the framework of the hierarchy of EC &amp; national IPA programming documents i.e. they must be consistent with these documents &amp; clearly aimed at the achievement of accession-related objectives.</li> </ul>	<p>(i) Number of appropriate references to programming documents in IPA TAIB project fiches</p> <p>(ii) % projects selected which have high priority in the National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i</p> <p>(iii) .% projects prepared on basis of</p>	<ul style="list-style-type: none"> <li>Project Fiches</li> <li>National Internal Procedures/ Manuals /Guidelines /Documents</li> <li>Reports DG ELARG programming missions</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		<p>☑ projects are focussed on improving the existing situation, project identification should include analyses of (i) problems/needs; (ii) stakeholders; (iii) likely target groups; (iv) potential beneficiaries</p> <p>☑ project preparation is subject to national, internal, quality control procedures focussed on project (i) <u>relevance</u> (justification on problems/needs &amp; impact on European integration /EU accession); (ii) <u>efficiency</u> (project design &amp; readiness re. activity-task definition, contract identification &amp; contracting timetables, budgetary analysis, procurement documentation, output-result schedules); (iii) <u>effectiveness</u> (likelihood that results will achieve project purpose &amp; benefits to target groups)</p> <p>☑ projects selected for inclusion in annual TAIB programmes are selected on the basis of quality &amp; accession priority</p> <p><u>Institutional framework for project selection in place:</u></p> <p>☑ adequate human and material resources</p> <p>☑ efficient involvement of stakeholders</p> <p>How is the relation between objectives and allocation of resources as per</p> <p>(i) level of priority</p> <p>(ii) sequencing of needs</p>	<p>problem analyses/needs assessments /stakeholder analyses)</p> <p>(iv) % project budget requests based on itemised cost estimates</p> <p>(v) % projects with realistic procurement schedules (re PRAG)</p> <p>(vi) % projects with supporting procurement documentation &amp; studies</p>	

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		(iii) timeframe for implementation		
5	To what extent programming provides adequate prioritisation & sequencing of assistance?	<p>To be judged adequate:</p> <ul style="list-style-type: none"> <li>☑ projects should be selected on the basis of their EU accession / European integration significance rather than, say, their ease of preparation in relation to programming deadlines.</li> <li>☑ project selection in relation to annual programming priorities takes into account realistic implementation time frames</li> </ul> <p>Projects within any one field of assistance (e.g. public administration reform) are selected in such a way as to show: (i) linkage; (ii) continuity; (iii) appropriate time phasing, in successive annual programmes</p> <p>When answering this EQ, findings from EQ3-4 will be used</p>	<ul style="list-style-type: none"> <li>(i) % projects selected which have high priority in the National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i</li> <li>(ii) % projects showing sectoral continuity (i.e. as projects finish, follow-on projects are ready to start implementation)</li> </ul>	<ul style="list-style-type: none"> <li>• EC Regular Progress Reports</li> <li>• National Strategy for Development &amp; Integration</li> <li>• National Plan for the Approximation of Legislation &amp; the SA</li> <li>• National Annual TAIB Programmes</li> <li>• Project Fiches</li> <li>•</li> </ul>
6	To what extent programming takes adequate & relevant account of beneficiaries' policies, strategies & reform process in relevant key areas?	<p>To be judged as being adequate:</p> <ul style="list-style-type: none"> <li>☑ the programming process should include, &amp; incorporate, regular consultations with national authorities responsible for policy, reform &amp; strategic planning in accession-related sectors;</li> <li>☑ programming documents should contain appropriate, &amp; up to date, references to national policies /strategies /reforms in accession-related sectors</li> </ul>	<ul style="list-style-type: none"> <li>(i) Number &amp; type of inputs provided by beneficiaries to the preparation of MIPDs</li> <li>(ii) % concordance of policy &amp; sectoral analyses between Regular Progress Reports, European Partnerships, MIPDs, National Strategy for Development &amp; Integration &amp; National Plan for the Approximation &amp; the SAA Annual Programmes &amp; Project Fiches</li> </ul>	<ul style="list-style-type: none"> <li>• EC Regular Progress Reports</li> <li>• European Partnerships</li> <li>• Draft MIPDs &amp; Final MIPDs</li> <li>• Government Documents /Reports (MTEF)<sup>28</sup></li> <li>• National Strategy for Development &amp; Integration</li> </ul>

<sup>28</sup>

MTEF= Mid-Term Expenditure Framework; a government document with priorities, projects & budget allocations i.e. national programming linked to national budgetary process.

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
			(iii) % Project Fiches containing references to national policies, strategies & reforms	<ul style="list-style-type: none"> <li>• National Plan for the Approximation of Legislation &amp; the SA</li> <li>• National Annual TAIB Programmes</li> <li>• Project Fiches</li> </ul>
8	To what extent programming include SMART indicators to measure progress towards achievement of objectives?	<p>To be judged acceptable, indicators formulated in programming (for subsequent use in monitoring) should be SMART , namely:</p> <ul style="list-style-type: none"> <li>☑ <u>Specific</u> (linked to, &amp; appropriate to, level in the intervention logic);</li> <li>☑ <u>Measurable</u> (quantifiable variables);</li> <li>☑ <u>Available</u> (data exist or provisions are made to collect data);</li> <li>☑ <u>Relevant</u> (significant correlation with intervention level targets)</li> <li>☑ <u>Time-bound</u> (i.e. variables which can be expressed as rates and /or targets for fixed time periods)</li> </ul>	<ul style="list-style-type: none"> <li>(i) % of IPA programming &amp; monitoring documents containing indicators</li> <li>(ii) % of indicators in IPA programming &amp; monitoring documents which are SMART</li> <li>(iii) % of programming /monitoring documents judged to be of poor quality because of indicators.</li> </ul>	<ul style="list-style-type: none"> <li>• MIPDs</li> <li>• National Strategy for Development &amp; Integration</li> <li>• National Plan for the Approximation of Legislation &amp; the SA</li> <li>• National Annual TAIB Programmes</li> <li>• Project Fiches (Logical Frameworks)</li> <li>• Monitoring Reports</li> </ul>
7	To what extent programming takes adequate & relevant account of assistance provided & reforms promoted by key donors where applicable?	<p>Programming is judged to take adequate &amp; relevant account if:</p> <ul style="list-style-type: none"> <li>☑ IPA programming documents, at all levels, contain appropriate references to assistance from key bilateral/ development bank assistance</li> <li>☑ Programming identifies synergies with other donors</li> </ul> <p>There is a formal institutionalised system for donor co-ordination.</p> <p>Reference and coordination with strategies is provided in programming documents for</p>	<ul style="list-style-type: none"> <li>(i) Number of references to key donors in IPA programming documents</li> <li>(ii) % Project Fiches with references to key donors.</li> <li>(iii) Number of references to IPA assistance in donor assistance strategies/ reports &amp; programming documents</li> <li>(iv) Evidence of a common database</li> <li>(v) Evidence of duplication of activities with other donors</li> </ul>	<ul style="list-style-type: none"> <li>• PA Programming Documents (European Partnerships to Project Fiches)</li> <li>• Donor Reports</li> <li>• Donor Assistance Strategies</li> <li>• Donor Programming Documents</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		areas where donor assistance is aligned to functioning strategies		
<b>Question Grouping (2): Overview mapping</b>				
10	What are the existing sectoral strategies in ... To what extent are strategies duly embedded into beneficiaries policies /budget? To what extent is EU/ donor assistance aligned with /embedded into existing strategies?	On the basis of a national audit of strategies <sup>29</sup> , sector strategies will be judged as being embedded if: <input checked="" type="checkbox"/> beneficiary administrative structures & procedures exist to implement & their strategies are regularly monitored <input checked="" type="checkbox"/> financial allocations are made for them in the state budget <input checked="" type="checkbox"/> IPA /donor assistance projects support their implementation	(i) Number of officials employed /procedures used to administer sector strategy implementation (ii) Budgetary allocations for implementing sector strategies (iii) Number of sector strategic objectives integrated into National Strategy for Development & Integration i& National Plan for the Approximation & the SAA i& government legislative plans (vi) Number of references to beneficiary strategies in IPA programming documents	<ul style="list-style-type: none"> <li>• National Sectoral Strategies</li> <li>• National Strategy for Development &amp; Integration</li> <li>• National Plan for the Approximation of Legislation &amp; the SA</li> <li>• Government Documents (legislative plans &amp; budget forecasts)</li> <li>• IPA Programming Documents (European Partnerships to Project Fiches).</li> </ul>
	Overview of assistance and projects per donors and sector			
<b>Questions Grouping (3): Sector-based approach</b>				
13	Is programming through a sectoral based approach a suitable, feasible & operational option for future programming (MIPDs & national programmes)	Programming through a sectoral approach is judged:  an operational option for future programming, if preconditions for adequate implementation (incl. clear allocation of responsibilities) and monitoring are in place  A sector programme for an IPA beneficiary	(i) Number of acceptable quality sectoral strategies which have accession-relevant objectives (ii) % of <i>acquis communautaire</i> /accession-significant areas which is covered by existing sectoral strategies (iii) Number of officials employed /procedures used to administer	<ul style="list-style-type: none"> <li>• National Sector Strategies</li> <li>• National Strategy for Development &amp; Integration</li> <li>• National Plan for the Approximation of Legislation &amp; the SA</li> </ul>

<sup>29</sup>

An audit of national strategies will be undertaken as part of this evaluation. The audit will include: mapping strategies; assessing (i) quality, (ii) accession-relevance & (iii) costs of existing national strategies.

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		<p>country should identify what is needed to modernise a sector and align it to EU standards.</p> <p>Should be based on a country's own national development plan and be underpinned by the EU's overall enlargement policy as well as by the country's Accession/European Partnership and SAA.</p> <p>Should allow for EU integration priorities to be strategically planned for and sequenced at an early stage</p>	sector strategy implementation	<ul style="list-style-type: none"> <li>Government Documents (administration of sector strategy implementation &amp; monitoring)</li> </ul>
14	To what extent is the beneficiary ready to operate a shift towards a sector based approach in its own strategies, and in planning & programming sector based actions & finances?	<p>The beneficiary is judged ready if:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> nominated government institutions are responsible for preparing, implementing &amp; monitoring sector strategies</li> <li><input checked="" type="checkbox"/> sector strategic objectives are contained in the MIPD</li> <li><input checked="" type="checkbox"/> sufficient administrative capacity exists to manage a sectoral approach</li> <li><input checked="" type="checkbox"/> there is linkage between sector strategies &amp; budgetary planning.</li> <li><input checked="" type="checkbox"/> preconditions for adequate implementation (incl. clear allocation of responsibilities) and monitoring are in place</li> </ul>	<ul style="list-style-type: none"> <li>(i) Number of acceptable quality sectoral strategies</li> <li>(ii) Number of sectoral strategies whose costs are included in national budgets</li> <li>(iii) Number institutions involved in implementing strategies &amp; monitoring of implementation</li> <li>(iv) Internal procedures &amp; administrative processes exist for undertaking sector strategic approaches (Number of procedures, Number of meetings of sectoral working groups etc)</li> <li>(v) Beneficiary administrative capacity (staffing levels, number of institutions involved in sectoral planning)</li> </ul>	<ul style="list-style-type: none"> <li>Government Documents i.e. Sectoral Strategies, National Budget Forecasts, Legislation establishing institutional roles &amp; responsibilities, NIPAC Reports, Government Organogrammes</li> </ul>
<b>(vi) Question Grouping (4): Programming Gaps, Weaknesses &amp; Recommendations</b>				
9	Which are the main gaps /weaknesses in the current programming framework?	<p>Judgement on gaps /weaknesses in the programming framework will be based on the examination of:</p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> quality &amp; coherence of IPA programming</li> </ul>	<ul style="list-style-type: none"> <li>(vii) Number &amp; type of inputs provided by beneficiaries to the preparation of MIPDs</li> <li>(viii) % of IPA programming</li> </ul>	<ul style="list-style-type: none"> <li>EC Regular Progress Reports</li> <li>IPA Programming Documents (European</li> </ul>



ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		documents <input checked="" type="checkbox"/> procedures for updating & monitoring the implementation of National Strategy for Development & Integration i& National Plan for the Approximation & the SAA i <input checked="" type="checkbox"/> extent to which beneficiaries are involved in preparing strategic programming documents (particularly the MIPD) <input checked="" type="checkbox"/> procedures used by ECD & beneficiaries in annual programming (from project identification to selection); <input checked="" type="checkbox"/> role of sector strategies in programming <input checked="" type="checkbox"/> To what extent is the programming function burdened by bureaucracy	documents judged to be of acceptable quality (ix) Number of internal quality control checks on preparing Project Fiches (x) Number of IPA projects prepared on the basis of sector strategies (xi) Analysis of unnecessary steps in the process	Partnerships to Project Fiches) • Government Documents (monitoring of, National Strategy for Development & Integration i& National Plan for the Approximation & the SAA i internal quality control procedures) • Sector Strategies
11	How can programming of assistance be enhanced to more efficiently & effectively reach strategic objectives?	Judgement on recommendations to enhance programming efficiency & effectiveness will be based on the examination of: <input checked="" type="checkbox"/> management of the annual programming process <input checked="" type="checkbox"/> quality control of project preparation <input checked="" type="checkbox"/> use, & availability of, technical assistance in preparing projects <input checked="" type="checkbox"/> the extent to which training & institutional support is provided for potential beneficiaries <input checked="" type="checkbox"/> capacity to develop realistic monitoring indicators	(i) % internal programming deadlines met (ii) % acceptable quality project fiches (iii) % project fiches needing corrective actions during internal quality control checks (iv) Number (%) staff in potential beneficiary institutions PCM trained (v) Number of training /information events provided for potential beneficiaries (vi) % acceptable quality monitoring indicators (vii) TA inputs (consultancy days /M€ programmed)	• IPA Programming Documents (European Partnerships to Project Fiches) • Government Documents (quality control checks, training provision, TA inputs)
12	How can programming be enhanced to improve the impact & sustainability of financial assistance?	Judgement on recommendations to enhance programming impact & sustainability will be based on the examination of: <input checked="" type="checkbox"/> extent to which programming involves civil society organisations & stakeholder	(i) Number of civil society organisations involved (ii) Number of visibility & public awareness events (iii) Number of projects where	• EC Delegation Reports • EC Regular Reports • SPO /Line Institution Reports • Contractors Reports

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		<p>discussions</p> <ul style="list-style-type: none"> <li>☑ extent to which beneficiaries are involved in project preparation</li> <li>☑ extent to which post-assistance planning takes place</li> <li>☑ arrangements for visibility, public awareness &amp; publicity</li> </ul> <p>Phasing out (post-assistance) plans are provided in programming documents (e.g. TA for programming should include a timeframe for beneficiaries to take over responsibility)</p>	<p>beneficiaries feel a sense of ownership (interview responses)</p> <p>(iv) Number of projects where future maintenance costs are subsumed in national budgets</p> <p>(v) % staff turnover in beneficiary institutions</p> <p>(vi) % of projects using local contractors</p> <p>(vii) % of projects using local staff &amp; services</p>	<ul style="list-style-type: none"> <li>• National Annual TAIB Programmes</li> <li>• Project Fiches</li> <li>• National Budgets</li> <li>• Institutional Capacity Reports</li> </ul>
(viii) <i>Specific Objective 2: Performance (relevance, efficiency, effectiveness, impact &amp; sustainability)</i>				
<b>Question Grouping (5): Administrative &amp; Monitoring Capacity</b>				
15	Are the administrative & organisational structures in place ensuring efficient & effective implementation of financial assistance?	<p>Judgement on administrative &amp; organisational structures will be based on examination of:</p> <ul style="list-style-type: none"> <li>☑ government institutional &amp; staffing arrangements for implementation &amp; monitoring of projects</li> <li>☑ delays in implementation</li> <li>☑ unused funds</li> </ul>	<p>(i) Donor Coordination, IPA management structures &amp; SPOs in place &amp; evidence of activity.</p> <p>(ii) % of Donor Coordination /IPA management structures at /exceeding minimum staffing levels</p> <p>(iii) % staff turnover in IPA management structures</p> <p>(iv) % of IPA management structures with procedures in place.</p> <p>(v) % of procurement deadlines met</p> <p>(vi) Number of beneficiary staff responsible for monitoring</p> <p>(vii) Number of projects monitored</p> <p>(viii) Quality of Monitoring Reports</p>	<ul style="list-style-type: none"> <li>• EC Regular Progress Reports</li> <li>• Government Legislation</li> <li>• Government Reports</li> <li>• Previous evaluations (if any)</li> <li>• Internal procedures manuals</li> <li>• Monitoring Reports</li> <li>• Project Fiches</li> <li>• Contractors' Reports</li> <li>• Audit reports</li> </ul>
	To what extent are the monitoring mechanisms & structures appropriate & correctly functioning?	<p>Judgement on administrative &amp; organisational structures will be based on examination of:</p> <ul style="list-style-type: none"> <li>☑ government institutional &amp; staffing</li> </ul>	<p>(i) Donor Coordination, IPA management structures &amp; SPOs in place &amp; evidence of activity.</p> <p>(ii) % of Donor Coordination /IPA</p>	<ul style="list-style-type: none"> <li>• EC Regular Progress Reports</li> <li>• Government Legislation</li> <li>• Government Reports</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		<p>arrangements for implementation &amp; monitoring of projects;</p> <p><input checked="" type="checkbox"/> Evidence of inclusion of monitoring results into the decision making process.</p>	<p>management structures at /exceeding minimum staffing levels</p> <p>(iii) % staff turnover in IPA management structures</p> <p>(iv) % of IPA management structures with procedures in place.</p> <p>(v) % of procurement deadlines met</p> <p>(vi) Number of beneficiary staff responsible for monitoring</p> <p>(vii) Number of projects monitored</p> <p>(viii) Quality of Monitoring Reports</p>	<ul style="list-style-type: none"> <li>• Previous evaluations (if any)</li> <li>• Internal procedures manuals</li> <li>• Monitoring Reports</li> <li>• Project Fiches</li> <li>• Contractors' Reports</li> </ul>
<b>Question Grouping (6): Efficiency &amp; Effectiveness</b>				
16	To what extent ongoing IPA assistance has /is contributing to achieving the strategic objectives /priorities linked to accession preparation?	<p>Judgement will be based on the performance of projects supported under the IPA TAIB 2007-9 programmes.</p> <p>The judgement differentiates two levels of sources of evidence and analysis:</p> <p><input checked="" type="checkbox"/> At programming level, based mainly on the assessment as per specific objective 1;</p> <p><input checked="" type="checkbox"/> At implementing level, namely based on sources and indicators such as: status of contracting, institutional setting, monitoring reports and structures, etc , (i) timely execution of activities &amp; delivery of outputs; (ii) planned results produced on time; (ii) likelihood of achieving project purpose</p>	<p>(i) Number of projects funded/ year</p> <p>(ii) Average size of projects (M€)</p> <p>(iii) %s of 2007, 2008, 2009 budgets contracted &amp; disbursed</p> <p>(iv) % of outputs /results produced by IPA projects which have are linked to accession preparation</p> <p>(v) Estimated % contribution IPA makes to the implementation of National Strategy for Development &amp; Integration i&amp; National Plan for the Approximation &amp; the SAA i&amp; national sector strategies</p> <p>(vi) % of IPA projects which are assessed in Monitoring Reports as acceptable</p> <p>(vii) % planned outputs &amp; results delivered</p> <p>(viii) % output &amp; result indicators achieved</p>	<ul style="list-style-type: none"> <li>• Court of Auditors Reports</li> <li>• EC Regular Progress Reports</li> <li>• National Annual TAIB Programmes, 2007-9</li> <li>• Project Fiches, 2007-9</li> <li>• National Strategy for Development &amp; Integration</li> <li>• National Plan for the Approximation of Legislation &amp; the SA</li> <li>• Monitoring Reports</li> </ul>
18	Are there any potential actions which would	Judgement on recommendations to improve efficiency & effectiveness of ongoing	(i) Average length of time for procurement procedures to be	<ul style="list-style-type: none"> <li>• ECD Reports</li> <li>• Government Documents</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
	improve the efficiency & effectiveness of ongoing assistance?	<p>assistance will be based on the examination of:</p> <ul style="list-style-type: none"> <li>☑ management of procurement procedures</li> <li>☑ involvement of beneficiaries in preparing procurement documentation (e.g. Terms of Reference)</li> <li>☑ internal procedures covering project implementation</li> <li>☑ Role of SPOs</li> <li>☑ quality control of procurement documentation</li> <li>☑ use, &amp; availability of, technical assistance in preparing procurement documents</li> <li>☑ management of contractors (consultants /twinners/equipment &amp; service suppliers)</li> <li>☑ the extent to which training &amp; institutional support is provided for beneficiaries institutions</li> </ul>	<p>completed</p> <ul style="list-style-type: none"> <li>(ii) Number of beneficiaries involved in drafting procurement documents</li> <li>(iii) Number of manuals /guidelines/instructions relating to project &amp; contract implementation</li> <li>(iv) Number of quality control checks on drafts of procurement documents</li> <li>(v) Number of training events on project /contract implementation</li> <li>(vi) % consistent recommendations from beneficiaries</li> </ul>	<p>(SPO Reports)</p> <ul style="list-style-type: none"> <li>• Internal Manuals /Guidelines</li> <li>• Government websites</li> <li>• Interviews</li> </ul>
<b>Question Grouping (7): Impact &amp; Sustainability</b>				
17	Which are the prospects for immediate & long-term impact & sustainability of assistance? Are there any elements which are/ could hamper the impact and /or sustainability of assistance?	<p>Prospects for impact &amp; sustainability will be based on:</p> <ul style="list-style-type: none"> <li>☑ likelihood of results &amp; specific objectives being achieved</li> <li>☑ extent to which programming involves civil society organisations &amp; stakeholder discussions</li> <li>☑ extent to which beneficiaries are involved in project preparation</li> <li>☑ extent to which post-assistance planning</li> </ul>	<ul style="list-style-type: none"> <li>(i) % projects judged likely to achieve results &amp; immediate impacts</li> <li>(ii) Number of civil society organisations involved</li> <li>(iii) Number of visibility &amp; public awareness events</li> <li>(iv) Number of projects where beneficiaries feel a sense of ownership (interview responses)</li> <li>(v) Number of projects where future maintenance costs are subsumed in national budgets</li> <li>(vi) % staff turnover in beneficiary</li> </ul>	<ul style="list-style-type: none"> <li>• EC Delegation Reports</li> <li>• EC Regular Reports</li> <li>• SPO /Line Institution Reports</li> <li>• Contractors Reports</li> <li>• National Annual TAIB Programmes</li> <li>• Project Fiches</li> </ul>

ToR Question	EVALUATION QUESTIONS	JUDGEMENT CRITERIA	INDICATORS	SOURCES OF INFORMATION
		takes place	institutions	
19	Are there any actions which would improve prospects for impact & sustainability of ongoing assistance?	<p>Judgement on recommendations to improve impact &amp; sustainability of ongoing assistance will be based on the examination of:</p> <ul style="list-style-type: none"> <li>☑ arrangements for visibility, public awareness &amp; publicity</li> <li>☑ adequate account is taken (as part of programming and implementation) to ensure sustainability (e.g. phasing out plan for TA, formal commitment by beneficiaries for post-assistance)</li> <li>☑ adequate analysis of how outputs and immediate results will be translated into midterm and (as far as possible,) long-term impacts</li> </ul>	<ul style="list-style-type: none"> <li>(i) Number of training /institutional support events held</li> <li>(ii) Number of publicity /public awareness events</li> <li>(iii) % consistent recommendations from beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• EC Delegation Reports</li> <li>• EC Regular Reports</li> <li>• SPO /Line Institution Reports</li> <li>• Contractors Reports</li> <li>• Interviews</li> </ul>

## **ANNEX 8**

### **INFORMATION SOURCES USED IN EVALUATION REPORT**

## Annex 8 Information Sources used in Evaluation Report

### Documents:

1. COMMISSION REGULATION (EC, EURATOM) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of Council Regulation (EC, Euratom) No 1605/2002 on the Financial Regulation applicable to the general budget of the European Communities;
2. Commission Regulation No. 718/2007, dated 12 June 2007, implementing Council Regulation (EC) No1085/2006 establishing an instrument for pre-accession assistance (IPA);
3. Council Regulation (EC) No 1085/2006 of 17 July 2006 establishing an Instrument for Pre-Accession Assistance (IPA)
4. Multi-Annual Indicative Financial Framework 2008-2010;
5. Multi-Annual Indicative Financial Framework 2009-2011;
6. Multi-Annual Indicative Financial Framework 2010-2012;
7. World Bank International Development Association, Interim Strategy Note for Kosovo for the Period Financial Year 2008 (November 2007);
8. World Bank International Development Association, Interim Strategy Note for Kosovo for the Period Financial Year 2010-2011 (December 2009);
9. Kosovo Country Economic Memorandum, World Bank (April 2010);
10. Letter to National IPA Coordination (MEI) from ECLO on Programming of IPA 2010;
11. Action Plan 2009 for the Implementation of the European Partnership for Kosovo (July 2009);
12. Plan on European Integration 2008-2010, Agency for European Integration (March 2008);
13. Mid-term Expenditure Framework 2010-2012;
14. Mid-term Expenditure Framework 2009-2011;
15. Mid-term Expenditure Framework 2008-2011;
16. Mid-term Expenditure Framework 2006-2008;
17. COMMISSION DECISION C(2007)2271 of 01/06/2007 on a **Multi-annual Indicative Planning Document (MIPD) 2007-2009** for Kosovo under UNSCR 1244;
18. COMMISSION DECISION on a **Multi-annual Indicative Planning Document (MIPD) 2008-2010** for Kosovo under UNSCR 1244/99;
19. COMMISSION DECISION of 2009 on a **Multi-annual Indicative Planning Document (MIPD) 2009-2011** for Kosovo (under UNSCR 1244/99);
20. COMMISSION DECISION on amending Decision C(2007)5684 of 28/11/2007 adopting an **Annual Programme for Kosovo** (under UNSCR 1244)1 under the IPA Transition Assistance and Institution Building Component **for 2007**;
21. COMMISSION DECISION adopting an **Annual Programme for Kosovo** (under UNSCR 1244/99)1 under the IPA Transition Assistance and Institution Building Component **for 2008**;
22. COMMISSION DECISION of 2008 adopting an **Annual Programme II for Kosovo** (under UNSCR 1244/99)1 under the IPA Transition Assistance and Institution Building Component **for 2008**;
23. COMMISSION DECISION of 2009 on **Annual Programme for Kosovo** (under UNSCR 1244/99)1 under the IPA Transition Assistance and Institution Building Component **for 2009**;
24. 11 Project Fiches for year 2007;
25. 22 Project Fiches for year 2008;
26. 13 Project Fiches for year 2009;
27. 150 Concept Notes for IPA 2010;
28. Project Activity (TWINNING PROJECT KS-08-IB-OT-01) "SUPPORT TO THE AGENCY FOR CO-ORDINATION OF DEVELOPMENT AND EUROPEAN INTEGRATION (ACDEI)" - Draft detailed job-descriptions for the European Integration Officers (EIOs)/Senior Programme Officers (SPOs) positions in line institutions, Develop and implement relevant "tailor-made" training and provide on-the-job coaching for this group of Government employees;
29. Project Activity - 3.1.2 (TWINNING PROJECT KS-08-IB-OT-01) "SUPPORT TO THE AGENCY FOR CO-ORDINATION OF DEVELOPMENT AND EUROPEAN INTEGRATION (ACDEI)" - Develop a training module, organise training courses and on-the-job coaching for staff of ACDEI and staff attached to line institutions in Kosovo who are directly involved in the IPA programming process.
30. Project Activity - 3.1.1 TWINNING PROJECT KS-08-IB-OT-01) "SUPPORT TO THE AGENCY FOR CO-ORDINATION OF DEVELOPMENT AND EUROPEAN INTEGRATION

- (ACDEI)" - Assessment of the organisational and technical capacity in Kosovo line institutions with regard to the programming of IPA;
31. Enlargement Strategy and Main Challenges 2008-2010, European Commission Kosovo Under UNSCR 1244/99 2009 Progress Report , European Commission;
  32. Government of Republic of Kosovo Programme 2008-2011;
  33. Local Strategies:
    - i. Agriculture and Rural Development Plan 2009-2013;
    - ii. Kosovo Environmental Action Plan 2006-2010;
    - iii. Trade Policy of Kosovo 2009;
    - iv. Strategy for Human Rights 2009-2011;
    - v. Strategy for Development of Higher Education in Kosovo 2005-2015;
    - vi. Strategy for Integration of Roma, Ashkali, and Egyptian Communities in Kosovo 2007-2017;
    - vii. Strategy for Development of Pre-university Education in Kosovo 2007-2017;
    - viii. Program to Protect Customers 2010-2014;
    - ix. Mental Health Strategy 2008-2013;
    - x. Health Sectoral Strategy 2010-2014;
    - xi. HIV/AIDS Strategy 2009-2013;
    - xii. National Small Arms Light Weapons Control and Collection Strategy and Action plan 2010-2012;
    - xiii. Strategy for Communities and Returns 2009-2013;
    - xiv. Decentralisation Action Plan 2008-2010;
    - xv. Youth Strategy and Action Plan 2010-2012;
    - xvi. Integrated Border Management Strategy;
    - xvii. Migration Strategy 2009-2012;
    - xviii. Draft Strategy on Anti-Corruption 2009-2011;
    - xix. Public Administration Reform Draft Strategy PAR Action Plan 2007-2012;
    - xx. National Strategy and Action Plan Against Trafficking in Human Beings 2008-2011;
    - xxi. State Strategy on Crime Prevention and Action Plan 2008-2011;
    - xxii. National Strategy on Information Society 2006-2012;
    - xxiii. Kosovo Development Strategy and Plan

#### Web sites:

World Bank Strategy in Kosovo 2010-2011:

<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/ECAEXT/KOSOVOEXTN/0,,contentMDK:22473124~pagePK:141137~piPK:141127~theSitePK:297770,00.html>

Ministry of Economy and Finance: <http://www.mfe-ks.org/>

DG Enlargement: [http://ec.europa.eu/enlargement/potential-candidates/index\\_en.htm](http://ec.europa.eu/enlargement/potential-candidates/index_en.htm)

USIAD : <http://www.usaid.gov/kosovo/eng/>

DFID: <http://www.dfid.gov.uk/Where-we-work/Europe/Kosovo/>



## **ANNEX 9**

### **LIST OF PEOPLE INTERVIEWED DURING THE PROJECT TEAM FIELD WORK IN PRISTINA**

## Annex 9 List of People Interviewed during the Project Team Field Work in Pristina

(31 May – 4 July 2010)

Kjartan Björnsson	Head of Operations	European Liaison Office	Commission	31 May 2010
Aferdita Tahiri	Programming and Quality Assurance	European Liaison Office	Commission	31 May 2010
Arton Osmani	Task Manager/Team 1 Rural development	European Liaison Office	Commission	1 June 2010
Yvonne Gogoll	Task Manager/Team 2 Rule of Law	European Liaison Office	Commission	1 June 2010
Rita Ruohon	Task Manager/Team 3/ Public Administration/Finance	European Liaison Office	Commission	1 June 2010
Albina Duraku Nura	Task Manager/Team 3	European Liaison Office	Commission	1 June 2010
Burim Blakaj	Head of Legal Department	Ministry of Integration	European	2 June 2010
Pleurat Sejdiu	Head of Donor and Strategy Coordination	Ministry of Integration	European	2 June 2010
Vedat Sagonjeva	Strategy Coordination	Ministry of Integration	European	2 June 2010
Rexhep Vasolli	SPO	Ministry of Economy and Finance		2 June 2010
Arben Kalaja	Head of Governance Dep.	Ministry of Integration	European	2 June 2010
Sirje Poder	Task Manager/Team 4 Regional Development	European Liaison Office	Commission	2 June 2010
Aferdita Tahiri	Programming and Quality Assurance	European Liaison Office	Commission	2 June 2010
Agron Orana	Team 5 – Infrastructure/Energy	European Liaison Office	Commission	3 June 2010
Besime Kajtazi	Team 5 – Infrastructure/Environment	European Liaison Office	Commission	3 June 2010
Carole Poullaouec	Team 6 – Social development	European Liaison Office	Commission	3 June 2010
Susan Fritz	Deputy Country Director	USAID		3 June 2010
Lundrim Alia	Communication Officer	World Bank		3 June 2010
Michael Nebelung	Country Director	GTZ		3 June 2010
Robert Watt	Head of Office	DFID Kosovo		4 June 2010
Christian Geosits	Attaché	Austrian Embassy		4 June 2010
Kaisa Rouvinen	Adviser for Development Cooperation	Finnish Embassy		4 June 2010