



Active Labour Market Programme for Youth

(Employment Generation Project)

Annual Progress Report

Narrative and Financial

2010 Donor Agencies:	Government of Norway
Implementing Partners:	Ministry of Labour and Social Welfare (DLE) Ministry of Education Science and Technology (DVET) Partner enterprises
Start/End date:	December 2004 / December 2011
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I. EXECUTIVE SUMMARY

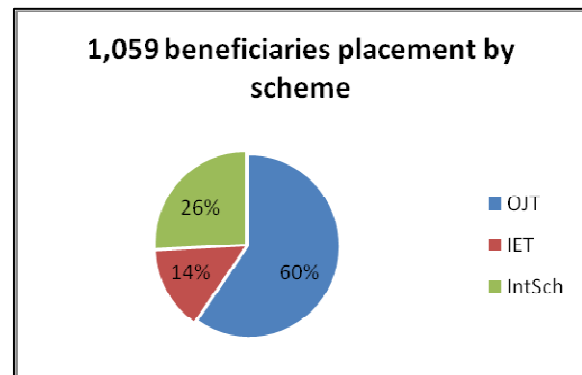
UNDP has continued to assist the Kosovo Institutions, particularly the Ministry of Labour and Social Welfare (MLSW), on building the capacity of the public employment services to provide individualised and targeted active labour market programmes, aimed at increasing the employment prospects of disadvantaged youth. Since 2007, the UNDP Employment Programme has been focused on implementing the *Youth Employment Action Plan*, specifically the outcomes under the heading, 'Preventing the exclusion of young people through targeted measures'.

Since January 2010 the programme is in line with the new Kosovo Youth Action Plan 2010 – 2012, focused on achieving the policy objective as specified in the Kosovo Youth Strategy under 6.3.8 'Improve Employment opportunities for Youth'. The programme has also recognized the need to support the Kosovo Institutions at the policy level to develop and implement sustainable employment policies through improved governance and policy-setting capacity. In line with the Government priorities, ALMP will provide technical assistance to Ministry of Labour and Social Welfare and other line ministries, as relevant, to implement parts of the newly adopted *Kosovo Employment Strategy 2010 -2012*.

The project strategy will encompass the period through the end of 2011 with the support of Government of Norway and will revolve around the following main axes:

1. Provision of direct assistance to registered unemployed young women and men through a number of active labour market measures facilitating training and employment (MLSW)

ALMP continues to concentrate its project strategy in improving youth employability and job creation through direct active employment measures, implemented in cooperation with Ministry of Labour and Social Welfare and mostly private sector SMEs. Active employment measures implemented are: On-the-Job training, Institution- and Enterprise- based Training, and the Internship Scheme. During 2010, 1,141 potential beneficiaries were approved through Regional Board meetings, of which 1,059 have either completed or are undergoing training at partner enterprises.



Some of the main characteristics related to our core group of project beneficiaries during the reference period are as follows:

- Gender participation: 52 percent female beneficiaries
- Minority communities: participation stood at 12 percent
- Beneficiaries with primary education attainment and less, stands at 54 percent
- Ninety four percent of project beneficiaries are in the age group of 15 - 30 years
- There has been a larger placement in trade, services and manufacturing sectors
- Beneficiaries from urban and rural areas are 44 percent and 56 percent respectively
- Field monitoring by ALMP team – 62 percent of approved beneficiaries were monitored at workplace during the period Jan-Dec '10

Type of active measures implemented	2010	Total	In % terms
Public works projects 2005 – 2006	-	3,194	36.49%
On the Job Training (OJT) 2007 – ongoing	632	2,144	24.50%
Pre Employment Training (PET) 2007 – 2008	-	79	0.90%
Wage Subsidies (WS) 2005 – 2008	-	2,145	24.51%
Internship Scheme (ISch) 2006 – ongoing	274	715	8.17%
Institution and Enterprise Training (IET) 2008 - ongoing	153	286	3.27%
Vocational Training (VT) 2007 – 2008	-	40	0.46%
Support to people with disabilities 2007 - ongoing	9 ¹	149	2%
Total Beneficiaries Jan 2005 – Dec 2010	1,059	8,752	100%

**Highlighted active employment measures implemented in 2010*

2. Provision of direct assistance to vocational education students by facilitating work-based learning schemes mainly in private sector partner enterprises in a gender equitable manner (MEST);

In the beginning of 2010, the project organised and concluded the conduction of an external evaluation of the pilot-project implemented during 2009 which is formally known as *'Professional Practice in Enterprises for VET Students'*. The external evaluation comprised of a field survey, supported by the Policy Unit within UNDP, and conducted by Pristina University students during the last quarter of 2009. Data from this survey were analysed and further elaborated by the external evaluator. The overall objective of this evaluation was to assess the gross and net impact, conduct cost benefit analysis, evaluate the relevance, efficiency, implementation process and propose options with recommendations as to the next phase of the project and post-project period.

The overall assessment of the pilot project is positive. The Evaluator emphasized the contribution of the pilot scheme towards the creation of a structured link between vocational schools and private sector, based on the project's successful experience with enterprises in facilitating training. Through an innovative approach by printing and distributing posters and brochures, the project has raised awareness among VET students on basic general safety measures. In addition to few recommendations to improve the efficiency and effectiveness of the scheme, the evaluator also suggests that the experience of the project could also facilitate the discussion between MEST and employers' organisations for scaling up the scheme at the national level.

Following the recommendations of the report, the project organised a workshop with the relevant participants from both ministries, MEST and MLSW, school representatives and Kosovo Chamber of Commerce, to jointly draft the Operations Manual that would facilitate the process of organising work-based training apprenticeship scheme for Vocational Education Students, improve the link between schools and enterprises to assist the MEST in developing policy instruments to implement the Law on Vocational Education. The proposals of the workshop shall be further elaborated by the task force group

¹ People with disabilities were supported through active employment measures implemented in 2010, thus are shown as project beneficiaries in the total numbers of the schemes implemented.

with members selected by the Ministry of Education, Science and Technology. The group will be responsible to finalize the Operations Manual and submit for endorsement to the involved institutions.

3. Provision of technical assistance to the Ministry of Labour and Social Welfare and other relevant line ministries in implementing the Employment Strategy of Kosovo.

While the central focus of the project will continue to be the implementation of active labour market measures generating employment opportunities and boosting youth employability, UNDP has also started with the provision of targeted technical assistance to MLSW to begin implementation elements of the Employment Strategy of Kosovo that are related to the reform of public employment service. The strategy outlines the key labour market constraints to be addressed, particularly in the area of the investment climate, the education, skills and training system and the labour market institutions, regulations and policies.

The overall objective of ALMP until the end of 2011 is to support and facilitate the effective implementation of the Employment Strategy of Kosovo that relates to the reform of public employment service. Building on the assistance provided in 2010, more substantial support will be provided in 2011 through the provision of advice and technical support to the Ministry of Labour and Social Welfare to (i) reform its public employment services; (ii) develop a Labour Market Information System; and (iii) develop a legal framework for the implementation of ALMPs.

In 2010, the project provided support to the MLSW to conduct a thorough assessment of the Public Employment Service. An expert on PES was recruited to review and assess the current system that delivers public employment services, the PES policy and strategy, its organisational structure and functions, trends in service delivery, as well as human and financial resources.

The report highlights the necessity of substantive PES reform, in particular, the need to improve the perception of the PES role in the improved functioning of the labour market; define the concept of work with key PES clients in order to improve services to clients and strengthen the link with the labour market; define the legal basis for implementation of active employment measures to ensure greater public funds' allocation; and establishment of a functioning labour market information system. The report, along with the action oriented work-plan, has been developed by the expert in close coordination with MLSW and other active stakeholders, as a guiding framework for implementing structural reforms within the public employment service (PES). The recommendations of the report and actions foreseen have been incorporated in the Ministry's Action Plan, along with the measures and activities envisaged in the MLSW Sectorial Strategy and the Kosovo Employment Strategy.

II. Situation Analysis

The unemployment rate in Kosovo is much higher compared to other countries in the regions and it is nearly twice as high as the average unemployment rate in the Western Balkans. Kosovo's labour force participation and employment rates are the lowest in the Western Balkan region (46.8% and 26.5% respectively), and are far below the EU average. Based on the published Labour Force Survey 2009, the unemployment rate in Kosovo is around 45.4 percent of the labour force², despite extensive foreign assistance to support economic recovery. Unemployment in Kosovo principally affects youth, especially women, as well as those with limited education and those with no previous work experience, including people with disabilities and minority communities.

As Kosovo population is dominated by the younger age groups, youngsters will continue to add cumulative pressure to the labour market until Kosovo's demographic structure is transformed, which is years if not decades away. According to the LFS 2009, about 73 percent of the population in the 15-24 age group are unemployed³. Despite the relatively low participation rates, the unemployment rate among women is 11.6 percentage points higher than the overall labour force unemployment rate. The level of education is correlated with the probability of being unemployed. For instance, nearly 55 percent of the registered unemployed possess less than secondary education. Another pressing characteristic of persistent unemployment is that around 82 percent of the registered unemployed have no working experience, which indicates the importance of the first contact with the labour market, or working experience in obtaining sustainable employment. Finally, a particular concern is the long average duration of unemployment. Nearly 85 percent⁴ of the unemployed in 2009 had been without work for more than one year.

The current level of economic growth -- although it can be regarded as having been substantial in real GDP terms in the past three years, especially in the context of the global financial crisis and the performance of regional economies -- leaves the labour market with very low absorption capacity (reasons for this are many, including poor private sector performance) and unable to generate significant job creation opportunities to reverse the high unemployment rate. In this regard, a well-educated and skilled workforce is an essential factor that contributes to a sustainable level of economic growth and enduring competitiveness. The foreign inflows of capital are highly dependent on there being a skilled labour force in place capable to respond to foreign investor demands. Quality education and training that respond to the labour market requirements are correlated with improving employment prospects, productivity and competitiveness.

In Kosovo, more than 60⁵ percent of secondary schools are vocational education schools. These schools provide a three years vocational education programme, preparing the youth to enter the labour market

² 1.8 percentage points higher than as reported in LSF 2007 (SOK)

³ According to MLSW labour market information data about 32% of the unemployed belong to 15-24 age group (Dec, 2010)

⁴ According to LSF 2009, 6 out of 7 unemployed persons in Kosovo has been without a job for more than one year (SOK)

⁵ There are 56 vocational education schools in Kosovo

as semi-qualified and qualified workers on 17 professional fields⁶. Most of these schools have little or no appropriate equipment to facilitate work-based learning, or vocational training, for students. There is also a gap between formal vocational education schools and the local economic environment that leaves about two-thirds of the students⁷ without the opportunity to enrol in a practical work-based training scheme with public or private enterprises. Moreover, in most schools vocational courses and training is provided without taking into account the needs of the labour market. In addition, the school management depend on their own commitment and the accountability of the school principals and have little autonomy to manage their administration and school financial resources. Most of the schools also lack textbooks and materials to plan, monitor and assess vocational training at enterprises. Although envisaging a dual academic and work-based learning system, the new curricula for vocational schools and the Law on Vocational Education and the mechanism envisaged within this law is rarely ever fully implemented, which UNDP has assessed as part of an external evaluation report. The Ministry of Education, Science and Technology (MEST) is expected to pursue the reform of vocational education to bridge the gap between formal education and training and the actual practice of skills. The reform will be built on three pillars: a) introducing niche schools called Centres of Competence; b) strengthening the link between school and work; and c) further reallocating responsibilities to schools. The Kosovo Education Strategic Plan 2011-2015 has recently been endorsed by the Ministry of Education, Science and Technology. The overall objectives in the area of Vocational Education and Training, set forward as MEST priorities are: a) To improve access to and the quality and relevance of VET provision for all; b) To improve the coordination and relevance to the labour market and to strengthen the institutional and management capacity of the VET system and the establishment of a sound financial basis for its long-term development and sustainability and c) To increase opportunities for training of early school leavers, upper secondary school learners and leavers and adults with insufficient schooling who cannot make it to the next school level, in order to enhance employment, especially for women and self-employment prospects together with developing the Centres of Competence are keys to this approach.

The Kosovo Government has recently adopted the Employment Strategy 2010 - 2012 which has become a central framework document. The strategy outlines the key labour market constraints to be addressed, particularly in the area of the investment climate, the education, skills and training system and the labour market institutions, regulations and policies. Establishment of effective labour market institutions to improve employability, ease transition in the labour market, contribute to better matching of demand and supply and help reintegrate vulnerable groups implies undertaking several policy measures such as modernizing employment and training services and the development of a coherent Labour Market Information System (LMIS) and in line with the gender equality law on employment.

UNDP assisted the Kosovo Government, particularly the Ministry of Labour and Social Welfare since 2005, through the Active Labour Market Programme for Youth. The project's main objectives are to strengthen capacities of institutions mandated to provide employment and training services and provision of direct assistance to unemployed young women and men through implementation of active labour market programmes. With the project's support and through cooperation with organizations such as the ILO, labour market institutions are capable of providing a package of services comprising job-search assistance, employment counselling, labour market training, and conducting skills' needs surveys to

⁶ VET schools implement 92 profile specific curricula on 17 main professional fields (machinery, food technology, health, administration, agriculture, economics, electro-technical, energetics, production, graphics, tourism, communications, civil engineering, post-telecommunications, textile, metallurgy, chemistry)

⁷ More than 50,000 vocational education students Kosovo wide

identify skills and competencies required from the labour market. For the past five years, the project has directly supported close to 9,000 young women and men jobseekers (45% and 55% respectively), through implementation of several active employment measures in cooperation with MLSW and more than 3,500 partner enterprises. The project has introduced flexible criteria to encourage participation of minority communities and has taken separate initiatives to support people with physical and mental disabilities in cooperation with Associations of People with Disabilities by facilitating training/employment opportunities at private enterprises and institutions.

Findings from the external evaluation of the project, conducted in 2008, among other positive impacts, indicated that the project has doubled the chances of disadvantaged young women and men in finding employment. At the time of the survey, of the 46% of project beneficiaries that had found employment 44% were women beneficiaries. The cost benefit analysis also shows that the project generated a benefit that is over 1.42 times the cost.

III. Project Strategy

The updated project strategy will encompass the period through the end of 2011 and will revolve around three main axis:

1. Provision of direct assistance to registered unemployed young women and men through a number of active labour market measures facilitating training and employment (MLSW);
2. Provision of direct assistance to vocational education students by facilitating work-based learning schemes in mainly private sector partner enterprises in a gender equitable manner, and assistance to develop a broader-based and sustainable apprenticeship scheme (MEST);
3. Provision of technical assistance to the Ministry of Labour and Social Welfare and other relevant line ministries in implementing elements of the Employment Strategy of Kosovo that relates to public employment service reform.

As UNDP continues to concentrate its project strategy in improving youth employability and job creation through direct employment supporting instruments, it recognizes the need to support the Kosovo Government at the policy level to develop and implement sustainable employment policies through improved governance and policy-setting capacity. The recent adoption of the Employment Strategy of Kosovo has ensured that the donor community and the Government now have a referential policy framework within which to target their employment interventions, elevated at a more strategic level. Having an agreed policy framework on labour market policies will also assist channelling other technical and financial assistance in a more coherent and effective manner.

The updated project strategy closely corresponds with existing government strategies. First, the project is in line with the outcomes envisaged under the Government's Kosovo Youth Action Plan 2010 - 2012, focused on achieving the policy objective as specified in the Kosovo Youth Strategy under 6.3.8. 'Improve Employment Opportunities for youth'. As a result, the provision of active labour market measures will continue to address the achievement of the intended outcome of this particular government plan. Second, the interventions in the area of vocational training are based on the Law on Vocational Education

and Training and are in line with the Kosovo Education Strategic Plan 2011-2015⁸, recently endorsed by the Ministry of Education, Science and Technology. In addition, interventions in this area will be guided by a recently commissioned Evaluation Report by UNDP which makes recommendations in favor of institutionalizing the links between schools and the private sector through more structured policy responses. Third, the project's updated approach corresponds with the need to target institutional capacity building and the design of employment policies within the context of the Employment Strategy of Kosovo.

In addition, in response to a recently completed Evaluation Report, UNDP will continue to facilitate work-based training schemes, as well as to institutionalize the integration of apprenticeship schemes within the broader academic curricula of vocational schools. Work in this area will focus on developing policies that enable such institutionalization. Lastly, UNDP will continue to target people with disabilities and work with partner NGOs active in this area and Associations of People with Disabilities to improve their socio-economic conditions, facilitate their entrance in the labour market and prove that people with disabilities can work and be active part of the Kosovo society.

Overall, the project strategy has been designed to help achieve the intended outcome as stated in the UNDP Country Programme Results and Resource Framework, which states that ,“Relevant institutions have capacity and regulatory mechanisms in place to support economic development and generate sustainable employment in a gender-sensitive manner.” Moreover, to ensure appropriate responses to gender quality, especially in line with the UN Eight Point Agenda (SC 1325) --specifically point 6, Ensure gender – responsive recovery -- and in line with the UNDP Gender Equality Strategy Implementation, ALMP project will ensure that it provides equal training opportunities to men and women jobseekers and will encourage disadvantaged young women to undergo training, enhance their skills and therefore increase their employment prospects. The project is implemented in compliance with the Gender Equality Law in Kosovo, specifically articles under section heading: Employment and Education. To ensure equal participation of men and women, the project has set quota on gender participation of beneficiaries on a regional basis. The quota is monitored through Approval Board Meetings and during implementation process to ensure the target is achieved. The project experience has shown that with the right comprehensive approach, young unskilled women in rural and urban areas are reached and are provided assistance in skills development, to consequently ease the process of entering the labour market for the first time. This approach will remain an integral part of the overall strategy for 2011.

⁸ VET Target 1. By 2014 learners' professional practice is organized in close cooperation with enterprises and support provided to all for viable placements and a learners' career orientation and guidance system for all levels is in place (KESP 2011-2015)

IV. TARGET GROUP and ELIGIBILITY CRITERIA (MLSW)

The project's key target group remains the disadvantaged youth, although there is flexibility when it comes to high-at-risk groups such as people with disabilities and minority communities. The eligibility criteria for the inclusion of individuals and enterprises within the project scope of activities are defined on the basis of the following, key, labour market determinants:

- Age group: young people in the age cohort of 15 to 29 years of age. The programme envisaged 15 per cent of total beneficiaries would come from ethnic minorities and jobseekers with disabilities, due to the specific difficulties that they face in the Kosovo labour market. From the lessons learnt, as a response to the low participation rate of minority communities, the project recommended to have flexible criteria for the aforementioned group, raising the maximum age limit to 35; the same applies for people with disabilities
- Length of unemployment spell: the minimum requirement is for beneficiaries to have been registered with the employment service for at least six months. The only exception is for the minority communities and people with disabilities. The length of unemployment is not applicable for returnees;
- Educational attainment: Priority will be granted to those young unemployed who have attained primary and less than primary education.. Secondary education drop outs, as well as graduates, of general (non vocational/non professional schools) secondary schools are eligible to benefit from the project.; Newly-graduated university students are eligible to participate in the Internship Scheme;
- Gender: Young women are discriminated in the Kosovo labour market and occupational segregation is widespread. To promote equality of opportunities, a more active approach is needed with respect to unemployed young women. To this end, the project aims at maintaining the representation of young women as a share to the total number of project beneficiaries at 50%;
- Work experience: the project targets primarily first time job seekers with no prior work experience; and
- Household characteristics: priority will be granted to those young jobseekers belonging to households receiving social assistance (category II), or households in which two or more adult members are registered as unemployed and are willing to renounce the social assistance during the training period at an enterprise. Priority is given to single mother headed families.

The active measures envisage partnering with enterprises that require additional workforce. To ensure a maximum impact and as little distortion as possible (for instance, avoiding the displacement and the substitution of the pre-existing workforce already within an enterprise, and launching efforts to ensure that trainees are additional to new hires that would otherwise have been made), the screening of companies showing an interest to participate in the programme revolves around the following eligibility criteria:

- Economic sector: priority access is given to private enterprises operating in the manufacturing and agricultural sectors. Enterprises are required to be formally registered and in compliance with the Tax Administration laws. Such criteria were designed to avoid benefiting companies that operate in the informal economy and cannot guarantee the minimum requirements of employment protection (health and safety at the workplace, workers' rights, etc); and
- Workforce composition: partner enterprises shall have a minimum number of 1 + 1 paid workers (usually the owner, plus one worker as is common in Kosovo enterprises) to access the measures. Furthermore, they will be required to: i) make good faith efforts to retain the individual beneficiary at the end of the measure; ii) not to displace current employees or reduce their normal working hours; and iii) for training measures, put at disposal an experienced worker to supervise the individual beneficiary.

V. INTENDED OUTPUTS, ACTIVITIES and MAIN ACHIEVEMENTS

Output I - Employability and job creation among young women and men strengthened through direct active employment measures

Activity 1 – Provide direct assistance to registered unemployed youth through a number of active labour market measures facilitating training and employment (MLSW)

During the reporting period the project in cooperation with employment offices and vocational training centres has continued implementation of active labour market measures, targeting unemployed youth who fulfil the criteria set and are eligible to benefit. The project has continued to apply flexible criteria to ensure participation of most vulnerable groups among unemployed facing greater difficulties in entering labour market: namely women, minority communities and people with disabilities. The flexible criteria, the awareness-raising at employment offices, the fixed quotas set in terms of participation ratio have shown to be positive efforts in ensuring inclusiveness of the most vulnerable groups.

During 2010, the project facilitated training opportunities for a total of 1,141 disadvantaged young jobseekers Kosovo-wide, of which 1,059 have either completed or are still attending approved training at the enterprises. Details on the active employment measures implemented in cooperation with MLSW during period and beneficiary main characteristics are elaborated below:

i. Institution- and Enterprise-based Training (IET) – 153 beneficiaries

During the reference period, of the 167 beneficiaries approved through project boards, 153⁹ were facilitated and completed training as envisaged, which included a period at a VTC for non-vocational skills, followed by training at an enterprise to acquire vocational skills - specific to the occupational profile. The fourteen passive beneficiaries have left the training for personal reasons or are found to have not complied with the project criteria during monitoring, hence the agreement terminated. Through this training programme, 78 young women or 51 percent of the IET beneficiaries during the period, were offered the opportunity to gain skills at an enterprise and improve their employment prospects. Participation of minority communities stood at 8 percent. Project beneficiaries upon completion of the training are assessed by VTC trainers against their Training Plans and are awarded VTC Certificates for completion of training.

This active employment measure envisages a period in the MLSW vocational training centre for young jobseekers to acquire core employability skills, mainly health and safety in the workplace, work readiness skills, team working, information on communication technology and other non-vocational skills subject to the training profile. During this period from 1 – 3 weeks, the VTC trainer, in cooperation with a respective enterprise, will prepare the job description and the list of competencies for the trainee to acquire during the training. Then, the beneficiary attends a training period in private enterprises to acquire job-specific vocational skills (knowledge and attitudes essential to perform the job) and to potentially become a permanent employee after the satisfactory completion of the training. The length of this scheme is 3 months.

⁹ Of the total approved 153 have either completed training or are attending training as foreseen

The target group, eligible for this typology of measure, are low-skilled youth registered as unemployed for a minimum period of six months and with no prior work experience. Considering the logistical constraints the MLSW VTC face (especially lack of transport means) to monitor and evaluate the beneficiaries during training at enterprises, the project had agreed with MLSW to give advantage to beneficiaries able to attend training in enterprises located in urban areas (the VTC centres are situated at regional level).



IET – Enterprise "Silca Group" producing mineral water, have provided training to two young unskilled women. Upon completion of training Lirije Krasniqi got employed as machine operator at the same company.



IET – Enterprise "Vellezerit Gashi" in Peja, provided training to two unskilled jobseekers Mirsad Quranolli and Dugagjin Shala. The beneficiaries completed training on vehicle painting and remained as regular employees at the same company.

ii. On-Job-Training (OJT) – 632 beneficiaries

During the reference period, another measure that continued to be implemented in cooperation with Ministry of Labour and Social Welfare was On-Job-Training. The target group are young jobseekers who are registered as unemployed for a minimum of six months, have no or little skills, and with no previous work experience. The measure envisages a three months training period at enterprises in occupational profiles matching with Individual Employment Plans of jobseekers, prepared by employment centres. The same as for IET scheme, potential OJT beneficiaries are offered counselling and job-search assistance. Individual Employment Plans are prepared by counsellor and jobseekers jointly, followed by a period of 4 weeks individual job-search in the labour market, before becoming eligible to participate in the scheme. Advantage was given to beneficiaries from rural areas.

Through regional board meetings organised, 685 jobseekers¹⁰ were approved to benefit from the project, of which 632 jobseekers are still attending or have by now completed training foreseen. Responsiveness for this scheme remains higher, compared to other schemes implemented. The grounds behind this tendency might be limited number of VTC staff – trainer's availability, capacity at centres, less logistical requirements for employment counsellors and trainers thus simpler to implement. Participation of female beneficiaries in the scheme stands at 50 percent, whilst minority communities' participation is 16 percent.

¹⁰ Similar to IET scheme, 53 of approved beneficiaries to attend training have left the training for personal reasons or are found to have not complied with the project criteria during monitoring, hence the agreement terminated

Similar to IET scheme, the project beneficiaries upon completion of the training are assessed by VTC trainers against their Training Plans and are awarded VTC Certificates for completion of training.



OJT - Enterprise "Duglas" in Podujeve, wood processing and retail sale company retained three beneficiaries upon completion of training. Rrahman Rrmoku and Shaip Shabani are working as joiners whilst Fatime Kapiti is working as salesperson.

OJT - Enterprise "Kanal Profis", Fushe-Kosovo provided on-job-training to four unskilled jobseekers. Upon completion of training two the minority beneficiaries retained employment.

iii. Internship Scheme (ISch) – 274 beneficiaries

The internship scheme creates opportunities for new university graduates to acquire the necessary work experience by practicing their gained theoretical knowledge in their respective field through daily engagement in the private sector companies or public institutions. Interns gain the skills, knowledge, and ability which are essential to perform in the workplace and become self-sustained in terms of their employability potential, without relying on further employment subsidy schemes.



Dafina Gashi is a university graduate doing her internship at "Dukagjini shpk" in Peja. She hopes to continue working for the company as a graphic designer upon completion of the internship period.



Arlinda Vojvoda has graduated in economy and is working as an intern at "Vellezerit Geci" manufacturing of bricks company in Skenderaj. Her internship period ends at 01.03.11 when she shall inform about her employment status.

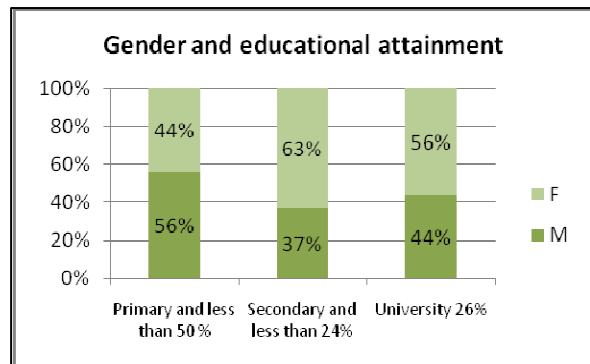
During the period to the end of September, a total of 289 university graduates were reached through approvals by the Regional Boards, of which 274 young graduates completed or are pursuing internships at various institutions, which match their degrees attained at University. The internship period has been extended, as requested and agreed with the MLSW, based on the argument that the employment impact will be much higher if the interns have the opportunity to attend internships for a period of six months rather than four. The gender participation remains the highest for the scheme --56 percent young women beneficiaries. Minority participation among intern beneficiaries is 4 per cent only.

General characteristics of project beneficiaries

Comparing the reference periods of the two consecutive years of the project implementation, slight variation is notable in the participation levels of female and minority community beneficiaries.

Gender

In line with the UN Eight Point Agenda 2007 – SC 1325 specifically point 5, “Promote gender equality in disaster risk reduction and point 6, Ensure gender – responsive recovery,” ALMP project has ensured to provide equal training opportunities to male and female jobseekers and has encouraged disadvantaged young women to undergo training, enhance their skills and therefore increase their employment prospects. The project has shown that with the right approach young unskilled women in rural and urban areas are reached and are provided assistance in skills development and entering the labour market for the first time.



In terms of women jobseekers ratio benefiting from the project by enhancing their longer-term employment prospects through training at enterprises, is continuing to increase compared to previous years. In 2010, 52% of project beneficiaries are disadvantaged young women, whilst in the previous reference periods: 46% in 2009 and 42% in 2008. Therefore, this increase is attributed to the project’s deliberate efforts to provide equality of opportunity to women who are faced with discriminatory practices whilst seeking to find jobs.

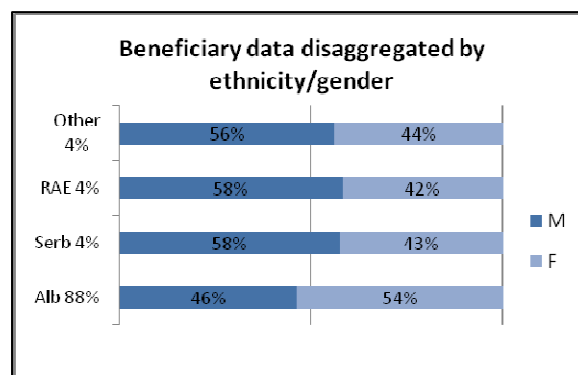
In terms of location, the project has reached almost an equal number of women from urban and rural areas, 49.7 percent and 50.3 percent respectively. In terms of educational attainment, in line with the project target group, 72 percent of young women undergoing training are with secondary education or less.

Ethnicity structure

Minority communities still hesitate to approach employment offices to seek for assistance in finding employment. Despite the positive developments on the image of PES through interventions of several donor funded projects implementing active employment measures, a general perception continues to

exist on the level of support the employment offices can offer in finding employment. In addition, the reluctance of particularly the Serb community to register as jobseekers with Kosovo Employment Services should be taken into consideration. According to the MLSW report, only 9.5%¹¹ of the newly registered as jobseekers in 2010 are from minority communities (of which 31% are Serb). Further, based on the latest LFS report, 9 percent of the overall registered unemployed are from minority communities.

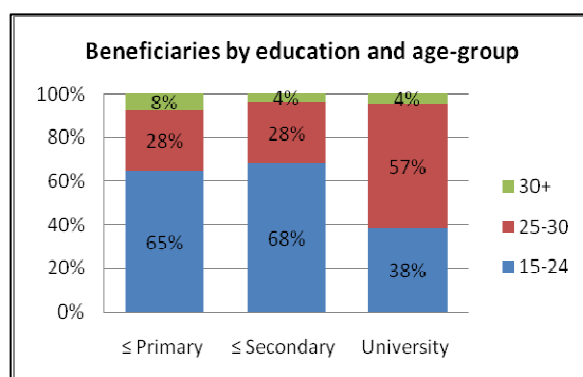
Though the project is designed to treat the disadvantaged group among the long-term unemployed registered as jobseekers with the employment offices, in order to encourage higher participation of minority communities in the project, flexible eligibility criteria have been introduced (minimum registration period, age limit etc)..



Compared to the previous implementation period, a slight change¹² in the level of minority communities benefiting from the project is noted. During 2010, 12 percent of project beneficiaries are from minority communities. The project team has reinforced the importance of minority communities participation in the schemes during the meetings organised in the beginning of the new implementation period with employment office counsellors and persisted that at least 10 percent of the project beneficiaries in 2010 are from minority communities. Job search assistance and counselling, training/employment opportunity at private and public enterprise was offered to 1,059 young jobseekers, of which, according to project data on ethnicity structure, 88% are Albanians, 4% Serbian, 4% RAE, 2% Bosnian, 1% Goran and 1% Turkish.

Educational attainment

More than 60 percent of registered jobseekers at employment offices are unskilled or semi-skilled. Project beneficiary database shows that the largest number of scheme participants belongs to this group. The table shows that skills level among beneficiaries is: around 50 percent with less than primary and only with primary education, 24 percent are less than secondary and secondary education, while 26 percent of project beneficiaries facilitated through internship scheme are university graduates.

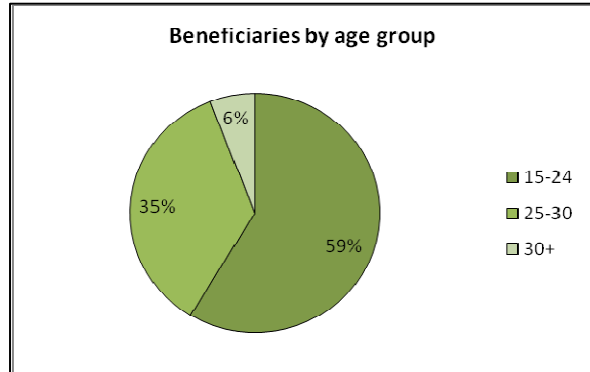


¹¹ MLSW PES Labour Market Information Report Dec, 2010

¹² In 2009, the level of minority participation stood at 9 percent only

Age

Participation in the active employment policies, in regards to age groups, is consistent with the project target group. The project data show that 59% percent of project beneficiaries belong to the 15 – 24 age group and 35% belong to 25-30 age group and 6% are above 30ties.

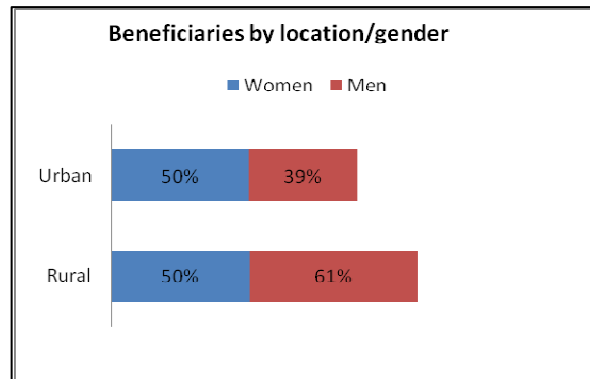


Placement by Main group of NACE:

There have been no significant changes related to the demands in the labour market; the placement of the largest number of ALMP beneficiaries during the reference period remains in the trade and service sectors, followed by manufacturing economic activities.

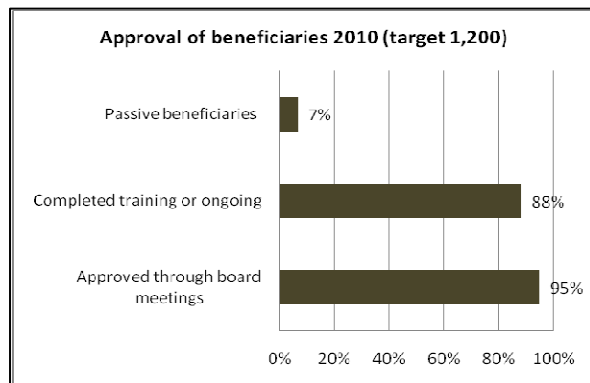
Location

ALMP for Youth is implemented in all Kosovo municipalities. The cooperation shall be extended with the new formed municipalities subject to establishment of municipal employment offices under the Ministry of Labour and Social Welfare. In terms of urban rural distribution of beneficiaries, there has been no significant shifting from the previous years. In 2010 the participation of beneficiaries living in rural and urban areas is 56 and 44 percent respectively. As in the table, the disaggregated data by location and gender shows equal participation of women from rural and urban areas, whilst higher participation among men in rural areas.



Regional Board Meetings and Approvals

During the reference period 40 Regional Board Meetings have been conducted. Each board is organised with the participants present: Employment Office Directors and Counsellors, Vocational Centre Directors, VTC Trainers and ALMP project members. Application documents prepared for potential beneficiary enterprises and jobseekers were reviewed in these meetings and in 7 regions of Kosovo, 1,141¹³

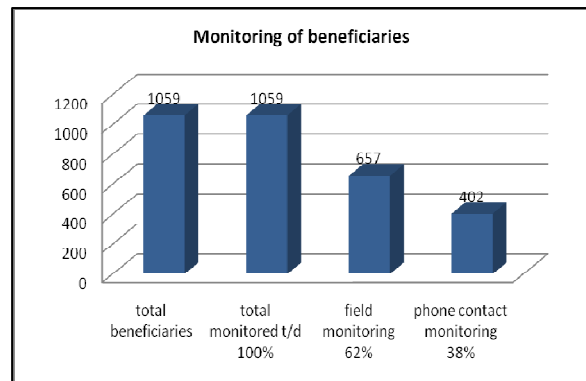


¹³ Target reached 95%

beneficiaries were approved through board meetings. From this total, 1,059 beneficiaries have either completed or are attending training period at institutions or enterprises. The other 82 potential beneficiaries approved by the Board Members during the period have become 'passive' beneficiaries – they have left the training for personal reasons or are found to have not complied with the project criteria during monitoring, hence the agreement terminated. The employment counsellors or the beneficiaries themselves provided written justification for the approved trainees that have not completed the foreseen training period as agreed in the MOU signed. This implies that from the targeted beneficiaries for the reference period, 88 percent have completed or are attending the foreseen training.

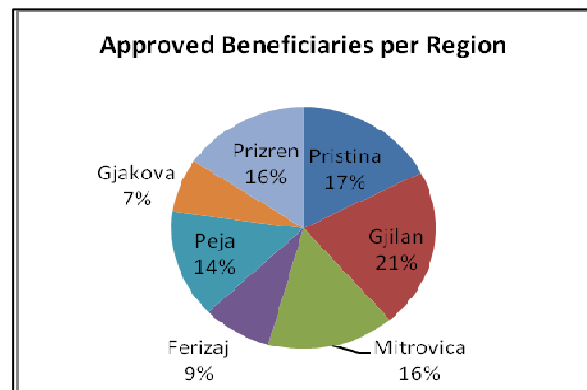
Monitoring

During the reference period, the ALMP team jointly with employment counsellors, monitored all approved active beneficiaries at least once through spot checks and phone calls. Of the 1,059 beneficiaries monitored, 62 percent were visited at workplace and 38 percent have been contacted by phone with the purpose of verifying their attendance, their satisfaction with the training provided, regular receipt of monthly payments by the enterprise etc.



Regional absorption capacity (beneficiaries)

The 1,059 project beneficiaries underwent training at different establishments throughout Kosovo. The employment office absorption rates vary at regional levels, principally subject to the labour market demand, and partially from the performance of the employment offices. The regional share of jobseekers benefiting from the project to date is: Ferizaj 9 percent, Gjakova 8 percent, Gjilan 21 percent, Mitrovica 16 percent, Peja 14 percent, Pristina 17 percent and Prizren 16 percent of total project beneficiaries.

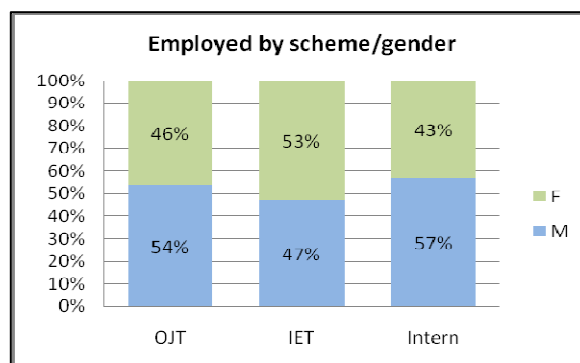


Employment Impact – Project data

The project team has contacted the beneficiaries upon completion of training envisaged to collect information from beneficiaries on their satisfaction with the training provided and to check whether they remained at work after training. To date, out of 515 beneficiaries contacted, 249 stated to have found employment (48% of beneficiaries contacted). Information regarding the 249 that found employment upon completion of training by region, scheme and gender are shown below:

Schemes		OJT		IET		Intern	
Region	Total	M	F	M	F	M	F
Pristina	26	9	11	2	-	1	3
Gjilan	60	15	28	6	8	1	2
Mitrovica	38	19	17	-	-	1	1
Gjakova	14	10	4	-	-	-	-
Ferizaj	15	5	7	1	1	1	0
Prizren	44	23	10	3	3	5	0
Peja	52	21	11	5	7	4	4
Total	245	102	88	17	19	13	10
	249	190		36		23	
	100%	76%		14%		9%	

Regarding gender structure of the beneficiaries that found employment upon completion of training, the results as shown in the graph are satisfactory for the three schemes implemented.



According to the project data, the performance of the schemes is reflected in the table. From the total beneficiaries monitored to check their employment status upon completion of training, 48 percent resulted to have found employment. However, the Internship scheme performance has shown lower employment rate. This is partly explained with the fact that most of the interns contacted have pursued higher education hence have not been interested to continue working or seek employment in another company.

Schemes	OJT	IET	Intern	Ttl
RAW	190	36	23	249
Checked	359	66	90	515
Performance	53%	55%	26%	48%

Output II – Employment prospects improved for vocational education students through promoting work-based training schemes in a gender equitable manner

Activity 2 – Support vocational education students to ease the school to work transition through facilitating work-based apprenticeship schemes in mainly private sector partner enterprises (MEST)

In line with the Law on Professional Vocational Education no. 02/L-42, ALMP project, jointly with implementing partners MEST and MLSW, has tailored a measure aiming at improving facilitation of work-based training or apprenticeships for formal vocational education students. This pilot-project intended to impact and to reverse the high unemployment rate in a preventive aspect through further development of students' skills to enhance employment opportunities among youth. The pilot-project was implemented during May – August 2009. In close cooperation with MEST VET Department and MLSW Employment Department, 40 workdays of practical training in enterprises were offered to 179 12th grade students in partnership with 62 partner enterprises and institutions.

The project in the beginning of 2010 has organised and concluded the conduction of an external evaluation of the pilot-project implemented during 2009 '*professional practice in enterprises for VET students*'. The external evaluation comprised of a field survey, advised by the Policy Unit within UNDP and conducted by Pristina University students during the last quarter of 2009. Data from this survey was analysed and further elaborated by the external evaluator during the reference period. The overall objective of this evaluation was to assess the gross and net impact, conduct cost benefit analysis, evaluate the relevance, efficiency, implementation process and propose options with recommendations as to the next phase of the project and post-project period.

The overall assessment of the pilot project is positive. The Evaluator emphasized the contribution of the pilot scheme towards creation of a structured link between vocational schools and private sector, based on the project's successful experience with enterprises in facilitating training. Through rather innovative approach, by printing and distributing posters and brochures, the project has raised awareness among VET students on basic general safety measures. In addition to few recommendations to improve the efficiency and effectiveness of the scheme, the evaluator also suggests that the experience of the project could also facilitate the discussion between MEST and employers' organisations for scaling up the scheme at the national level.

The survey included 169 beneficiaries/treatment group and 46 non-beneficiaries (control group). Considering that 168 beneficiaries have pursued their education, hence, as a rule not considered in the labour market, it was impossible to assess the gross and net impact on employment. Consequently, without the net impact results it was impossible to calculate the benefits of the programme and therefore conduct cost benefit analysis.

As a result, the assessment of this scheme has focused on evaluating the issues of efficiency and the implementation process in order to identify whether the scheme could be better designed to achieve the intended outcomes. The main findings of the assessment report are elaborated below:

Sub Activity (i) – Career Orientation and Job search assistance for VET students

The sub-activity envisaged organizing and offering career orientation and counselling sessions to students by the MLSW Employment Counsellors; however, these sessions were not provided during the pilot phase because the pilot scheme had started after the closure of the calendar year and therefore it was unfeasible to organize students for provision of these services during the summer holiday period.

The evaluation report emphasized that based on international practices, the provision of career orientation and job search assistance services has been identified as a very useful measure for the further smoothing of the transition process of students from school to work. Therefore, the provision of these services to vocational students was rightly envisaged by the project. However, the expert made the following recommendations for the projects' next phase design:

- Career orientation and job search assistance services should be offered
- It would be more appropriate if career orientation services are provided by the vocational school teachers and job search assistance by the PES
- Job search assistance and counselling sessions should be organized only in groups
- Labour Inspectorate could be invited to provide information on basic labour rights
- Assess the overall level of career orientation information provision
- Facilitate the signature of MOU between MEST and MLSW on provision of job search assistance and basic labour rights.

Sub-Activity (ii) – Safety at work measures

The sub-activity envisaged raising awareness on safety measures undertaken at the workplace. The project team for this purpose designed a brochure and poster on basic general safety measures, and printed and distributed them among vocational schools involved in this programme. In addition, workplace injury insurance coverage for students was provided by the project.

The evaluation report indicated that all interviewed parties considered this activity a useful one. Provision of information on general safety measures was considered as a useful activity not only to try and fill-in the gap in school textbooks on the safety precaution measures but also to raise awareness, especially among vocational students on basic decent work conditions that also encompass the responsibility of the employer towards employees. The recommendation resulting from the evaluation report on this sub activity was to:

- Invite the Labour Inspectorate specialized on work safety measures to provide information on basic work conditions and safety measures at work to vocational education students.

Sub-Activity (iii) - Facilitate work-based training for vocational education students in partnership with the private and public sector enterprises

This sub-activity envisaged direct support to 220 students of 12th grade in 7 regions of Kosovo. Through the pilot-project implemented during May-August 2009, 179 students from 16 VET schools were facilitated work-based training for 40 workdays at 62 establishments. Employment offices have assisted schools when approached to identify enterprises matching the school profiles of the selected students. The Memorandum of Understanding specifying the duties and responsibilities of each party involved in implementation has been signed by the three institutions engaged.

The main evaluation report recommendations for this sub-activity that will be considered during next implementation phase are:

- Draft operational manual and clear roles and responsibilities in terms of who is responsible for contacting enterprise, filling applications, submitting applications etc
- A schools focal point should be chosen to oversee the implementation of the scheme, provide assistance to teachers in fulfilling their duties, review applications
- Establishing Regional Boards for review and approval of applications similar to the project practice with ALMPs
- According to the curricula, most of vocational schools foresee 1.5 days per week of practical work. Then duration of practical training should be at least 52 work days. Provide training throughout of the year based on curricula
- Training plans should be drafted as realities in enterprise will not be fully compatible with the curricula. Training plans should be prepared by the teacher jointly with enterprise
- Schools should be responsible to check only the facilities for the reason to prepare training plans for students
- Remuneration should be provided only to those students with difficult economic conditions tied to additional travel expenses.
- Difficult socio-economic conditions should be defined based on whether the student is a beneficiary of social assistance schemes
- Set criteria to make only SMEs eligible for compensation; Avoid compensation large scale enterprises ad use CSR concept to engage them in practical training

The project organised a meeting with the line ministries involved – the Ministry of Education Science and Technology and the Ministry of Labour and Social Welfare -- as well as the main project donor, Government of Norway. The purpose of the meeting was to present the evaluation findings and the way forward recommended by the external evaluator. The full evaluation report is enclosed as Annex 1.

Assessment Report Follow-up Actions

Following the recommendations of the report, the project organised a workshop with the relevant participants from both ministries, MEST and MLSW, school representatives and Kosovo Chamber of Commerce, to jointly draft the Operations Manual that would facilitate the process of organising work-based training apprenticeship scheme for Vocational Education Students, improve the link between schools and enterprises to assist the MEST in developing policy instruments to implement the Law on Vocational Education (*photos from the workshop*)



The project has presented the assessment report findings and discussed the recommendations of the report. Similarly to previous practices, the workshop participants were divided into working groups with representatives from all the parties present, focusing on the implementation process, the steps, the responsible parties and their duties and tasks. The discussions were conducted on four major topics and the main suggestions drawn are set forward below:

I. Selection Criteria for VET students and Enterprises

- Students of 12th grade to be eligible for benefiting from the project
- Students without previous practical experience to be given priority
- During the selection process, to pay consideration to gender balance and inclusion of minority communities
- Priority should be given to regular students with good performance
- Priority should be given to students belonging to families receiving social assistance benefit
- Priority should be given to students with disabilities
- To support students of those educational profiles facing higher difficulties to pursue practice at enterprises
- To verify the enterprises' capacity to offer practice opportunities for students
- To ensure matching of the education profile and enterprise activity
- The enterprise should have skilled and adequate staff
- To establish coordination between school and employment office in the process of identifying and selecting enterprises

II. Application process and approval of requests

- The school management shall appoint a 'coordinator' as a focal point
- The school, in cooperation with employment office to identify potential enterprises
- Pre-selection of students conform the criteria set forward; preparation of the application documents by the school responsible persons
- Establishment of Approval Boards to scrutinize the applications prepared
- Approval of beneficiaries and initiation of the scheme



III. Duration, quality of practice at enterprises, monitoring and evaluation

- The practical learning in enterprises should be organised throughout the academic year conform the curricula
- The learning plan should be prepared jointly, by professors and enterprise staff
- Monitoring should be done by the school representatives, the enterprise appointed person and the project
- Assessment of achievements should be conducted by the school and enterprise
- There should be individual folders for each students as a mechanism to track attendance, training quality and achievements

IV. Compensation

- Professional practice is obligatory for students just as regular school attendance is, thus no compensation should be foreseen for the students conducting practice as enterprise
- In absence of other government instruments to provide incentives for enterprises, with the project support enterprises offering work-based training should be compensated
- To consider covering the costs of transport and mean for students of families receiving social assistance benefit. Information on social assistance beneficiaries to verify with the Employment Centres
- Considering the current unfeasible possibility for responsible institutions to cover the cost of 'safety at work' insurance, the project should anticipate to cover these costs for students benefiting from the project

Principally, the pilot-project implementation process and the assessment report recommendations were regarded as practical and feasible. The workshop participants have welcomed the initiative to draft the Operations Manual that would be of use by all the schools benefiting from the project in the short term, and in the long term, subject to modifications as necessary, would be a Ministry's guiding book with concrete steps on how to organise practical training in enterprises for VET students. The participants came to an agreement to establish a smaller group of relevant parties early in 2011, which would be members selected by the Ministry as a task force responsible to further elaborate the details of the implementation process and submit the final document for endorsement.

Output III – Capacity of relevant labour market institutions strengthened through technical assistance provided in implementing Employment Strategy of Kosovo

One of the key ingredients for addressing the specific labour market disadvantages of young people revolves around strengthening the capacities of the labour market institutions to organize their interventions along the lines of *individual case management system* (provide individual targeted employment and training service) as a preventive strategy to combat long-term unemployment. The project has achieved significant results in terms of supporting labour market institutions to design and implement various active labour market programmes.

The capacity building of the Public Employment Service, mainly the training and coaching of PES and VTC staff to develop Individual Employment Plans for jobseekers, sequencing of labour market services, conduct skills' needs survey among enterprises, prepare standardized training plans for the delivery of competency- based training to young jobseekers was successfully implemented in cooperation with ILO during 2007 to 2009. Several materials and tools are designed under the project aegis, including Operations Manual to implement active employment measures, guidelines to detect skills needs in the labour market, tools and practices to ease the transition from school to work and promote self employment opportunities among youth etc.

While the central focus of the project will continue to be the implementation of active labour market measures generating employment opportunities and boosting youth employability, UNDP will also provide assistance to MLSW and line institutions to implement relevant parts of the Employment Strategy of Kosovo. The strategy outlines the key labour market constraints to be addressed, particularly in the area

of the investment climate, the education, skills and training system and the labour market institutions, regulations and policies. Establishment of effective labour market institutions to improve employability, ease transition in the labour market, contribute to better matching of demand and supply and help reintegrate vulnerable groups implies undertaking several policy measures such as modernizing employment and training services and the development of a coherent Labour Market Information System (LMIS).

The overall objective of ALMP is to support and facilitate the effective implementation of the Employment Strategy of Kosovo. This will be achieved through the provision of advice and technical support to the Ministry of Labour and Social Welfare to (i) reform its public employment services; (ii) develop a Labour Market Information System; and (iii) develop a legal framework for the implementation of ALMPs.

Activity 3 - Assist MLSW to Modernize and Reform Public Employment Services

PES modernization entails improving further the structure, functions and tools of the Kosovo employment centres in line with the standard requirements of the targeted client oriented provision of services. Inefficiencies in the delivery of employment services will be addressed by redistributing tasks within public employment services and strengthening working relations between the PES and the Vocational Training Centres (VTCs).

During the reference period, the project provided support to the MLSW to conduct a thorough assessment of the Public Employment Services. The PES Expert has been recruited to review and assess the current public employment services, its policy and strategy, the organisational structure and functions, trends in service delivery as well as human and financial resources.

The report highlights the necessity of PES reform, in particular, the need to improve the perception of PES role in the labour market, define the concept of work with key PES clients in order to improve services to clients and strengthen the link with the labour market, define the legal basis for implementation of active employment measures to ensure greater government funds allocation and establishment of a functioning labour market information system. The complete report is enclosed as Annex 2.

The report along with the action oriented work-plan has been developed by the expert in coordination with MLSW and other active stakeholders, as a guiding framework for implementing structural reforms within the public employment service (PES). The recommendations of the report and actions foreseen have been incorporated in the Ministry's Action Plan, along with the measures and activities envisaged in the MLSW Sectorial Strategy and the Kosovo Employment Strategy.

The project will facilitate and assist the MLSW to implement the recommendations and actions emerging from the assessment study in coordination with other donor agencies and implementing partner in the area, respectively, the EC project Technical Assistance to MLSW and Luxemburg Development project.

VI. OTHER PROJECT ACTIVITIES

i) Support private sector enterprises aiming at generating new jobs

ALMP project through close cooperation with the UNV Office in Kosovo and the International NGO Seniores Italia have initiated support to private partner enterprises by utilizing the expertise of highly experienced specialists from Italy. Through short-term advisory services, Seniores Italia supports private and public sector entrepreneurship in developing and transition countries.

The NGO Seniores Italia approved three project requests on sectors such as coffee processing, chocolate and dairy production.

During 21 February to 7 March 2010, Mr. Mario Bottignolo, an expert on coffee processing provided advisory services to the enterprise Cafe EMONEC in Pristina Region. This enterprise has previously partnered with ALMP project in providing training to young jobseekers in 2006. From two of the persons who completed training in this enterprise, one has remained as a regular employee. Mr. Bottignolo, among other interventions, provided assistance and advisory support to the enterprises in the area personnel and competencies required to reach enterprise objectives, production range and capacity, advice to increase sales through enhancing marketing and gave advice on potential supply-chain partners.

During 24 May to 5 June 2010, Mr. Ottorino Chiappa, an expert on chocolate production provided advisory services to the enterprise LIRI in Prizren. The enterprise had also cooperated with ALMP in training provision to young jobseekers of Prizren region. Mr. Chiappa gave new recipes for various chocolate mixed products (spread creams, candies etc), advised them to improve the existing product recipes (biscuits, wafers), packaging, etc. Together with the Liri's employees, Mr. Chiappa tested the production of the new proposed products with the specific ingredients to come up with the desired quality according to acceptable quality standards.

During 6 to 20 November 2010, Mr. Luigino Sibillin, an expert on dairy products has supported the local enterprise Eurolona in Fushe Kosovo, Prishtina region. Enterprise Eurolona is one of the ALMP partner beneficiaries. Since 2006, the enterprise has provided training to 6 unskilled jobseekers, of which 3 project beneficiaries retained as regular employees with the company. The enterprise expressed interest for advisory and on-hand support to enhance the quality of the products, increase competitiveness in the labour market and expand the business. The owner is very satisfied with Mr. Sibillin practical advice and assistance, not only in improving the quality of the existing products, but in producing additional types of cheese, currently being imported products in the labour market.



The project has sought to support partner enterprises with the potential to further develop and expand their businesses, hence generate more employment opportunities. Both partner enterprises were very satisfied and thankful for the support.

ii) Field visit to ALMP beneficiaries by the new Kosovo desk officer at the Norwegian Ministry of Foreign Affairs, Mr. Henrik Malvik

Among UNDP Kosovo projects, the Active Labour Market Programme also welcomed Mr. Henrik Malvik, accompanied by Ambassador Kvale, Deputy Head of Mission, Mr. Hansen, and other representatives from the Royal Norwegian Embassy. ALMP organized a site visit of jobseekers undergoing training at a retailing factory in Mitrovica, Sh.p.k. Euro Commerce. The team visited beneficiaries at workplace, whilst among the present project beneficiaries, some had remained as regular employee after the training period. The owner of the company and the beneficiary employees expressed their appreciation for the support provided by the Government of Norway and to UNDP for implementing the project.



iii) International Day for Professional Opportunities for People with Disabilities

On October 20th, 2010, the Office of Good Governance/Office of the Prime Minister has organized a conference to mark the International Day for Professional Opportunities for People with Disabilities.

Considering ALMPs support to people with disabilities, in line with the National Disability Action Plan 2009 – 2011, specifically the objective *'Integrating persons with disabilities in the open labour market'*, UNDP has been invited as a panel member in this conference, and was represented by the Gender Senior Advisor, Ms. Jocelyne Talbot. Mrs. Talbot in her speech mentioned that UNDP has been committed to job creation since 2005 by working together with relevant government and non-governmental partners to create employment opportunities for youth and other disadvantaged groups, and through enhancing the government's capacity to develop and manage relevant employment policies. She also spoke about UNDP's assistance since 2005 has translated into over 8,500 employment opportunities for young women and men, including the provision of equal opportunities to disadvantaged social groups. The Office of Good Governance representative, Mr. Hajredini, pointed out the importance of UNDP as a partner, and highlighted that ALMP project activities have contributed to achieve one of the objectives in the Action Plan.



iv) Promotion Campaign 'Employment of People with Disabilities – Disability Mentoring Days'

During the month of International Disability Mentoring Days, the project has supported the NGO Little People of Kosovo to promote employment of people with disabilities through media campaign. The NGO, in cooperation with the UNDP Communications team, have prepared the TV and radio clip to promote employment opportunities for people with disabilities. The clips were transmitted in national and local TV and radio stations throughout the month.

v) Half-day workshop with representatives of People with Disabilities

The project in coordination with the Office of Good Governance / Office of the Prime Minister and in cooperation with the Ministry of Labour and Social Welfare, has organised a half day meeting with representatives of People with Disabilities and Regional Employment Directors on 9th of November at the Government Building. The project has taken this initiative to have a joint meeting considering that despite the efforts to support people with disabilities in entering the labour market, only about 2 percent of project beneficiaries since 2005 are persons with disabilities. During the meeting, the participants have been invited to discuss the challenges that people with disabilities face in entering the labour market, to share knowledge and experience aiming at jointly tailoring an active employment measure to better facilitate training opportunities for people with disabilities and enhance their employment prospective.

The project has presented the methodology proposed to facilitate training opportunities for people with disabilities, the parties involved and their responsibilities in the implementation process, criteria for selection of beneficiaries etc. As a result of this meeting, the participants made some recommendations related to the methodology presented by the project, including their request on higher flexibility regarding the age-group eligibility, to consider engagement of attendant or translator to accompany certain persons with special needs during the training period at enterprise or institution, to consider placing persons with disabilities within employment offices as best positioned to provide counselling and disseminate the possibilities to benefit from the project, to discuss and clarify with the relevant Institution the issue of receiving incentive from the project so as not to affect the regular receipt of benefit as assigned by the government.



These and other recommendations shall be taken into consideration when implementing the active employment measure to integrate people with disabilities in the labour market.

VII. FINANCIAL IMPLEMENTATION

The project is being implemented since 2005 in cooperation with the Ministry of Labour and Social Welfare. Cooperation was expanded with Ministry Education, Science and Technology. The total project funding since 2005 is shown in the table below, broken down by respective donor organisations:

Sources of project funds	Previous period funding (2005-2009)	New funding received in 2010	Total Project Funds by Donors
Government of Norway	\$3,425,117.58	\$1,298,899.76	\$4,724,017.34
Kosovo Gov. PISG 30071	\$271,205.23	\$0.00	\$271,205.23
Kosovo Gov. PISG 30072	\$1,254,851.23	\$0.00	\$1,254,851.23
Government of Denmark	\$616,243.45	\$0.00	\$616,243.45
UNDP	\$18,500.00	\$0.00	\$18,500.00
Total funds	\$5,585,917.49	\$1,298,899.76	\$6,884,817.25

In 2010, ALMP project has received the second instalment from Government of Norway, as per the Cost Sharing Agreement signed in 2009, an amount equivalent to USD 1,298,899.76, adding up the available cash to USD 1.6million. In line with the revised project work plan, the approved budget for 2010 was 1 mil\$.

As in the detailed table below, through MOUs signed with enterprises and trainees, about USD 660,000 have been committed, of which about USD 218,000 are due to be paid in 2011. The general management support services fee¹⁴ and the communications fee for the new funding received are also committed to be transferred to the respective UNDP account in 2011.

Funds received 2005 -2009	\$5,585,917.49
Expenditures 2005 – 2009	\$5,277,185.68
Balance as at Dec 2009	\$308,731.81
New funds received in 2010	\$1,298,899.76
Available funds 2010 (a)	\$1,607,631.57
Approved Budget 2010 (b)	\$1,000,000.00
Committed (due for payment in 2011)	\$317,000.00
Disbursed as at Dec 2010	\$654,477.74
Total expenditures in 2010	\$971,477.74
Balance of Approved Budget as at Dec 2010 (c)	\$28,523.26
Available funds - 2011 activities (a-b+c)	\$636,154.83

The detailed financial report, of the approved budget in 2010 is enclosed.

¹⁴ GSM services 7% and Communications fee 1% of the new funding received equivalent to 99,000\$

Improve employment prospects among disadvantaged youth through active empl. measures				BUDGET	COMMITTED	DISBURSED	TTL. EXPEND.	BALANCE
30000	NOR	71400	Contractual Services - Individ	60,000.00	0.00	59,494.06	59,494.06	505.94
30000	NOR	71600	Travel	2,000.00	0.00	843.88	843.88	1,156.12
30000	NOR	72100	Active Employment Measures/direct assistance (OJT,IET,lsch)	663,493.27	218,000.00	443,259.80	661,259.80	2,233.47
30000	NOR	72200	Equipment and Furniture	1,500.00	0.00	586.08	586.08	913.92
30000	NOR	72400	Communic & Audio Visual Equip	3,500.00	0.00	3,180.03	3,180.03	319.97
30000	NOR	72500	Supplies	2,000.00	0.00	1,547.98	1,547.98	452.02
30000	NOR	72700	Hospitality/Catering	1,000.00	0.00	412.44	412.44	587.56
30000	NOR	72800	Information Technology equipment	144.93	0.00	144.93	144.93	0.00
30000	NOR	73100	Rental & Maintenance-Premises	16,000.00	0.00	15,987.25	15,987.25	12.75
30000	NOR	73400	Rental & Maint of Other Equip	2,000.00	0.00	1,717.41	1,717.41	282.59
30000	NOR	74200	Audio Visual&Print Prod Costs	2,500.00	0.00	2,123.25	2,123.25	376.75
30000	NOR	74500	Miscellaneous Expenses	6,000.00	0.00	5,941.36	5,941.36	58.64
30000	NOR	75000	General Management Support UNDP (7%+1%)	52,925.00	33,000.00	19,925.00	52,925.00	0.00
30071	PISG	72100	Contractual Services-Companies	995.62	0.00	995.61	995.61	0.01
ACTIVITY1				814,058.82	251,000.00	556,159.08	807,159.08	6,899.74
Enhance practical skills of VET students through apprenticeships to ease the school to work transit				BUDGET	COMMITTED	DISBURSED	EXPENDITURE	BALANCE
30000	NOR	71300	Local Consultant	2,941.18	0.00	2,941.18	2,941.18	0.00
30000	NOR	71400	Contractual Services - Individ	45,000.00	0.00	44,082.58	44,082.58	917.42
30000	NOR	71600	Travel	1,000.00	0.00	823.56	823.56	176.44
30000	NOR	72100	Apprenticeship for VET students	11,000.00	0.00	8,316.08	8,316.08	2,683.92
30000	NOR	72200	Equipment and Furniture	2,000.00	0.00	586.08	586.08	1,413.92
30000	NOR	72400	Communic & Audio Visual Equip	3,500.00	0.00	3,137.27	3,137.27	362.73
30000	NOR	72500	Supplies	2,000.00	0.00	1,549.41	1,549.41	450.59
30000	NOR	72700	Hospitality/Catering	1,000.00	0.00	253.96	253.96	746.04
30000	NOR	73100	Rental & Maintenance-Premises	15,000.00	0.00	14,452.07	14,452.07	547.93
30000	NOR	73400	Rental & Maint of Other Equip	2,000.00	0.00	1,764.28	1,764.28	235.72
30000	NOR	74200	Audio Visual&Print Prod Costs	2,500.00	0.00	1,887.22	1,887.22	612.78
30000	NOR	74500	Miscellaneous Expenses	2,000.00	0.00	227.92	227.92	1,772.08
30000	NOR	75000	General Management Support UNDP (7%+1%)	33,000.00	33,000.00	0.00	33,000.00	0.00
ACTIVITY2				122,941.18	33,000.00	80,021.61	113,021.61	9,919.57
Provide TA to the MLSW and other relevant line ministries to implement the Employment Strategy				BUDGET	COMMITTED	DISBURSED	EXPENDITURE	BALANCE
30000	NOR	71200	International Consultants	15,000.00	0.00	13,750.00	13,750.00	1,250.00
30000	NOR	71300	Local Consultants	2,000.00	0.00	0.00	0.00	2,000.00
30000	NOR	71600	Travel	6,000.00	0.00	5,955.29	5,955.29	44.71
30000	NOR	72100	Training/Workshops	2,000.00	0.00	119.13	119.13	1,880.87
30000	NOR	72700	Hospitality/Catering	1,500.00	0.00	35.65	35.65	1,464.35
30000	NOR	74200	Audio Visual&Print Prod Costs	1,500.00	0.00	1,030.29	1,030.29	469.71
30000	NOR	74500	Miscellaneous Expenses	2,000.00	0.00	0.00	0.00	2,000.00
30000	NOR	75000	General Management Support UNDP (7%+1%)	33,000.00	33,000.00	0.00	33,000.00	0.00
<i>Realized Loss</i>						752.05	752.05	-752.05
<i>Realized Gain</i>						-3,345.36	-3,345.36	3,345.36
ACTIVITY 3				63,000.00	33,000.00	18,297.05	51,297.05	11,702.95
Total Project Budget 59584				1,000,000.00	317,000.00	654,477.74	971,477.74	28,522.26
				UTL	32%	65%	97%	3%

VIII. ANNUAL WORK - PLAN 2011

ANNUAL WORK PLAN – ACTIVE LABOUR MARKET PROGRAMME FOR YOUTH

Year: 2011

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET			
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount	
Output 1 Employability and job creation among young women and men strengthened through direct active employment measures <i>Indicator: Number of young men and women jobseekers enrolled through active employment measures</i> <i>Baseline: Public employment services have limited capacities to sequence active employment measures based on individual needs of jobseekers</i> Gender Marker & Rationale Rating & 8PA & GES (score3) Rationale 8PA : gender responsive post crisis recovery from authorities and private sector GES#3/4/3/10 enhanced national, local capacities of institutions & mechanism to facilitate economic opportunities Related CP outcome: Relevant institutions have	Activity Results: - At least 600 registered young jobseekers offered training and employment opportunities through targeted active employment measures. - Equal opportunities provided to women and men -Inclusion of minority communities at least 10 percent - At least 15 percent of beneficiaries are people with disabilities					MLSW/DLE (REC; MEO; VTC) UNDP	NOR	Project team	45,120	
									Operational expenses	49,300
									Miscellaneous (bank charges, ISS) ¹	6,000
		1.1. Provide Job search assistance and counselling to young women and men jobseekers potential ALMP beneficiaries	X	X	X	X	MLSW EO	NOR	*No cost implications	-
		1.2. Facilitate non-vocational and vocational skills training for young women and men	X	X	X	X	MLSW/UNDP	NOR	*included in 1.3.	-
		1.3. Implement various active labour market measures in partnership with private sector and institutions	X	X	X	X	MLSW/UNDP	NOR	Training / employment measures	667,000
		1.4. PES and VTC staff capacity development in implementing the project schemes	X				MLSW/UNDP	NOR	Training/workshop	15,000
		1.5. Facilitate Regional Approval Boards	X	X	X	X	MLSW/UNDP	NOR	*Costs included in Staff and Oper. exp	
		1.6. Awareness raising, among the private sector in particular, on the rights and skills of people with disabilities	X	X			UNDP/MLSW/ NGOs/Assoc.	NOR	Promotion material	10,000
		1.7. Promote 'quota' on regional basis to ensure gender equality and inclusion of vulnerable groups	X	X	X	X	UNDP	NOR	*Costs included in Staff and Oper. exp	
	1.8. Constant monitoring of beneficiaries to ensure training attendance and quality assurance	X	X	X	X	UNDP/MLSW	NOR	*Costs included in Staff and Oper. exp		
	1.9. Timely process the requests for compensation of beneficiaries	X	X	X	X	UNDP	NOR	*Costs included in Staff and Oper. exp		

¹ Details are in the attached Procurement Plan 2011

capacity and regulatory mechanisms in place to support economic development and generate sustainable employment in a gender-sensitive manner		X	X	X	X	UNDP	NOR	*Costs included in Staff and Oper. exp		
	1.10. Asses the employment impact through project mechanisms (gender lens& inclusive) established									
								NOR	Total output 1	792,420
Output 2	Activity Results: - Work-based apprenticeship training in enterprises facilitated for <u>2,000</u> men and women VET students. - Improved link between schools and enterprises - Employment prospects enhanced for VET graduates - Enhanced competencies of school responsible officials to organise, monitor and evaluate apprenticeship scheme - Career Orientation and Labour Market information provided to VET students - Safety Measures at Work and Labour Rights information sessions organised for VET students - Equal opportunities provided to women and men VET students - Inclusion of vulnerable groups					MEST MLSW UNDP	NOR	Project team Operational expenses Miscellaneous expenses (bank charges, ISS) ²	45,120 49,300 6,000	
Employment prospects improved for vocational education students through promoting work-based training schemes in a gender equitable manner		Q1	Q2	Q3	Q4					
Indicator: Number of men and women students facilitated work-based training as foreseen in the Law for Vocational Education (dual system); number of enterprises and institutions providing apprenticeship opportunity to VET students										
Baseline: Vocational Education Institutions have limited capacities to implement 'practical learning and professional training in enterprises' as envisaged in the curricula and the law										
Gender Marker & Rationale Rating & 8PA & GES										
Score 3										
In line with the Gender Equality Law of Kosovo section gender education & employment (implementation : same as up above										
	2.1. Finalize the Operations Manual to govern implementation of apprenticeship scheme inkling all gender practices)	X				UNDP/MEST/MLSW	NOR	Working group meet.	1,000	
	2.2. Provide training as necessary to partner schools and responsible parties involved in facilitating work-based learning based on OM	X	X			UNDP/MEST	NOR	Training/workshop costs	15,000	
	2.3. Facilitate work based apprenticeship for (young girls and young boys) students	X	X	X	X	UNDP/MEST/MLSW	NOR	Work-based training for VET students	340,178	
	2.4. Establish regional approval board meetings/criteria GE/gender parity	X	X	X	X	UNDP/MEST/MLSW	NOR	*No cost implications	-	
	2.5. Provide safety at work insurance for student beneficiaries	X		X		UNDP	NOR	Insurance coverage	13,000	
	2.6. Initiate cooperation with employment office counsellors to provide labour market information to students (equal opportunity)			X	X	UNDP/MEST/MLSW	NOR	*Costs included in Staff and Oper. exp		
	2.7. Initiate cooperation with Labour Inspectorate to provide information on safety measures at work and basic labour rights			X	X	UNDP/MEST/MLSW	NOR	*Costs included in Staff and Oper. exp		

² Details are in the attached Procurement Plan 2011

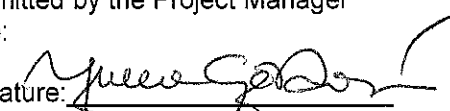
<i>Related CP outcome:</i> Relevant institutions have capacity and regulatory mechanisms in place to support economic development and generate sustainable employment in a gender-sensitive manner	2.8. Ensure gender equality through selection of school types and profiles eligible to benefit	X		X			UNDP/MEST	NOR	*Costs included in Staff and Oper. exp	
	2.9. Ensure minority communities through target quota on regional basis	X		X			UNDP/MEST	NOR	*Costs included in Staff and Oper. exp	
	2.10. Monitoring and quality check *	X	X	X	X		UNDP/MEST	NOR	*Costs included in Staff and Oper. exp	
	2.11. Timely process the requests for compensation		X		X		UNDP	NOR	*Costs included in Staff and Oper. exp	
	2.13. Dissemination of project activities; promotion material; expression of interest publications etc	X		X			UNDP/MEST	NOR	Printing	2,000
								NOR	Total output 2	471,598
Output 3 <i>Capacity of relevant labour market institutions strengthened through technical assistance provided in implementing Employment Strategy of Kosovo</i> <i>Indicator:</i> <i>Indicative activities implemented; output targets reached, as listed.</i> <i>Baseline: Relevant Ministries require technical assistance to implement the indicative activities foreseen in the Employment Strategy</i> Gender Marker & Rationale Rating & 8PA & GES (up Above) Score 2 GES#3/4/3/10 enhanced national, local capacities of institutions & mechanism to facilitate economic opportunities <i>Related CP outcome:</i> Relevant institutions have capacity and regulatory	Activity Results 3. - A functional labour market information system established based on additional needs identified for labour market information - Legal framework for ALMPs defined - Relevant recommendations of PES assessment report implemented aiming at Modernizing Public Employment Services in line with the Ministry's strategies and action plans - Cooperation established between MEST and MLSW and other relevant institutions in implementing the Law on Vocational Education (apprenticeship for students)	Q1	Q2	Q3	Q4	MLSW UNDP	NOR	Project team	22,560	
									Operational expenses	21,600
									Miscellaneous expenses ³	3,000
	3.1. In cooperation with the international and local experts assess the needs to establish a functioning LMIS Labour Market Information System/gender dimensions/HR/TORs/study	X					MLSW/UNDP	NOR	Int. consultant (*gender dimension)	20,000
	3.2. In close cooperation with the MLSW as senior beneficiary, define the development concept of the labour market information system	X					MLSW/UNDP	NOR	*included in 3.1.	-
	3.3. Purchase of the LMIS software application through competitive bidding		X	X			MLSW/UNDP	NOR	Purchase of software	110,000
	3.4. Define necessary actions and establish a group responsible (equal opportunity) to implement LMIS		X	X			MLSW/UNDP	NOR	Working group costs	2,000
	3.5. Organise a thorough assessment of ALMPs implemented to date by agencies	X	X	X			UNDP	NOR	International and local consultant	40,000
3.6. In cooperation with the MLSW legal office, draft the Admin Instruction to define the services provided by PES in general terms (the what?)		X	X			MLSW/UNDP	NOR	Int. consultant *gender perspective	15,000	

³ Details are in the attached Procurement Plan 2011

mechanisms in place to support economic development and generate sustainable employment in a gender-sensitive manner	3.7. Based on the assessment findings, draft the unified Operational Procedures of designing, implementing and monitoring active employment measures (the how?)			X	X	MLSW/UNDP	NOR	Int. consultant *	15,000
	3.8. Formulation of the mission statements for the Employment Service (Gender equality, parity opportunity and services)	X	X			MLSW/UNDP	NOR	Int. Consultant*	15,000
	3.9. Assist MLSW in developing the Integrated Concept of work with key PES clients: the unemployed and employers		X	X		MLSW/UNDP	NOR	Contractual services*	20,000
	3.10. Conducting feasibility study for developing a multi channel services delivery in PES			X	X	MLSW/UNDP	NOR	Int. Consultant *(including travel/DSA)	30,000
	3.11. Provide support to ensure full scale operation and usage of SIMP	X	X			MLSW/UNDP	NOR	Contractual Services*	10,000
	3.12. Travel Expenses for the missions (DSA, travel costs)	X	X	X	X	UNDP	NOR	Travel	25,000
							NOR	Total Output 3	349,160
						UNDP	NOR	UNDP Management support fee (7%) and	175,000
								UNDP Visibility-Promotion fee (1%)	25,000
								TOTAL	1,813,178

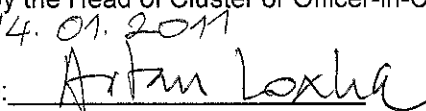
Name: Yilka Gerdovci
Submitted by the Project Manager
Date:

Signature:


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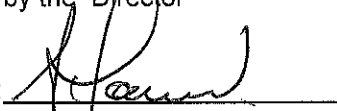
Name: Artan Loxha
Cleared by the Head of Cluster or Officer-in-Charge
Date: 14. 01. 2011

Signature:



Name: Parviz Fartash
Approved by the Director
Date:

Signature:


Artan Haxhiu O.T.C.

ANNEX 1. Assessment Report – 'Professional practice at enterprise for VET students'

Evaluation of the Pilot-Project
“Professional Practice at Enterprises for Vocational Education Students”

Evaluation Report

January 2010

Table of Contents

Table of Contents	
List of abbreviations	3
Executive Summary	4
1. Introduction	5
2. Methodology	6
3. Review of the literature	8
3.1. Main features of the apprenticeship programmes	9
3.2. Apprenticeships in transitional countries	10
3.3. The legal requirement for practical training in Kosovo	11
4. Assessment.....	11
4.1. Employment impact and cost benefit analysis	11
4.2. Implementation process and design issues.....	12
4.3. Student’s satisfaction.....	20
5. Conclusion and Recommendations	22
5.1. Scaling up the programme.....	23
References:.....	24
Annexes.....	25

List of abbreviations

AI	Administrative Instruction
ALMP	Active Labour Market Programmes
ALMPY	Active Labour Market Programme for Youth
CoC	Centre of Competence
CVET	Council for Vocational Education and Training
EC	European Commission
EU	European Union
GTZ	Gesellschaft für Technische Zusammenarbeit
KAA	Kosovo Accreditation Agency
LI	Labour Inspectorate
MEST	Ministry of Education, Science and Technology
M&E	Monitoring and Evaluation
MEO	Municipal Employment Offices
MLSW	Ministry of Labour and Social Welfare
MOF	Ministry of Finance
MOU	Memorandum for Understanding
NQA	National Qualification Authority
NQF	National Qualification Framework
OECD	Organization for Economic Cooperation and Development
OM	Operational Manual
PES	Public Employment Service
POEs	Publicly Owned Enterprises
SME	Small and Medium Size Enterprises
SOEs	Socially Owned Enterprises
UNDP	United Nations Development Programme
VET	Vocational Education and Training
VTCs	Vocational Training Centres

Executive Summary

In 2009, based on its experience with enterprise-based trainings and the standard curricula's requirements of vocational schools, the UNDPs Active Labour Market Programme (ALMP) for Youth (ALMPY), in cooperation with the Ministry of Education Science and Technology (MEST) and with financial support provided by the Government of Norway, initiated a pilot scheme called 'professional practice at enterprises.' The scheme offered 40 workdays of practical training in enterprises during the periods of May – August 2009 to selected vocational education students with the aim of further developing their skills and increasing their employability. During this period, 179 students from 16 vocational schools (Kosovo-wide) enrolled in the 12th grade were selected to participate in the pilot-project. These students were mainly placed at private enterprises, and at some public sector enterprises and institutions¹ to undergo professional practical learning.

The overall objective of this report was to evaluate the pilot scheme thoroughly and look at the employment impact, design, operational and implementation issues, client satisfaction, as well as whether there are better ways (i.e. alternatives, best practices and lessons learned) of approaching the issues before the scheme is up-scaled. For this reason, a survey of beneficiaries and the use of a control group were carried out. Evaluation of the pilot project was further based on a desk review of the project related documents and a review of available literature and key informant interviews.

The overall assessment of the pilot scheme is positive. The project through this pilot scheme has contributed positively towards creation of structured links between vocational schools and the private sector. The project has used successfully its own experience with enterprises for expansion of training places offered to vocational education students. Furthermore, the project envisaged providing career orientation and job search assistance services for smoothing the transition process of students from school to work. Rather innovatively, the project raised awareness among students by designing, printing and distributing brochures and posters on basic general safety measures.

However, the evaluation has also identified certain modification requirements to improve the efficiency and effectiveness of the scheme. In order to improve targeting, the project is recommended to soften and clarify the selection criteria, and focus on profiles where the supply of training places is much lower than the demand for training places. In order to improve efficiency, the project should limit the remuneration only to SMEs and to additional travel expenses for social assistance beneficiary students. In order to facilitate the implementation

¹ In total 57 private enterprises, 1 publicly owned enterprise and 4 public institutions participated to this programme.

process, the project should prepare an operational manual, clarify roles and responsibilities of all parties and actors involved, and select focal points for each vocational school.

The experience of this project could also facilitate the discussion between MEST and the employers' organizations for up-scaling the scheme at the national level. Similarly, using the experience with the Operational Manual drafted for this scheme, the MEST could consider finalizing the Administrative Instruction to standardize the cooperation between vocational schools and local businesses.

1. Introduction

Since 2004, the United Nations Development Programme (UNDP) has been assisting Kosovo's institutions, particularly the Ministry of Labour and Social Welfare (MLSW), to introduce a number of active labour market programmes (ALMPs). Throughout this period, the Ministry of Labour and Social welfare with its Public Employment Service has piloted and expanded various active labour market measures targeted to increase employment prospects for the disadvantaged youth. This includes on the job training, pre-employment training, institutional and enterprise based training, wage subsidies and internships schemes.

In 2009, based on its experience with enterprise based trainings and the standard curricula's requirements of vocational schools, the UNDPs Active Labour Market Programmes (ALMP) for Youth (ALMPY) in cooperation with the Ministry of Education Science and Technology (MEST), initiated a scheme called 'professional practice at enterprises.' This scheme sought to support formal vocational education students to implement an important part of the standard curricula's requirements 'professional practice at enterprises,' and in this way enabled students to put their theoretical knowledge gained into practice and allow them to have direct contact and experience with an enterprise. The scheme anticipated providing (i) career orientation and counselling for vocational education students; (ii) information on safety measures at enterprises before students' participation in the practical training; iii) professional practical learning and training at enterprises.

The scheme offered 40 workdays of practical training in enterprises during the periods of May – August 2009 to selected vocational education students with the aim to further develop their skills and increase their employability. During this period, 179 students from 16 vocational schools (Kosovo-wide) enrolled in the 12th grade were selected to participate in the pilot-project. These

students were mainly placed at private enterprises, and at some public sector enterprises and institutions² to undergo professional practical learning.

This scheme was implemented on a pilot basis. The overall objective was to evaluate the pilot scheme thoroughly and look at the employment impact and design issues, operational and implementation issues, client satisfaction and whether there are better ways (i.e. alternatives, best practices and lessons learned) of approaching the issues related to the intended project outcome before the scheme is up scaled. The outcome of the evaluation will be to indicate any adjustments to the scheme and contribute to the articulation and improvement of this measure for the next project implementation phase, which implies expansion of activities to support training places for vocational education students, including up scaling activities at the level of policy design. This piloting is being realized with the engagement of three parties: the MEST, the MLSW and the ALMPY, in close cooperation with private sector enterprises. The project team consisted of a project manager, three project officers who primarily looked after the planning, monitoring and evaluation functions, and one finance/administration associate. The project was funded by the Government of Norway.

This evaluation report is organized into five sections. Section two explains the methodology of the evaluation. Section three presents the review of the literature and key aspect of practical training in enterprises; section four presents the key findings from the assessment of the project, and finally, section five highlights key conclusions and sets out recommendations for further development of this scheme.

2. Methodology

The overall objective of the evaluation is to i) make an assessment on the gross and net impact of the scheme on employment; ii) conduct cost benefit analysis; iii) evaluate the efficiency of the implementation process of the pilot-scheme; and iv) propose recommendations for the next phase of the project and post-project period with a view for up scaling the project support.

The **impact evaluation** is intended to determine more broadly whether the scheme had the desired effect on beneficiaries (whether beneficiaries are employed), and whether those effects are attributable to the scheme intervention. There may be other factors or events that correlate with the outcomes (beneficiaries being employed) that are not caused by the project support. To ensure methodological rigor, an impact evaluation needs to estimate what would have happened had the scheme never taken place or what otherwise would have been true (counterfactual

² In total 57 private enterprises, 1 publicly owned enterprise and 4 public institutions participated to this programme.

factor). Determining the counterfactual is at the core of the evaluation design. This is accomplished through the use of a quasi-experimental analysis technique and comparison or control groups (those who do not participate in a program or receive benefits), which are subsequently compared with the treatment group (individuals who do receive the intervention). For this reason, a survey of beneficiaries and the use of a control group were carried out to collect information about their employment status and perceptions on the training programme offered to beneficiary students. The survey included 169 beneficiaries-treatment group and 46 non-beneficiaries (control group). The treatment group includes the participants in the programme, while the control group is composed of persons who have not participated in the programme and who have the same characteristics as the participants. A comparison group is constructed as similar as possible to the treatment group as the comparison groups needs to resemble the treatment group, at least in observed characteristics. A survey with enterprises that participated in this scheme was also carried out to collect their feedback on the each phase of the training programme. About 30 enterprises were interviewed. The survey questionnaires are attached in the annex to the evaluation report for ready reference.

On the other hand, **Cost-benefit or cost-effectiveness evaluations** assess scheme costs (monetary or nonmonetary), in particular their relation to alternative uses of the same resources and to the benefits being produced by the project. The benefits include the net impacts of the scheme on the participants (benefits generated from beneficiaries being employed compared to the non-participants), as well as other benefits arising for the rest of the economy; the costs include the spending that the scheme involves.³

Finally, the evaluation of the implementation process and efficiency issues looks primarily at the design, operational and implementation aspects of the programme and tries to find out whether the scheme can be better designed to achieve the intended outcomes (impact and efficiency).

Evaluation of the ALMPY pilot project was further based on a desk review of the project related documents and a review of available literature and key informant interviews. Key informant interviews were held with members of the UNDP project team, two VET Inspectors, two Vocational school principals/deputy principals, teachers and representatives from the Chamber of Commerce, Employment Offices, and Ministry of Education, Science and Technology (MEST). All the meetings were arranged and facilitated by the UNDP project team.

³ The main steps of cost-benefit and cost-effectiveness analysis are to identify all project costs and benefits and then compute a cost to effectiveness ratio. The cost-effectiveness ratio (R) is then $R = \text{cost/unit (or benefit)}$. This ratio can then be compared across interventions to measure efficiency.

3. Review of the literature

There is a vast amount of literature on the work based learning schemes, apprenticeships or dual systems.⁴ Review of this literature shows that the work based learning schemes for vocational education students (apprenticeships or dual systems) have proven quite successful in giving young people a good start in the labour market.⁵ Indeed, countries with widespread apprenticeship schemes such as Denmark, Germany and Switzerland, have the lowest unemployment rate for youth among the OECD countries, while Austria is still well below the OECD average for the same indicator. Avoiding early labour market difficulties is particularly important for youth as rich literature shows that long unemployment experiences related to labour force entry may have persistent negative effects on employment probabilities and wages later in life.⁶

A recent OECD study of the transition from school to work singled out the dual system apprenticeship countries of Europe on the grounds that they promoted more favourable youth transitions from school to work than non-apprenticeship countries (OECD, 2000). A recent wide-ranging survey of the school to work literature concluded that apprenticeship does tend to increase the employment content of early working life, although effects on pay and promotion are less clear (Ryan, 2001). One of the principal reasons for relatively smooth school to work transition in dual system countries is the superior matching of training to labour market demand that results from apprenticeship training being contingent on the offer from employers. The lack of linkage between school education and workplace may hinder the smooth transition from school to work for a graduate, which in turn may cause problems in the graduate's career development. Van der Velden *et al.* (2001) also shows that European countries with apprenticeship systems enjoy better youth employment quality patterns, particularly in terms of larger employment shares in skilled occupations and in high-wage sectors, than do those with little or no apprenticeship.

⁴ 'Dual system' refers to the fact that apprentices are trained and educated in two places concurrently, namely the employer's premises and while on day or block release, at the vocational school. Such systems where class-based and work-based training are provided in parallel are known as "dual" systems. There are also other forms of apprenticeships. In Norway for example, vocational students spend the first two years in vocational schools and the last two years in enterprises.

⁵ While overall and youth labour market outcomes are influenced by many factors (labour demand being one of the most important factors), countries with well-functioning apprenticeship schemes have more favourable youth/adult employment outcomes.

⁶ See Nerendranathan and Elias, 1993, Gregg, 2001, and Gregg and Tominey, 2005

3.1. Main features of the apprenticeship programmes

Apprenticeship plays a significant role in skill development and youth education and training post-16 year olds. This more specifically relates to developed countries⁷ and has more recently gained more traction in developing countries.

Percentage of young people entering the apprenticeship programmes:

The German-speaking dual-system countries have a strong apprenticeship tradition. In Germany and Switzerland, some two thirds of all young people embark on apprenticeship training; in Austria around 40 percent do so. Currently, around a third of young people in Denmark and the Netherlands gain a vocational qualification through apprenticeship, and in France, 20 – 25 percent of young people enter apprenticeship programmes.⁸

Training programmes:

In most countries, the duration of apprenticeship programmes is fixed (from 1.5 to 4 years) based on differing occupations. In a “dual” system framework, youths spend some time in educational institutions and the remainder at the workplace. The contents of enterprise-based training are determined and regulated at the national level jointly by government, employers and union’s representatives. In most of the countries, a formulation of the broad curriculum for each course, duration, objectives and examination standards are determined as a result of consultation between the relevant employer and employee sector organisations. Usually, between 50-70 percent of an apprentice’s time period is spent in the workplace. The balance is divided roughly equally between general and more occupationally-focused technical education.

Finding an apprentice place:

In all European countries, responsibility for finding an apprentice place rests with the young person. However, the vocational schools, training centres, and chamber of commerce play an important role in assisting the youngster in finding an apprentice place. In Germany, the chamber of commerce has a responsibility at the local level for oversight of apprenticeship agreements between young people and firms. They also provide sites that list all apprenticeship places offered locally in a range of recognised occupations.

Monitoring:

Normally, the vocational schools training centres and in some countries the chamber of commerce, are responsible for oversight and monitoring of apprenticeship in firms. Usually, when more than one body is responsible for oversight and monitoring, these bodies set up a

⁷ Most important are the German-speaking ‘dual system’ countries; Austria, Germany and Switzerland. In addition, France, Denmark, the Netherlands and the UK all have significant numbers in apprenticeship programmes.

⁸ In France, apprenticeship numbers have grown very rapidly in recent years and this makes France an interesting case.

committee comprising of representatives from employers and employees and vocational school teachers to perform this role.

Assessment and certification:

At the end of the apprenticeship period, qualifications are awarded on the basis of written and practical examinations, set and marked by external examiners. Completed apprenticeship leads to nationally recognized qualification. The so-called competent bodies issue certificates, which are recognized throughout a country. In Denmark and Switzerland, the continuous evaluation of dual training programmes is highly developed and examination systems in these countries avoid a reduction of the assessment to one or two single examination dates.

Financing apprenticeship

In the dual system's traditional model, firms usually meet the cost of on-the-job training requirements (Working/protective clothing, apprentice wages⁹ and other in-company costs) while the government finances off-the-job vocational schooling. Employers in the traditional model did receive some benefits through tax rebates but these were small in relation to overall costs. However, over the last decade, firms have found participation by employers and young people in apprenticeships increasingly burdensome due to changes in the demand for skills as a result of technological innovation, and increased pressures on firms from stronger competition on world product markets. For this reason, more and more companies find the effort and the responsibility of training an apprentice too high and become more reluctant to recruit.¹⁰ In order to maintain a supply of apprentice places sufficient to meet the demand, governments in these three countries have been obliged to increase the level of subsidies to support the additional places needed.¹¹

3.2. Apprenticeships in transitional countries

In the centrally planned economic systems, there were sufficient training places offered to vocational education students. This was achieved since enterprises in the socialist economy were under state ownership and for the most part, they were obliged to provide training places for vocational school students. During the process of economic transformation, the number of training places for vocation students decreased significantly along with the privatization process,

⁹ Young people are paid a training allowance set at roughly one third of the adult skilled rate for that occupation.

¹⁰ This is particularly true for small and medium-sized enterprises which become harder to motivate to engage in training youth.

¹¹ In Austria, the government continues a policy initiated in the late 1990s of offering financial incentives to firms to offer places (€1000 per firm and per apprentice) in the form of tax rebates. In France, apprenticeship operates on a levy/grant basis. In Denmark, wages while attending off-the-job training in college are 90 percent refunded by grants from a collective employers' fund (AER). In the Netherlands, tax breaks are offered to firms that train apprentices. In the UK, what is characterized as a 'quasi-market' in the provision of apprenticeship places in companies, means that for-profit training companies contract with the government to seek out the required number of apprentice places in firms.

closure of non-profitable state owned enterprises and entry of new private ownership enterprises. At present, many of the transitional countries still continue to face challenges in expanding the coverage of work based learning programmes.

In general, transitional countries faced difficulties in adopting large scale dual types of apprenticeships. This is typically explained by a lack of institutional factors, such as ,a social partnership between government, employers and unions and active involvement of all parties engaged, training culture within the firm, financing arrangements, qualification and certification arrangements and the regulatory framework.¹² These conditions are not easy to establish in a rather short time and makes it difficult to re-introduce apprenticeship systems on a wider scale in countries of transition.

3.3. The legal requirement for practical training in Kosovo

The law on VET (Law No. 02/L-42) allows the establishment of Dual forms of formal vocational education and training, in which practical training and experience could be undertaken in enterprises, acting under contractual arrangements reached with the education and training institution responsible for the programme. Based on this law, the conditions and criteria governing such a provision will be set in an Administrative Instruction (AI), to be issued by the MEST, taking into account advice from the Council for VET.

4. Assessment

4.1. Employment impact and cost benefit analysis

A survey was conducted in order to check the employment status of beneficiaries and the control group for calculation of the scheme's gross and net employment impact. The survey included 169 beneficiaries/treatment group, and 46 non-beneficiaries (control group).¹³ A gross impact is the difference in the employment status between programme participants and non-participants while a net impact compares the mean outcomes of a representative sample of programme participants and an appropriate sample of non-participants (control group).

The survey results showed that out of 169 beneficiaries involved in these schemes, 168 beneficiaries have continued their education to the 13th grade,¹⁴ and only 1 beneficiary has not

¹² Specifically in the Balkans region, cooperation among the key actors tends to be relatively weak.\

¹³ The treatment group includes the participants in the pilot scheme, while the control group is composed of persons who have not participated in the programme and who have the same characteristics as the participants.

¹⁴ The MEST has introduced the 13th grade to vocational schools as an optional choice to pursue higher education and/or achieve higher qualifications.

continued to further education and decided to enter into the labour market. Since most of the beneficiaries have continued their education, as a rule they are considered not in the labour market. For this reason, as most of the beneficiaries are not in the labour market, it is impossible to calculate and identify the schemes' impact on employment (gross and net). Identification of these impacts would be possible only if another survey is conducted after the graduation of the beneficiary students from the 13th grade.

The calculation of the cost benefit analysis is also not possible in the absence of net impact results. The benefits being produced by the project as a rule, is computed based on the net impact's results (benefits generated from beneficiaries being employed compared to the appropriate sample of non-participants). Thus, without the net impact results it is impossible to calculate the benefits of the programme and therefore conduct cost benefit analysis.

As a result of the consideration explained above, the assessment of this scheme will be directed to issues of efficiency and the implementation process in order to identify whether the scheme could be better designed to achieve the intended outcomes.

4.2. Implementation process and design issues

The design of the pilot scheme has been jointly drafted with implementing partners MEST VET division, school directors, VET Inspectors, and Public Employment Service (PES). Various meetings and working sessions were organized in the beginning of the pilot scheme for the design. The scheme envisaged three main sub-activities in this phase:

Sub-activity 1: Offering Career Orientation and Counselling for Vocational Education Students

The sub-activity envisaged organizing and offering career orientation and counselling sessions to students by the MLSW Employment Counsellors; however, these sessions were not provided during the pilot phase. It was argued that the pilot scheme had started after the closure of the calendar year and therefore, it was unfeasible to organize students for provision of these services during the summer holiday period.

Based on international practices, the provision of career orientation and job search assistance services has been identified as a very useful measure for the further smoothing of the transition process of students from school to work. Therefore, the provision of these services to vocational students would be quite essential and the project should pursue the realization of this activity.

Yet, the provision of information on career orientation to vocational education students is very sector specific, and it would be more appropriate if it is provided by the vocational school

teachers subject to specific occupations rather than from the Employment Counsellors. Teachers subject to specific occupations are more knowledgeable to inform students regarding occupation specific carrier development options and opportunities, further training and education prospects. On this subject, the project should consider assessing the overall level of career orientation information provision and if necessary, assist teachers in provision of these services.¹⁵

On the other hand, labour market information and job search assistance could be offered by the Employment Counsellors. Labour market information covers information on local and regional labour market situations, including jobs offered and the qualifications needed to apply for them. Job search assistance contains information about the most effective job search methods, practical guidance in drafting job applications, and succeeding in job interviews. Taking into account the total number of PES counsellors in proportion to the number of students in the vocational schools, labour market information and job search assistance should be provided only on a group basis. The most effective way could be if PES counsellors pay special visits to schools for provision of this service.

Finally, Labour Inspectorate could also be invited to vocational schools for provision of basic information on working relations and labour rights. On this matter, PES, Labour Inspectorate and vocational schools should be increasing their cooperation, and if required, the project could facilitate this process of cooperation. The MEST and the MLSW should consider the signing of an MOU for provision of these services for vocational education students.

Sub-activity 2: Safety Measures at work

The sub-activity envisaged raising awareness on safety measures undertaken at the workplace. The project team for this purpose designed a brochure and poster on basic general safety measures, and printed and distributed them among vocational schools involved in this programme. In addition, work-place injury insurance coverage for students was provided by the project.

All interviewed parties considered this activity as a useful one. Provision of information on general safety measures was considered as a useful activity not only to try and fill-in the gap in school textbooks on the safety precaution measures but also to raise awareness, especially among vocational students on basic decent work conditions that also encompass the responsibility of the employer towards employees.

¹⁵ The project could explore the opportunity of organizing informative meetings with teachers explaining the main ways and types of information provided under the career orientation.

On the other hand, workplace injury insurance provided basic protection for possible workplace injuries during the training programme. In the international practice, work place injury insurance is part of basic protection rights. However in Kosovo this is not yet an obligatory requirement. This scheme should continue to exist and financed by the project since students during the training programmes are exposed to work related injuries and they are not formal employees of the enterprises.¹⁶ By provision of workplace injury insurance, the project will stress the importance of insurance coverage to both students and companies.

On this topic, the project should consider inviting labour inspectors specialized on work safety measures to provide information on basic work conditions and safety measures at work to vocational education students.

III. Sub-activity 3: Professional practice at enterprise

The pilot-project envisaged direct support to 220 vocational education students of the 12th grade in seven regions of Kosovo. During the reference period, 179 jobseekers benefited through this measure; therefore, the project reached 81 percent of the initial set target.¹⁷ For easy reference, this sub-activity is further elaborated under the six sub sections:

i) Selection Criteria for Students and Occupations:

Jointly with the partners concerned, the project has identified certain criteria for the selection of 220 students.¹⁸ The directors and teachers of schools were responsible for the selection of students as per the criteria jointly set.

According to the survey results, the criteria jointly set with partners concerned were not fully followed. Contrary to the selection criteria, 29 percent of surveyed beneficiaries (49 out of 169 surveyed) participated in other training or practical exercise programmes before this scheme. Based on this result, targeting was successful at 71 percentage points. Likewise, contrary to the selection criteria, 7 percent of the beneficiaries of the scheme had an average mark below 3 points.

¹⁶ The Project spent 3.88 Euros per each student for about three months of training.

¹⁷ The net cost of measures per student (the amount that the project spent for a student) was \$ 500 and the gross cost of measure per student (which includes the net cost plus operational expenses) was \$ 797. These costs are in line with implementatation of other active labour market measures.

¹⁸ Following criteria was decided on for selection of students: i) Student's success at the first level and on the first semester of the 12th grade, and those who achieve marks equal and/or over 3.0; ii) Successful performance in vocational and practical subjects; iii) Student's attendance and behaviour; iv) Their social-economic conditions; v) Students that have not been supported before and who could not organize practical exercise through their own initiative.

The most important selection criterion should be the non-attendance of students (or inability to attend) to any practical exercise in the enterprises. For wider coverage the project team should also consider softening the following secondary criteria: (a) successful performance in vocational and practical subjects, (b) student's attendance and behaviour and (c) their social-economic conditions. The social-economic condition of the student should be relevant for remuneration (see sub-section on remuneration). Furthermore, taking into account the absorption capacity of Kosovo enterprises, only 12th and 13th grade (the last two grades) students should be eligible for practical training at enterprises.¹⁹

By setting up a mechanism for submission, review, and approval of applications, the project could significantly improve the targeting of the programme. This section is discussed in detail in the sub section of Application and Approvals.

The identification of occupational profiles for participation in this pilot project was based on accurate criteria: identify those profiles where students face difficulty in finding sufficient places for carrying out the practical exercise in the enterprises. The project should continue supporting those occupation profiles where practical training places (supply of places) offered by enterprises are very low compared to demand for places generated by the number of vocational education students (and avoid supporting the occupational profiles where already there are an adequate number of training places supplied). For the next phase of implementation, more detailed data gathering would be required for identification of appropriate profiles and to avoid choosing the profiles with an adequate supply of training places.

Based on identified occupation profiles, the joint working group has further specified schools and the approximate number of students for the pilot scheme. For overall oversight of the scheme and performance monitoring reasons, there is a benefit for following up this practice in the next implementation phase.

ii) Application and Approvals

Teachers and school management were jointly responsible for contacting the companies and filling the applications and their submission to the project office. Significant delays were reported during the applications process. Moreover, no review process was attached to applications and all of them were approved by the project with very little verification process.

¹⁹ In Kosovo, there are about 54,000 VET students in all four grades and around 90,000 registered businesses. Taking into consideration the ration between the number of vocational education students and enterprises it would be much more effective to target the last two grades of vocational education students for practical training at enterprises, whereas the first two grades could undertake their practical training via school workshops.

Application and approval process requires better structuring in order to ease this important part of the process, and the following needs to be considered: First, in consultation with implementing partners, the project should draft an operation manual (OM) specifying the whole implementation process of the scheme and clearly indicating the roles and responsibilities of each partner and actor involved. The OM should clearly specify who would be responsible for each process (contacting enterprises, filling and submitting applications, reviewing and approving applications, the monitoring and assessment of the training provided) and how these tasks should be performed.

For filling up the higher number of enterprise based training, it will be necessary to recognize and increase the teachers' responsibility. For example, 60 percent of surveyed enterprises reported that they have not been previously contacted for admission of vocational education students before this training programme. This indicates room for improvement. In consultation with school principals, vocational education teachers should have a clearer responsibility for contacting enterprises, assisting both enterprises and students in filling up the applications, and submitting those applications for approvals.

Secondly, the project should provide training for teachers for fulfilling their roles and duties. The training offered to teachers should specifically focus on the new roles attributed to them for instance filling up the applications, drafting the training plans etc.

Thirdly, it is recommended for the project to select a focal point from each vocational school. The focal points' primary role would be to oversee the implementation of the scheme, provide assistance to teachers in fulfilling their duties, review applications before they are submitted to the boards for approval and perform the focal point role for the project. The Deputy Principals of the school would be best suited to play this role.

Fourthly, similar to the experience with PES, the project should consider establishing Regional Boards comprised of School Principals, representatives from PES, Chamber of Commerce and ALMPY staff for review and approval of applications. Inclusion of PES and Chamber of Commerce representatives in the Boards could also initiate and increase cooperation among these parties.

Finally, the project should contact sector associations and the Chamber of Commerce and encourage enterprises' participation in the selected occupations through sectoral associations, and if necessary organize very targeted²⁰ campaigns for inviting enterprises to express their interest for admission and training of vocational education students.

²⁰ As compensation for enterprises is involved, the project should avoid organizing campaigns for the wider public as this may negatively impact existing practical trainings.

iii) Provision of practical training:

The scheme offered 40 workdays (about 2 months) of practical training in enterprises on continuous/block basis during the periods of May – August 2009 to selected vocational education students. The training was mainly provided after the end of the education year. According to vocational education curricula, most of the vocational schools foresee an average of 1.5 days per week of practical work. Since there are 35 weeks in an education year, the project should at least target offered training for about 52.5 work days within one year. If students from the last two grades will be attending into the practical training in the enterprises,²¹ in total one student will be going to about 105 work days in practical training (or about 840 hours). 840 hours of practical training is very close to practices in the United States of America (USA) and Canada.²² USA and Canada target providing around 1,000 hours of practical training at enterprises per student.

While in the pilot phase, the training was mainly provided at the end of educational year, in the next phase of implementation and in line with curricula requirements, training should be provided during the educational calendar year.

Quality of training: At the initial phase, quality considerations should not be a primary concern of the project. It would be much more feasible if the short term focus is towards increasing the number of training places and a midterm focus towards quality improvements. That said, at this stage, the project should target the fulfilment of some basic quality-enhancing conditions. One of those basic conditions might be the drafting of the training plans for vocational education students, because realities (facilities and capacities) in enterprise will not be fully compatible with the training requirement stated in the curricula. In this case, teachers would be responsible for checking facilities of the enterprises for drafting more adequate training plans for students. Although curricula would be a starting point for drafting a training plan, this plan could be used for adapting the learning requirements based on the enterprise facilities and capacities. Content wise, the training plans should describe learning outcomes to be achieved by this training, and while teachers would have the main responsibility for the drafting of these plans, this drafting should be done with the consent of enterprises. Another basic quality consideration might be related to the assessment process. At the end of training programme, the students should be assessed jointly by the enterprise and teacher based on the training plan.

²¹ See sub section on selection criteria for students and occupations

²² Taking into consideration the training culture and absorption capacity of Kosovo enterprises' policies that require long-term employer involvement similar to Germany and Switzerland for apprenticeships are virtually impossible to put into practice in the short to medium term period.

Toward quality improvements of the practical training in the enterprises, the project in the later stage could consider providing training to enterprise mentors that are engaged in training as well as gradually setting up the assessment system based on requirements which will be defined by the National Qualifications Authority.

iv) Monitoring

Both students and enterprises reported very numerous monitoring visits by the teachers. 42% of the students (and 75 percent of the enterprises) reported that they were visited more than four times during the training period, and another 48 percent of students (21 percent of enterprises) reported that they were visited up to four times. Only 10 percent of students (16 percent of enterprises) reported that they were never visited by the teacher during the training.

Based on the survey results with the enterprises, 20.7 percent of those who found burdensome certain elements of practical training identified the monitoring process as the most burdensome element of the training. In order to address this particular issue, the VET teacher should consider discussing the monitoring visits with enterprises during the drafting process of the training plan. As the number of training places will increase, it will be physically impossible for teachers to undertake numerous monitoring visits. In this respect, more enterprise based monitoring systems (work schedules regularly kept by the enterprises) should be recognized by the schools. Finally, regular monitoring should be done only from VET teachers; whereas, spot checks could be performed by the Regional MEST Inspectors and by the Project staff.

v) Remuneration

Remuneration for student: The project has offered daily remuneration for all beneficiary students in the amount of 5 Euros per working day to cover meal and transportation expenditures. The total remuneration per student was 200 Euros for about 40 work days of training. The monthly payment for the students was supposed to be effected directly by the enterprise at the end of every month. However, survey results show that in reality, only 8 percent of beneficiaries were paid regularly at the end of each month, and 89 percent reported that they were paid once at the end of the training programme.

This is the area where project can achieve significant efficiency gains due to the large budgetary implications. Taking into consideration obligatory nature of practical training, remuneration for students should be limited only for covering additional travel expenses associated to practical training and to those with difficult economic conditions. Difficult socio-economic conditions should be defined based on whether the student is a beneficiary of social assistance schemes. Under these circumstances, student's remuneration will depend on the fulfilment of two preconditions: i) additional/non regular travel expenses are associated to practical training; ii) student is a beneficiary of social assistance.

Remuneration for enterprises: Remuneration for the enterprise was about 50 Euro per month and per student. During the whole training period, the enterprises were remunerated in the amount of 100 Euro per student for 40 work days of training. The remuneration for the enterprise was effected based on monitoring attendance and training report submitted by the enterprises for the total number of training days.

Usually, there is a justification for remuneration of the enterprises since the cost associated to training is greater than the benefit received by an individual company.²³ In order to maintain a supply of apprentice places sufficient to meet the demand, countries have been obliged to begin or increase the level of subsidies provided to support the additional places needed.²⁴ Kosovo's enterprises are no exception in this regard. Eighty percent of surveyed companies requested some sort of remuneration to cover costs associated to training.²⁵ For the reasons explained above, remuneration for the enterprises should continue to encourage the number of training places being offered. However, the remuneration for enterprises should be kept as low as possible.²⁶

Moreover, it would be very beneficial if some criteria for enterprise eligibility is drafted; for example, to make only SMEs eligible for compensation. In this way total cost of remuneration would decrease since large scale enterprises can absorb significant number of students. In practice, there is a much stronger justification for compensating SMEs since it is harder to motivate them to engage in training youth. If necessary, corporate social responsibility concepts could be promoted to engage larger size enterprises in the practical training provision. Finally, no remuneration is recommended for public institutions and publicly owned enterprises.

vi) Assessment and certification

Assessment and certification are important elements of practical training in the enterprises. Survey results with students show that about 44 percent of beneficiaries were not assessed by the teacher or school management at the end of the training programme and around 91 percent of beneficiaries did not receive any certification; only 9 percent of students received some sort of certification (or reference letter) issued either by enterprise or school.

²³ Externality issue: as the student may not stay in the company where he/she was trained an individual company will not benefit from the student trained.

²⁴ For international practice see sub section on financing the apprenticeship programmes, page 9.

²⁵ Based on the survey results, enterprises requested regular remuneration per each student trained in average of 100 Euro per month training.

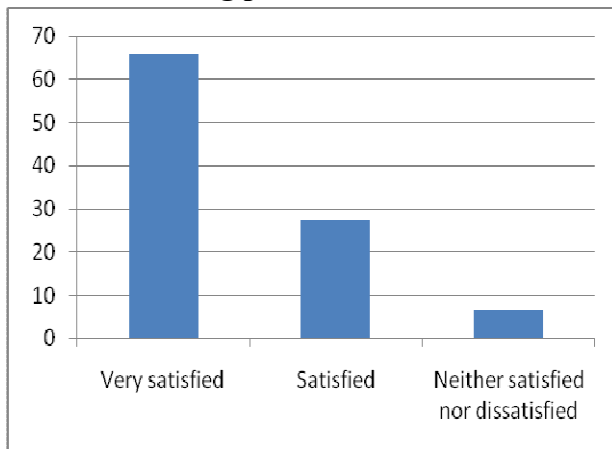
²⁶ The project should keep the existing remuneration rate offered to enterprises. With the existing rate (50 Euro) if all last two grade students are assisted with a practical training then total cost of the scheme per year would amount to 3,375,000 Euro

As we discussed above, the assessment and certification issues are linked with the quality of training. Quality improvements in the practical training at enterprises should be more mid-term considerations. However, at this stage, the project should make sure that all students are assessed based on the training plan jointly made by the enterprise and the teacher at the end of the training programme and make sure some reference letter is issued upon successful completion of the training programme, until the National Qualification Authority (NQA) sets up a system of certification of skills that are recognized and portable across enterprises, industries and education/training institutions.

4.3. Client’s satisfaction

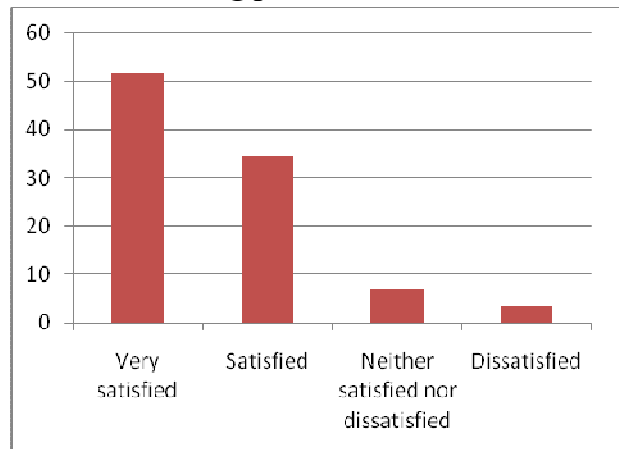
Based on survey results, client’s satisfaction (both students’ and enterprises’ perception) on practical training was very positive. Sixty-six percent of beneficiary students reported that they were very satisfied, 27.5 percent satisfied and only 6.5 percent not satisfied. Similarly, 86 percent of enterprises reported that they were very satisfied and satisfied, another 7 percent reported as neither satisfied nor dissatisfied and only 3 percent reported as dissatisfied. The survey also asked whether students would recommend to anyone else to attend this training: 99 percent of beneficiary students replied yes.

Figure 1: Percentage of students satisfied with the training provided



Source: ALMPY survey

Figure 2: Percentage of enterprises satisfied with the training provided

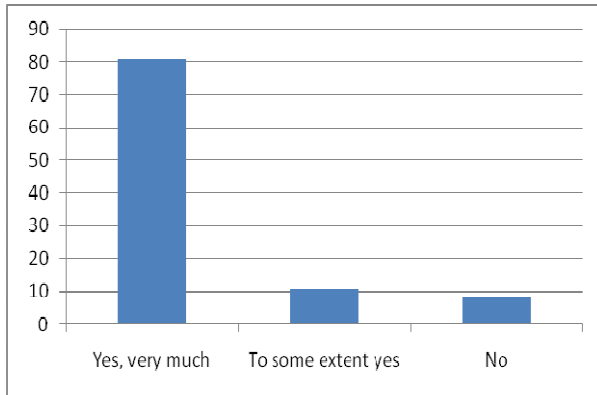


Source: ALMPY survey

The survey also asked questions related to the relevance of the training. Eighty percent of beneficiary students reported that the practical training offered has been appropriate to their educational direction/major, and another 12 percent reported as to some extent; only 8 percent of beneficiary students reported that the practical training offered has not been appropriate to their educational direction/major. To the question ‘have you used the skills/knowledge gained in your

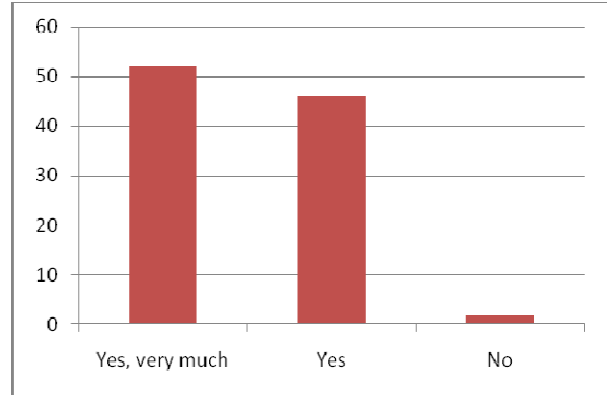
school during the practical training,” 98 percent replied as strongly yes and yes and only 2 percent said no.

Figure 3: Percentage of students that found practical training appropriate to educational major



Source: ALMPY survey

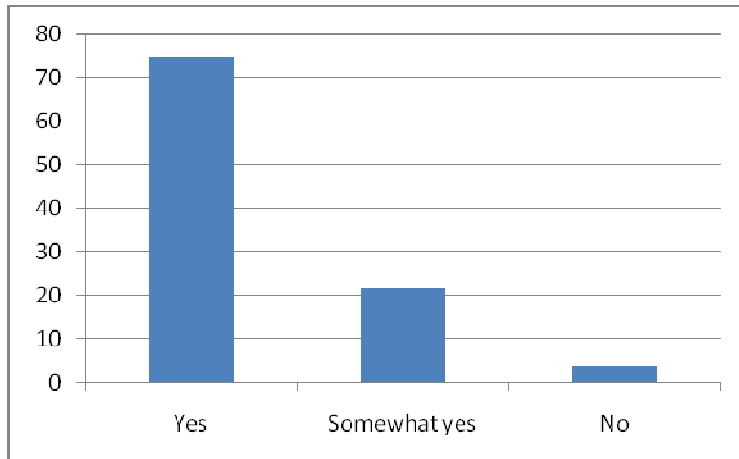
Figure 4: Responses whether students used their the skills /knowledge gained in their school during the training programme (%)



Source: ALMPY survey

Finally, the survey asked beneficiary students whether they feel more employable and/or enhanced their skills with this practical training: 75 percent replied yes, 22 percent somewhat yes, and only 4 percent said no.

Figure 5: Percentage of students that fell more employable with the practical training? (%)



Source: ALMPY survey

5. Conclusion and Recommendations

The overall assessment of the pilot scheme is positive. Although a great deal of support was provided to vocational schools to improve the curricula, textbooks, workshops and teachers' training, structured links between vocational schools and the private sector remains very weak. This weakness was also highlighted in the recently drafted Employment Strategy covering the period of 2010-2012. Strengthening the work-based component of the vocational curriculum (as foreseen by the VET law) and improving the links between vocational schools and labour market has been identified as one of the key measures in the Employment Strategy.

The project through this pilot scheme has brought to the policy makers' attention the important element of the school based vocational education and training system: the practical training in the enterprises and has offered another approach towards strengthening the work-based component of the vocational curriculum and increasing cooperation between vocational schools and local businesses. For that reason, the focus of the project has been viewed as very relevant and fully aligned to priorities identified by the MEST and Kosovo Government.

However, certain modifications need to be made in order to improve efficiency and effectiveness of the scheme.²⁷ In order to improve targeting, the project should soften and clarify the selection criteria, and focus on profiles where the supply of training places is much lower than the demand for training places. In order to improve efficiency, the project should limit the remuneration only to SMEs and to additional travel expenses for social assistance beneficiary students. In order to facilitate the implementation process, the project should prepare an operational manual, clarify roles and responsibilities of all parties and actors involved, and select focal points for each vocational school. Finally, in order to increase relevance of the practical training, the project should at least target offering training for about 52.5 work days throughout the educational calendar year based on the curricula requirements and define basic standards for quality considerations of the training.

Furthermore, project has rightly considered involving the PES counsellors in the provision of career information and job search assistance to vocational students. Experience elsewhere show that provision of these services would ease the transition process of students from school to work. The PES can provide important role particularly in the provision of labour market information, job search assistance and information on working relations and labour rights. Finally, for increasing the awareness of basic general safety measures the project team, rather innovatively, has designed, printed and distributed brochures and posters and provided a work-place injury insurance coverage for students.

²⁷ The second phase of the project should be designed based on the recommendations provided in section 4.

5.1. Scaling up the programme at the national level

The MEST has initiated a working group on drafting an Administrative Instruction (AI) for setting up the institutional mechanisms for the cooperation between schools and local businesses and for the establishment of the dual forms of formal vocational education and training, in which practical training and experience could be undertaken in enterprises pursuant to the law on VET (Law No. 02/L-42).

This work should be revived and the project could perform an important function in this process. While other development patterns are mainly focused on building the CoCs (GTZ), the curricula reform (Swiss Contact, GTZ and the World Bank), upgrading the workshops (Swiss Contact, GTZ), setting up the qualification standards (EU) etc., the project is well placed to complement others work by focusing its efforts towards strengthening the work-based learning schemes and cooperation between schools and local businesses.

In order to revitalize the work initiated by the MEST, the discussion between the MEST and the employers' organizations needs to be initiated probably through the Council for Vocational Education and Training (CVET). The main focus of these discussions would be agreeing on terms and conditions for cooperation with the private sector for up scaling the scheme at the national level. Employers are crucial partners in these social partnerships – without employers' enterprises based training cannot exist, thus policies that support employer involvement is critical. The experience of this project could provide the solid basis for the initiation of the discussion with the private sector²⁸ and if necessary the project should facilitate this process as well as offer additional background analysis and policy notes to partners involved. Upon agreement with the private sector, the MEST could consider finalizing the AI using the experience with the Operational Manual drafted for this scheme and in this way, standardize the cooperation between vocational schools and enterprises.

The school system and economic system are dependent on each other in that schools supply the workforce and enterprises demand it. Schools usually want enterprises to employ their graduates, while enterprises in need of productive workers want schools to produce more skilled and trained students. However, since the cost associated to training is greater than the benefit received by a company, there is some justification for compensation to enterprises. However, the compensation to enterprises should be kept as low as possible. It would be very beneficial if some criteria for enterprise eligibility is drafted; for example, to make only SMEs eligible for compensation. In this way, compensation of large scale enterprises will be avoided. As large scale enterprises can absorb a significant number of students, in this manner total cost of remuneration would be decreased. If necessary, corporate social responsibility concepts should be promoted to engage larger size enterprises in the practical training provision.

²⁸ In this discussion representatives from MEF should also be included.

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Conference Proceedings on "Innovative Apprenticeships: Promoting Successful School-to-Work Transitions, 2009

Annex 1: Schedule of Meetings

	Date	Meeting	Institutions	Municipality
1	18/01/2010	Ejup Zariqi	Regional Inspector/MEST	Ferizaj
2		Sadije Hajdini	Municipality Director responsible for education	
3		Sylejman Sojeva	VET Teacher, “Faik Konica	
4		Haki Shaqiri	Enterprise ‘Dugagjini’	
5	19/01/2010	Agim Bytyqi	Regional Inspector/MEST	Prizren
6		Xhelal Susuri	Principal VET school “G. Çavdërbasha	
7		Besnik Blaca	Teacher, G.Çavdërbasha	
8		Feriz Hoxha,	Enterprise “AHP Service”	
9	20/01/2010	Valbona Fetiu-Mjeku	Head of Vocational Education Division, MEST	Prishtina
10	20/01/2010	Berat Rukiqi	CEO, Chamber of Commerce	Prishtina

Annex 2: Summary of the key recommendations

Annex 3: Technical Assistance being provided in the area of VET

Annex 4: ALMPY Questionnaire for Beneficiary Students

Annex 5: ALMPY Questionnaire for Control Group

Annex 6: ALMPY Questionnaire for Enterprises

Annex 2: Summary of the key recommendations

Activities	Strengths of the pilot scheme	Weaknesses of the pilot scheme	Recommendations
Activity 1. Offer carrier orientation			
Offer carrier orientation	Envisage organizing and offering career orientation and counselling sessions to students by the MLSW Employment Counsellors	These sessions were not provided during the pilot phase	<ul style="list-style-type: none"> - Career orientation and job search assistance services should be offered. - It would be more appropriate if career orientation services are provided by the vocational school teachers and job search assistance by the PES - Job search assistance and counselling sessions should be organized only in groups - Labour Inspectorate could be invited to provide information on basic labour rights - Assess the overall level of career orientation information provision - Facilitate the signature of MOU between MEST and MLSW on prevision of job search assistance and basic labour rights.
Activity 2. Safety at work measures			
Safety at work measures	<p>Designed brochures and posters on basic general safety measures</p> <p>Provide work safety insurance</p>		<ul style="list-style-type: none"> - Labour Inspectorate could be invited to provide information on work safety measures

Activity 3. Professional practice at enterprise			
Professional practice at enterprise	Strengths of the pilot scheme	Weaknesses of the pilot scheme	Recommendations
Selection Criteria for Students and Occupations	<p>Sharing the list of enterprises that cooperated in previous schemes</p> <p>The identification of occupational profiles for participation in this pilot project was based on accurate criteria</p>	Selection criteria for students were not fully followed.	<ul style="list-style-type: none"> - The most important selection criterion should be the non-attendance of students (or inability to attend) to any practical exercise in the enterprises - Soften secondary criteria - 12th and 13th grade should be eligible - Set up a mechanism for submission, review, and approval of applications (see section on applications and approvals) - Continue to choose those profiles where practical training places (supply of places) are much lower than demand for places from VES students (number of VES students unable to attend to practical training). - More detailed data gathering would be required for identification of appropriate profiles
Application and Approvals	Students are responsible to inform the parent for the professional practice as well as get the approval from the parent	No approval process was made.	<ul style="list-style-type: none"> - Draft Operational manual and clear roles and responsibilities in terms of who is responsible for contacting enterprise, filling applications, submitting applications - Teachers should be more responsible in contacting enterprises - Provide training for teachers for fulfilling their roles and duties - A schools focal point should be chosen to oversee the

			<p>implementation of the scheme, provide assistance to teachers in fulfilling their duties, review applications</p> <ul style="list-style-type: none"> - Establishing Regional Boards for review and approval of applications. - Contact sectoral associations to encourage enterprises' participation
Provision of Training programmes			
Duration		The training was mainly provided after the end of the education year	<ul style="list-style-type: none"> - According to the curricula, most of vocational schools foresee 1.5 days per week of practical work. Then duration of practical training should be at least 52 work days - Training duration: Provide training throughout of the year based on curricula
The quality of training			<ul style="list-style-type: none"> - Training plans should be drafted as realities in enterprise will not be fully compatible with the curricula. Training plans should be prepared by the teacher jointly with enterprise - Training plan should cover learning outcomes. - Schools should be responsible to check only the facilities for the reason to prepare training plans for students
Monitoring	Enterprises kept work schedules for students	Monitoring process was assessed as burdensome by some enterprises	<ul style="list-style-type: none"> - VET teacher should consider discussing the monitoring visits with enterprises during the drafting process of the training plan

			<ul style="list-style-type: none"> - Enterprises to keep work schedules for students - Regular monitoring should be done only from VET teachers - Spot checks could be done by Regional MEST Inspector and by the Project staff
Remuneration of expenses and funding	Provision of work related injury insurance	<p>Remuneration of students</p> <p>Survey results show that in reality, only 8 percent of beneficiaries were paid regularly at the end of each month</p>	<ul style="list-style-type: none"> - Remuneration should be provided only to those students with difficult economic conditions tied to additional travel expenses. - Difficult socio-economic conditions should be defined based on whether the student is a beneficiary of social assistance schemes - Pay directly to students - Remuneration for the enterprise should be kept with 50 Euro. - Set criteria to make only SMEs eligible for compensation - Avoid compensation large scale enterprises ad use CSR concept to engage them in practical training
Assessment of student learning (issuance of certification)		Based on survey results not all students were assessed at the end of the training programme	<ul style="list-style-type: none"> - Make sure all students are assessment jointly by the enterprise and teacher and - Reference letter is issued

Recommendations for scaling up the Programme

The MEST has initiated a working group on drafting an Administrative Instruction (AI) for the establishment of the dual forms of formal vocational education and training

- Open up the discussion with the Employers organization for up scaling the scheme
- The MEF should be included in these discussions.
- If required facilitate this process and offer additional background analysis and policy notes to partners involved.
- Upon agreement with the private sector, finalize the AD using the experience with the Operational Manual drafted by the Project.
- Compensation to enterprises should be kept as lower as possible.
- Draft criteria for compensation: focus to SMEs and avoid compensation large enterprises
- Use CSR concept to promote practical training for large enterprises

Annex 3: Technical Assistance being provided in the area of VET

Development Organization	Name of the Project	Short Description of Support
European Commissions		Support the National Qualification Authority to establish a national qualification framework with national competency standards adhering to the European Framework for Qualifications which will provide a system of certification of skills that are recognized and portable across enterprises, industries, and education/training institutions.
Swiss Contact	Vocational Education Support VES II,	Curricula development in following profiles (Heating Installation, Plumbing, Electrical Installation), Training of VET school teachers, Upgrade VET school workshops and Decentralization of financing for VET Schools,
German Technical Cooperation (GTZ)	VET Project	Development of pilot curricula for 10 VET profiles and revision of Curricula for 51 VET profiles, Training of VET school teachers, Training of school directors and administrative staff in School Management, Upgrade school workshops. In the second phase, the VET project provides technical assistance for establishment of Center of Competences (COCs)
Lux-Development	Strengthening Vocational Training in Kosovo	Curriculum development for Vocational Training Centers (VTCs), Training of Trainers, Setting up the performance management systems in VTCs and Infrastructure and equipment support to VTCs.
Danida	Employment Promotion through Business and Skills development	Support secondary vocational schools in agriculture Establish labour market information systems at the school level in agriculture VET schools.
World Bank	Institutional development for Education Project	Support four key elements of the government's Pre-University and Higher Education Strategies as follows: (i) strengthening the organization and financing of the education system in Kosovo, (ii) building institutions and management capacity to promote quality improvements, (iii) creating conditions to introduce efficient and appropriate designs and reduce multiple shifts in Kosovo's schools, and (iv) strengthening the management capacity at system and institutional levels for higher education.

ANNEX 2. Assessment of Public Employment Services Report



**Assessment of the structure, organization and performance
of Public Employment Services in Kosovo**

Dorotea Verša

October 2010

Preface

This assessment of Public Employment Services in Kosovo analyzes the structure, organization and performance of Employment Services at the end of the first decade of the 21st century from the point of view of their institutional capacity to perform tasks given to PES in the context of the Employment Strategy 2010-2012 for Kosovo.

The Employment Strategy 2010-2012 is an important policy document, providing guidelines for solving the key problems of Kosovo's human resource development through an integral and interdisciplinary approach. PES plays, as an important institution on the Kosovo labour market, one of the central roles in the achievement of the strategy objectives. The purpose of this Assessment is to point out institutional and legal weaknesses of PES and provide recommendations for the elimination of such weakness and to build PES as an institution which will successfully take over and support the realisation of the objectives of the Employment Strategy 2010-2012.

The overall objective of this Assessment is to produce a thorough assessment of the current public employment service, including the review of the legal framework, regulations, structure and organisation of employment and vocational training services. Recommendations refer to all the fields, contained in terms of references, however some are more general while others are more detailed. The recommendations aim at the further development of PES which started with its reactivation in 2000.

Information and data for the Assessment were collected partly by interviews with the selected holders of functions in MLSW, PES and elsewhere, and mainly from secondary data sources such as reports, and strategic documents.

This assessment of the structure, organization and performance of the Public Employment Services in Kosovo was ordered by the United Nations Development Programme, Active Labour Market Programme for Youth.

Content

1. Introduction

2. Assessment of the Kosovo Employment Service

2.1 Kosovo Employment Service policy, strategy and legal framework

2.1.1 Kosovo Employment Service policy and strategy

2.1.2 Legal framework

2.2. PES structure and functions

2.3. Trends in service delivery

2.4. Human resources

2.5. Financial resources

3. Conclusions and Recommendations

Recommendation 1: To prepare PES mission statement

Recommendation 2: Toward the definition of an Integrated Concept of work with key PES clients: the unemployed and employers

Recommendation 3: Strengthen cooperation with employers in order to receive more information about job vacancies

Recommendation 4: Multi-channelling service delivery approach

Recommendation 5: Reopening of National Career Guidance Centre and broadening of the Career Guidance Centres network

Recommendation 6: »Clean register of unemployed« as good practice in application of regulations

Recommendation 7: Development priorities concerning Labour Market Information System

Recommendation 8: Switching SIMP system for pilot into full-scale implementation stage

Recommendation 9: To adopt administrative instruction on ALMP procedures in PES

Recommendation 10: Strengthen the significance of expert assessment referring to programmes

Recommendation 11: To improve visibility and public image of PES

LIST OF ABBREVIATIONS

ALMP - Active Labour Market Programmes
ES - Employment Strategy 2010-2012.
EU - European Union
ILO - International Labour Organization
PES - Public Employment Service
LFS - Labour Force Survey
LMIS - Labour Market Information System
MEST - Ministry of Education, Science and Technology
MLSW - Ministry of Labour and Social Welfare
PES - Public Employment Service
SOK - Statistical Office of Kosovo
UNDP - United Nations Development Programme
VTC - Vocational Training Centre

1. Introduction

Ten years after the establishment of peace in Kosovo and the beginning of the state-building process, the Kosovo public employment service underwent numerous transformations. In the middle of 2010, when this report was made, the process of transformation is still ongoing. The labour market in Kosovo is also in the process of transformation. The situation in the labour market is severe anyway and in the last year and a half it has been made even worse because of the global economic crisis.

The existence of PES and its tradition in the period of Yugoslavia, the network of local and regional offices represent a good infrastructure. PES operates within MLSW.

The direct reason for conducting the assessment of PES is the need to implement the Employment Strategy 2010-2012, which had been implemented for six months when this Assessment was done. PES is strongly integrated in the realisation of this Strategy, therefore it is essential to check the general conditions of its operation and its ability to successfully perform the tasks it has been assigned in the ES.

This Assessment will focus on the reform of PES including development of the legal framework for the implementation of ALMPs and develop a Labour Market Information System.

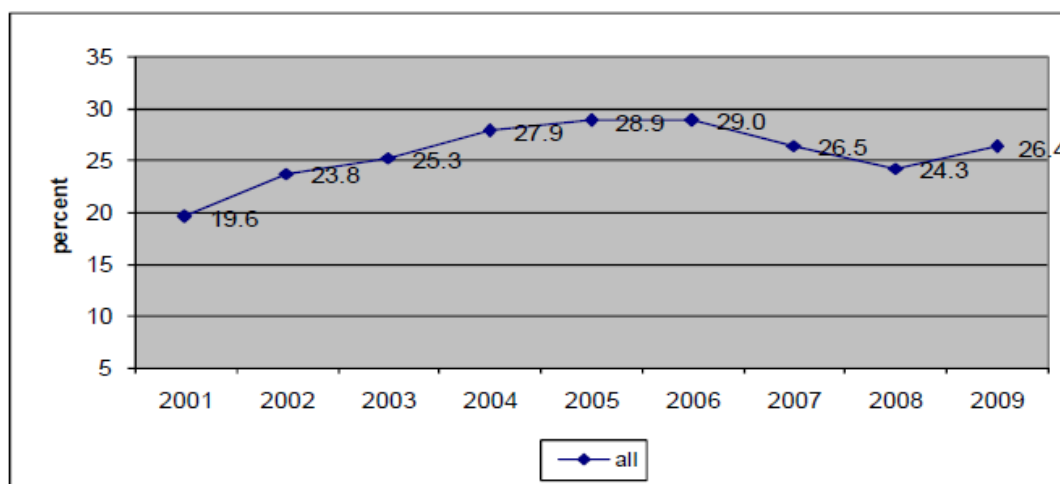
2. Labour market characteristics

It should be noted that the lack of unemployment benefit and/or unemployment insurance, and social welfare benefit act as a deterrent to active job searches.

Current labour market conditions in Kosovo are determined by the macroeconomic situation in Kosovo and by global economic trends. In the period after the conflict the economy has entered into a period of growth due to reconstruction of the country, with quick increase of gross domestic product (GDP). At the end of the first decade of the 21st century, in spite of growth in the first years of the decade, the level of economic development is offering limited employment opportunities. Kosovo's GDP in 2010 is estimated to be 7.5 billion dollars, while per capita GDP in the same year is estimated to be 3.750 dollars (1). GDP growth rate expected in 2010 is 4.8%.

According to the Labour Force Survey in 2009, the employment rate was 26.1 %. In spite the fact that the employment rate has increased in comparison with 2008 by 2 % it is still very low.

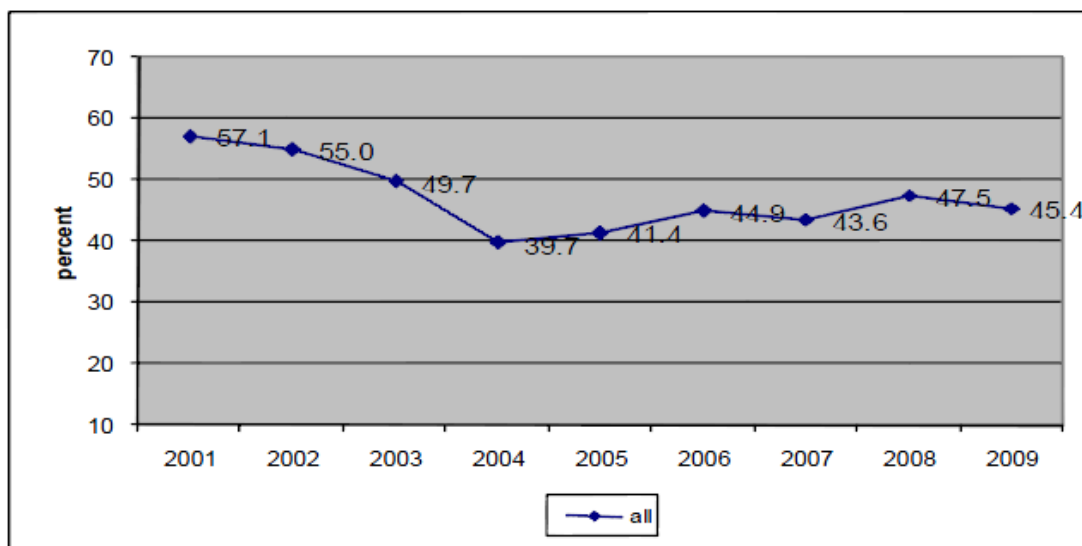
Graph: Employment rates, comparison 2001-2009



Source: Statistical Office of Kosovo (2010), Results of the labour force survey, 2009, Series 5: Social Statistics

According to data provided by MLSW, the figure of unemployed registered job-seekers in public employment services at the end of 2009 was 338,895 persons while the registered unemployed represent a registered unemployment rate in a range of 37-40% out of the economically active population.(1) In comparison to 2008 the rise in unemployment was of 0.9%.

Graph: Unemployment rates, comparison 2001-2009



Source: Statistical Office of Kosovo (2010), Results of the labour force survey, 2009, Series 5: Social Statistics

According to the Labour Force Survey the unemployment rate was even higher; in 2009 it was 45.4% (2). Although the long term unemployment rate is decreasing, in 2001 it was 57.1 %, and it is still at a very high level. The seriousness of the phenomena of unemployment in Kosovo is evident from the comparison with the average unemployment rate in EU member states and with neighbourhood countries; in 2009 for EU27 countries the average unemployment rate was 8.9 % while the highest unemployment rate was noted in Macedonia with 32.2 %. (2)

2. Assessment of the Kosovo Employment Service

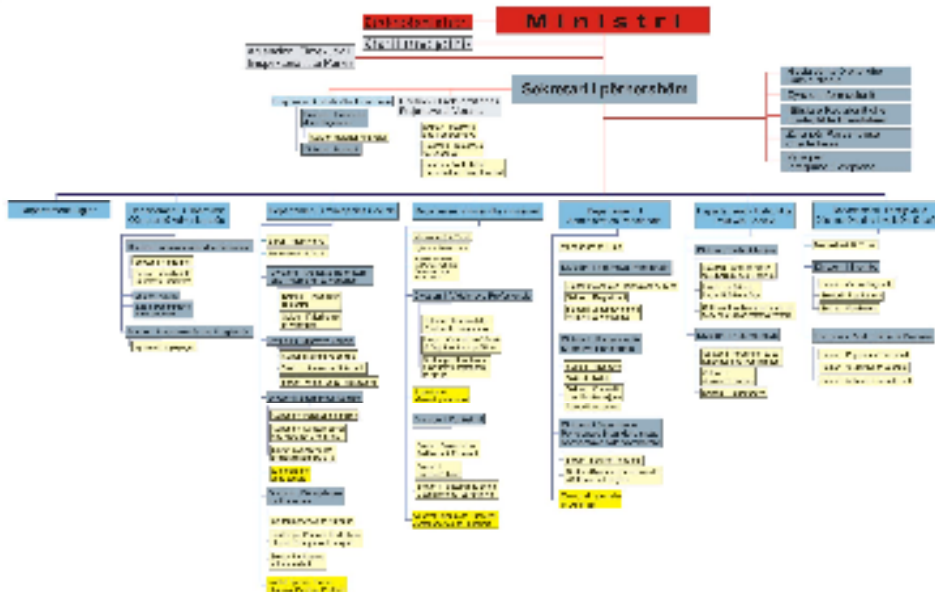
2.1 Kosovo Employment Service policy, strategy and legal framework

2.1.1 Kosovo Employment Service policy and strategy

In one aspect, the policy of PES operations include all typical functions of most PESs in the countries of the European Union, as well as reflecting the functions and even more the organisation, typical of all countries in the territory of ex-Yugoslavia and some typical Kosovo characteristics, arising from the historical and economic position of Kosovo.

The legal and institutional framework of the PES operation will be explained below. At this point it should be mentioned that in an organisational sense, PES is a part of MLSW. The Department for Labour and Employment, as one of MLSW organisational units, includes also the Division of Employment, which manages Regional Employment Offices and Municipal Employment Offices and their branch offices. The term Kosovo Employment Service (henceforth referred to as PES) defines the structure, functionally representing the employment service, which is the Division of Employment and Regional Employment Offices (seven) and Municipal employment offices (twenty-two) and their branch offices (five). Within the Department for Labour and Employment there is also the Division for Vocational Training with its seven VTC. However, these are not dealt with directly as an integral part of PES although PES closely cooperates with the Division for Vocational Training. The organisation chart shows the organisational position of PES.

Chart: Organisational structure of MLSW together with structure of Division of Employment



Source: <http://www.ks-gov.net>

At the general level the Department of Labour and Employment is responsible for:

- Wording, compiling and implementing employment policies without any discrimination,
- Compiling and implementing approved employment strategy by higher instances.

This means that it has an integrated function of creating policies in the field of employment and their implementation. Regional and local PES units have, according to Administrative Instructions¹ more detailed implementation functions;

1. The Employment Office offer those services and engagement for:
 - 2.1. The registration of unemployment and jobseeker.
 - 2.2. Professional consultation and instruction in career,
 - 2.3. Information on the employment chances,
 - 2.4. Preparing and employment intercession,
 - 2.5. Supporting for self-employment,
 - 2.6. Information for training chances and rehabilitation,
 - 2.7. Assistance for self-employment,
 - 2.8. Harmonization of offers and requires of free job places,
 - 2.9. Offering of technical assistance and professional of the unemployed, jobseekers and employers.

Within its competence of creating policies the Department of Labour and Employment prepared the “Strategy for Employment and Labour Force Development” (2001) and the Employment Strategy 2010-2012 (2009). Since the Department of Labour and Employment has the responsibility to prepare strategic approaches on labour market interventions and give guidelines for development directions it would be expected that similar documents would be prepared more often as well as for more specific sub areas of the labour market.

The range of services that PES has to provide under the Administrative Instruction is mainly the same as the range of tasks, carried out by modern PESs in EU countries. PES directly performs the duty of providing services to clients; among others in 2009 there were 338,896 registered unemployed persons, 8299 vacancies were registered and 7232 unemployed persons got jobs². However, the Administrative Instruction is mainly too general to be able to define precisely the procedures, processes and competences for the provision of the said services, which are of key importance for the provision of quality services which comply with the needs of clients. Knowing PES operations, it may be concluded that some activities, carried out by PES are not mentioned in the Administrative Instruction, and this mainly refers to cooperation in the implementation of public work programmes and referring to training to VTC.

On the basis of information, collected at the stage of studying documents and conducting interviews, it may be concluded that PES policy is driven more by economic possibilities of the institution and the state as whole than by real labour market needs and needs of clients. The range of active labour market measures is limited; PES is mainly offering public work measures and training in vocational training centres. Both instruments are in line with Kosovo labour market needs since public works are generating job opportunities of which there is a substantial shortage, while vocational training is an effort to improve low level of education and skills of relevant share of unemployed. Additional active labour market measures, such as job searching skills training, subsidies for employment of vulnerable groups are needed but there are no available financial and human resources means for its implementation. In order to fill the lack of labour market measures, PES is collaborating with several projects which are offering active labour market measures to unemployed persons. PES is in most cases performing the role of the selector of appropriate candidates for enrolment in measures. In this way PES is partially filling the lack of its own active labour market measures and at least participating in fulfilling needs of unemployed persons.

When this Assessment was being drafted, there were about 180 staff in PES, which includes all staff regardless of their duties. It is evident that with respect to the number of unemployed persons, which are about 350,000 registered unemployed persons, the ratio of PES staff and unemployed is extremely

¹ Administrative Instruction No. 05/2009 for registration and evidence of unemployed and jobseekers, Ministry of labour and Social Welfare, Article 9

² Department of Labour and Employment (2009), Annual report 2009

unfavourable in the sense of the burden for the staff. The comparison of the situation of PES in Kosovo with some internationally recognised ratios, which are from 80 to 150 unemployed persons per advisor,³ illustrates the gravity of the situation. Taking into account the requirements by some international actors and the financial possibilities of Kosovo's budget, a substantial increase in the number of PES staff is not to be expected.

According to the Administrative Instruction on the structure and functions of PES⁴, PES is currently dealing with a largely defined group of clients entitled to get services from PES: "Article 2: Jobseekers are all persons looking for jobs, including persons with full or part time employment and persons temporarily suspended from work.« Although all this group of job seekers might need some PES assistance in the current labour market situation in Kosovo with a high figure of persons without jobs on the one hand and limited PES resources on the other hand such largely offered services do not reflect strategic orientation toward priorities.

Although PES is present all over Kosovo's territory and is offering services to its clients an overall impression is that PES is more a type of institution waiting for things to happen rather than forecasting labour market developments and planning its activities in accordance with expected clients needs. Some activities are unchanged for several years, such as counselling process to unemployed persons, while some have been blocked for several years, such as the implementation of SIMP information system.

Most European Union PESs are using management by objectives approach, with the purpose of defining the targets of the institution as whole and that of each organisational unit. In this manner, each regional and local employment service knows the objective toward which its management is guiding the unit. Objectives are usually connected with the number or structure of registered unemployed persons, with the figure of unemployed persons employed with PES mediation, and others. It seems PES in Kosovo is performing some planning activities but they are more oriented on planning financial needs and much less on planning objectives arising from its functions defined on a legal basis.

On the basis of information, collected at the stage of studying documents and conducting interviews, it may be concluded that the way in which PES is providing services, its priorities and the quality of services do not completely meet the needs of the labour market, clients and expectations of policy creators or co-financiers.

2.1.2 Legal framework

The legal framework which is the basis for PES operations is a mixture of legislation, adopted in the period of UMNİK, and legislation, adopted after the take-over of the management of the state by independent Kosovo institutions.

As it is known, PES operates within MLSW. Consequently, the umbrella legal framework for PES operations is that which defines the functions, structure and competences of MLSW.

The umbrella legal framework for MLSW operations is given in Regulation No. **2001/19**, UNMIK/REG/2001/19, on the executive branch of the provisional institutions of self-government in Kosovo (13 September 2001). In section 1 under article 1.1 it defines: »The Executive Branch of the Provisional Institutions of Self- Government shall consist of the Prime Minister and Ministers (the "Government") and the Ministries under their authority. « *In Section 2 under article 2.2 it is among other ministries listed (f) Ministry of Labour and Social Welfare as one of* ».. the Ministries having

³ Organization for Economic Co-operation and Development, (1997), Labour Market Policies in Slovenia

⁴ Administrative Instruction No. 05/2009 for registration and evidence of unemployed and jobseekers, Ministry of labour and Social Welfare

responsibilities and functions, as set out in relevant annexes to the present regulation, shall be established...« In Annex VII to Regulation the tasks and roles of **Ministry of Labour and Social Welfare** are listed; »The Ministry shall:

- (i) Develop labour and social welfare policies and implement legislation in these areas;
- (ii) Promote and develop non-discriminatory labour relations and employment, taking into account applicable international labour standards;
- (iii) Monitor the employment and social welfare situation and propose appropriate measures to increase employment and reduce unemployment and meet social assistance needs;
- (iv) Promote labour and social welfare policies and practices for the protection of families and minors;
- (v) Develop labour safety standards and oversee their implementation;
- (vi) Direct and supervise labour and social welfare administration institutions, such as the Kosovo Office of Employment, and, in cooperation with the municipalities, the social welfare offices and other institutions involved in the implementation of labour and social welfare policies;
- (vii) Provide training programmes for the unemployed and jobseekers to improve their employability;
- (viii) Encourage social dialogue, as well as participation in such dialogue of the social partners (unions and employers and their organizations) and communities;
- (ix) Encourage the development of community initiatives and activities related to employment and social welfare;
- (x) Convene a tripartite advisory council of Provisional Institutions of Self-Government and employers' and employees' organizations for consultations on labour, social welfare and related economic policies and represent the Provisional Institutions of Self-Government in this council;
- (xi) Provide financial assistance, within allocated resources, to the families and individuals in need;
- (xii) Manage the use and development of the infrastructure relating to labour and social welfare which falls under the responsibility of the Ministry; and
- (xiii) Promote the development of a social insurance system, including unemployment and pension insurance. «

This umbrella legal framework for the operation of MLSW and Kosovo Office of Employment has been upgraded by a series of secondary legislation mainly by administrative instructions issued by the minister of MLSW. These are the following:

The secondary legal framework, laying down in detail the organisation and functions of MLSW, is Administrative Instruction No. 08/2005 On work, organizing, systemising and management in the Ministry of Labour and Social Welfare. In article 2 Purview and mission of MLSW it is stated as follows: »MLSW: - Leads and oversees administrative institutions of labour and social welfare, such as Kosovo Employment Organ, Social Policy Organ and cooperates with local government for implementation of labour and social welfare policies.» The organisation and structure of MLSW is defined in Article 7 Organisation and structure of MLSW which states:

“7.3. With a purpose of realizing the objectives that are dedicated for fulfilling the needs of citizens, Ministry of Labour and Social Welfare has established institutions for applying policies in the social welfare field (Social Work Centres and Institutions for solicitude of elder persons and without family care and also those with disabilities – Home for Elder Persons and without Family Care – Pristine and Special Institute – Shtime), in the employment field (Regional Employment Offices, Municipal Employment Offices and Professional Qualification Offices), pension administration institutions (Regional Pension Administration Offices).

7.4. Social work centres and institutions for elder persons' care and those with disabilities are administered and supervised from the Social Welfare Department, while Regional and Municipal Employment Offices and Professional Qualification Centres are administered and supervised from the Labour and Employment Department, while Regional Pension Administration Offices are administered and supervised from the Pension Administration Department.“

A more detailed description of the responsibilities of the Department of Labour and Employment is stated in Article 20

“21.1 The Department of Labour and Employment is organized and structured around: Division of Employment, Division of Professional Training and Division of Law Labour and Labour Relations. Within these divisions are included sector of employment institutions, sector of designing employment policies, sector of public works, sector of employment abroad and of the returned, sector of institutions for professional training sector for planning and developing programs, sector for quality control of training and certification, sector for coordination of non-status bidders of AP, sector of social dialogue and sector of law of labour and labour relations.

21.2 The Department of Labour and Employment is responsible for:

- Wording, compiling and implementing employment policies without any discrimination,
- Compiling and implementing employment strategy approved by higher instances,
- Administering and supervising employment institutions (Regional Office for employment, Centres for professional training and municipal Offices for employment),
- Compiling and implementing the strategy for professional training, approved by higher instances,
- Compiling and implementing the necessary legislation from employment field.
- Ensuring technical assistance and monitoring the divisions related to implementation of employment policies,
- Administering and supervising training so that appointed duties and works are accomplished successfully,
- Ensuring that services offered are available for the whole of Kosova,
- Full efficient communication and cooperation between all factors that have to deal with employment and labour,
- Maintenance of regular contacts with donors concerning design and implementation of local projects and international mechanisms from labour and employment,
- Coordination and cooperation with social partners for developing and advancing social dialogue in Kosova, in accordance with Primary Legislation which is applicable for these issues.

Tasks and organisation of regional and municipal employment offices are defined in detail in Administrative Instruction No.05/2009 for the registration and evidence of the unemployed and jobseekers Ministry of Labour and Social Welfare. In Article 1, Purpose it states »With this Administrative Instruction the ways, procedures and conditions of registration and un-registering of unemployed (jobseekers) searching for job through the Office of Employment in territory of Republic of Kosova are regulated. «

The existence of these Instructions, adopted about one year prior to this Assessment, is an important contribution to the provision of the legal framework for the operation of PES. The organisation of PES at the ministerial, regional and local level is described. It provides more detailed definitions for the provision of PES central services for clients; key clients (Article 2) and services PES provides for them (Articles 3, 9) are defined. The most attention is paid to keeping the register of unemployed persons and jobseekers; conditions for entry in the register of unemployed persons and conditions for deleting from that register. As for Administrative Instructions, attention should be paid to the Instructions themselves, their provisions as well as organisational approaches for the operationalization and introduction to day-to-day work with clients.

In the assessment of the provisions of the Instructions the following should be pointed out:

- They are an important legal framework of the operation of PES, however, analysis and further upgrading and improvement are required;
- In order to be able to help unemployed persons find jobs it is important to know the demand for labour force. Consequently, some instructions should explain keeping the register of job vacancies.
- The Instructions provide a suitable legal framework for the implementation of the reform of PES, planned in the ES, namely the activity »Updating the register of unemployed«, at least in

Articles 10 to 12 the conditions and procedures of deleting unemployed persons from the register of are laid down.

2.2 PES structure and functions

In its relationship to the clients PES is facing a double problem: people who are looking for a job as well as those who are not but just need evidence of registering in the register of the unemployed in order to exercise certain rights, register at PES; on the other hand unemployed persons do not register at PES as there is a general opinion that they will not get any actual help from PES in looking for a job. On the basis of the interviews, conducted during the Assessment, it was not possible to quantify these two phenomena in the Assessment; neither it is possible to assess the size of groups, registering due to other reasons and the size of groups of people who are unemployed but do not register. Undoubtedly, the implicit function of PES is to implement employment policies and meet clients' needs; however, it is rather passive in practice: it does not approach the clients but waits for the clients to approach it.

2.3. Trends in service delivery

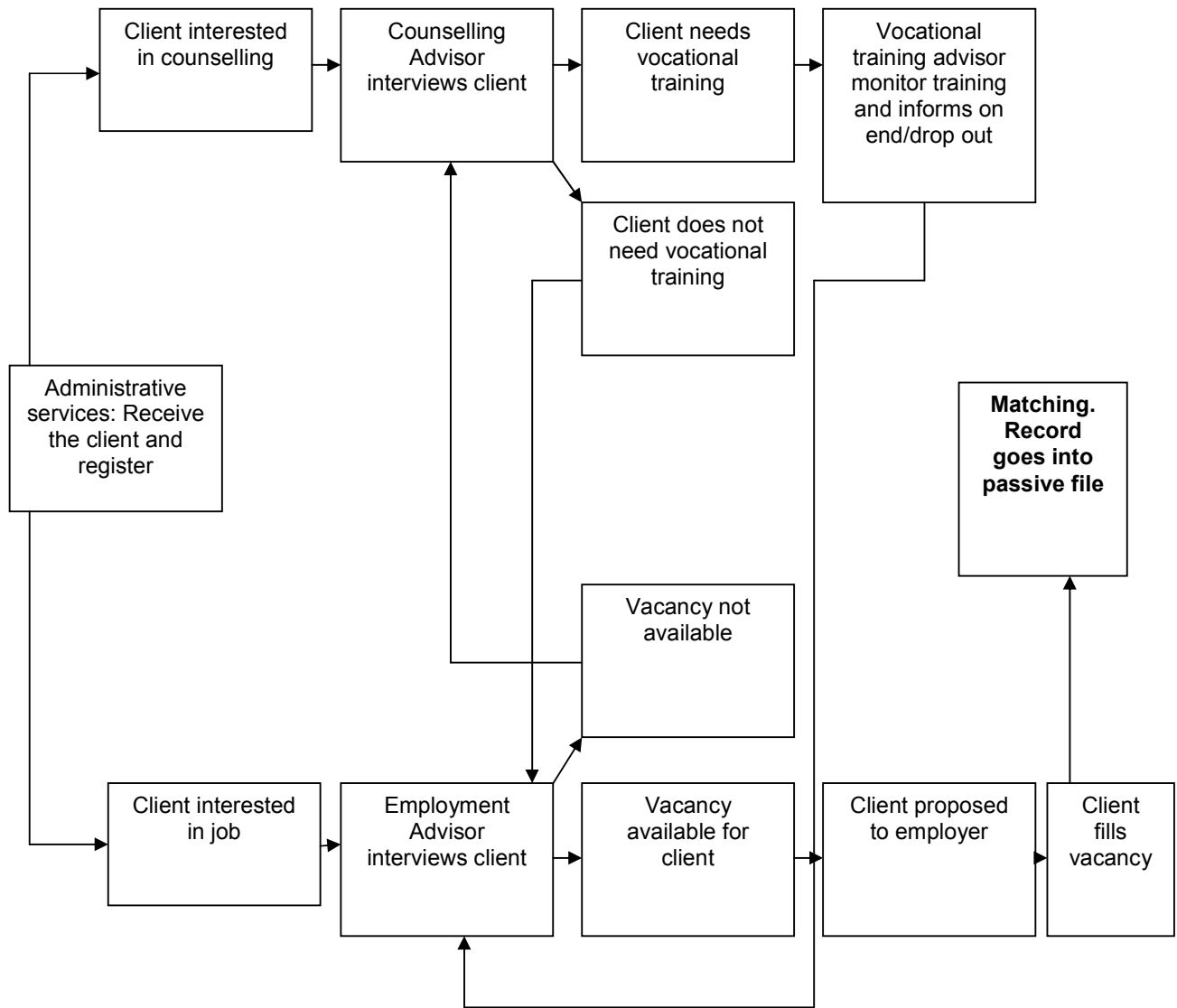
Job searching and related services to clients are delivered mainly through regional and local employment offices, the National Career Guidance Centre and through Vocation Training Centres.

The PES network consists of seven Regional Employment Offices, twenty-two Municipal employment offices and five branch offices. In regional and local employment offices services are provided by three types of staff; counselling and guidance advisors, employment advisor and training advisors. In addition administrative staff is receiving clients at the beginning of their treatment. This staff is dealing with unemployed persons in registration, counselling and placement process and with employers in job vacancies collection and placement.

The process of dealing with unemployed persons is illustrated in the chart below.

Chart: Procedure with job seekers

Source: International Labour Office- Geneva, (-) Improving Public Employment Services in Kosovo



According to the current procedure, an unemployed person is first received by administrative staff who give general information about PES services, performing the administrative part of the registration procedure and referring them to an Advisor selected by the client itself on the basis of his/her wish to receive counselling services or information on vacant posts. There is no subscription or pre-established order for the meeting with the Advisor. Instead unemployed persons queue in front of the Advisors doors.

In the second stage, unemployed persons are interviewed by the Counselling and Guidance Adviser in order to assess his/her skills and competences and get more information on the employment and training services offered by PES. The data on unemployed persons collected during interviews are noted on paper forms and not always regularly entered in the pilot version of SIPM system. Some unemployed persons are interviewed by the employment adviser if he/she is interested in direct employment. Advisors are not exchanging data collected during interviews and therefore interviews are repeated. Employment advisers are a link between unemployed persons and employers since this type of adviser is visiting employers and collecting job vacancies data. Employment advisers are providing information on job vacancies.

Training Advisers are a specific type of adviser involved in treatment of unemployed persons in the case of training needs. They assess jobseekers skills and competences and are proposing training programmes.

Concerning job searching skills PES is offering some services to unemployed persons. They are based on individual advising approach; advisers provide individual consultancy on some job searching skills such as how to prepare CV, how to present him/her self to employers and how to research for job vacancies. The adviser prepares a job searching plan as well and defines a period of four weeks in which unemployed persons will try to find a job. In the following period the adviser and unemployed person analyses the problems he/she has faced and try to improve job searching skills. From September 2010 at least the Regional Employment office in Prishtina is offering group training on job searching skills where groups of up to 10 unemployed persons attend two hours training on this subject.

While registered at PES as unemployed persons they have the obligation to report quarterly their employment status and if they are still searching for a job. No other strict requirement or obligation of the unemployed toward PES is imposed by Administrative instructions or by other PES procedures. Unemployed persons are not obligated to report to PES advisers on their job searching activities as is usually the case in modern PES as the method of activating a person to find a job themselves.

At the same time PES is not offering any type of social security since unemployed persons are not entitled to unemployment compensation or health insurance.

PES is offering a certain set of active labour market measures to unemployed persons and employers, planned and implemented on the base of MLSW labour market policy and plans. The set of active labour market measures is narrow but it covers the main labour market deficiencies; a vocational training measure increases the low educational level of unemployed while public works create job opportunities.

The most systematic training is offered in Vocational training centres which offer short, practical training in selected occupations. The concept of services offered by Vocational training centres is suitable for Kosovo labour market needs and is oriented directly toward increasing employment possibilities of participants. On the other hand the current performance of Vocational training centres seems to be in some segments far from plans and needs. In general it seems that the set of occupations for which training is offered has not been updated for several years and was not adjusted to changing labour market needs. Some training is attracting a lot of interest and there is a half year waiting time to join the course, while for some training, such as for bakery, there is no interest at all. The selection of candidates for vocational training is performed by PES and it seems it is based on the interest of

unemployed persons more than on the expert assessment of advisors. Due to such prevailing selection criteria it is more likely that the proactive unemployed with higher employability will participate in training than vulnerable and marginalised unemployed persons. A PES adviser needs to consider the minimum educational criteria for participation in training and still there are cases that almost illiterate persons were sent by PES to vocational training in VTCs.

PES is involved in the implementation of ALMM carried out by several projects. Its role is usually limited in identifying employers and jobseekers according to the project's criteria. Although it is just a partial involvement of PES it is a valuable collaboration in improving the labour market situation and it is an opportunity for gaining experience in the implementation of ALMM.

It seems PES is at the moment focused mainly on administrative and counselling work with the unemployed, and it is substantially less and only partially deals with raising employment possibilities and direct job placement of its clients. Irregular and inconsistent use of the pilot version of SIPM system (IT system which was developed with the objective of support PES basic activity of keeping register of unemployed and job vacancies) is also creating obstacles to the flow of data on unemployed persons within PES. The counselling process carried out by different Advisers is not supported by an IT system and therefore interviews with similar content are repeated.

Services to job seekers and unemployed persons were delivered through the National Career Guidance Centre. The National Career Guidance Centre established four years ago is now closed. It was established in cooperation with MLSW, Ministry of Education and Ministry of Culture and Youth while the process was facilitated by the International Labour Organisation mission in Kosovo. In the Memorandum between ministries, they ensure co-financing of the National Career Guidance Centre to the amount of EUR 40,000 for each partner. This has enabled rental space and employment of 3 persons. This joint venture of three ministries is an excellent example of synergy in actions for the improvement of the labour market situation. The National Career Guidance Centre is located at an easily accessible location in the centre of Prishtina and it is of an appropriate size and seems to be well equipped. The services provided to clients were the following: leaflets on education possibilities, self assessment tests, access to the Internet and career guidance.

National Career Guidance Centres in many countries are an excellent provider of open access services in career guidance and employment counselling for youth in education, unemployed, jobseekers and all other target groups searching information on education and employment possibilities. The European Network of such Centres enables the transfer of skills and experience between countries and gives support to the establishment and maintenance of national centres.

It was very disappointing to find the National Career Guidance Centre in Prishtina closed. It seems that due to lack of co-financing and security reasons the door has been closed for a year.

2.4. Human resources

According to MLSW sources about 182 staff employed in PES were performing employment adviser duties dealing with unemployed persons⁵. It is evident that with respect to the number of unemployed persons, which is about 330,000 registered unemployed persons, the ratio of PES staffs and the unemployed is extremely unfavourable; in 2009 the unemployment-staff ratio was 1862:1. In comparison to internationally recognised ratios, which ranged from 80 to 150 unemployed persons per advisor⁶ are evident critical conditions under which PES services are delivered to clients.

⁵ Department of Labour and Employment, (2009), Annual report 2009

⁶ Organization for Economic Co-operation and Development, (1997), Labour Market Policies in Slovenia

The structure of the PES staff dealing with clients is as follows:

- educational structure shows that 34% of staff have attended secondary school while 47 % have university level of education,
- Regarding gender structure approximately half PES staff are male and half female, for example REO Prishtina is employing 22 men and 18 women.
- As for the age structure 67 % of PES is between 40 and 50 years of age.⁷

PES does not have its own human resources department and human resource development policy but it has joint human resources department with the whole MLSW. It seems that the MLSW human resource department is performing just an administrative role of keeping records on different issues concerning staff. It seems there is no human resource planning or assessment of skill needs or training planning for the MLSW staff.

2.5. Financial resources

There are various sources of financing PES operations and therefore also the ways of financial management are various. In one part, active labour market programmes are financed by the state budget, while the other part is financed by different donor schemes, usually managed by projects within which activities are carried out. We are going to focus on the budget as the source of financing the operation of PES itself and implementation of active labour market measures. Financial and accounting matters are organised jointly for the entire MLSW. In accordance with the organisation all financial and accounting matters for the needs of PES are carried out by joint MLSW financial services.

Financial matters are planned from the bottom up. Once a year regional and local PES units submit their financial plans for next year to the MLSW financial service, which coordinates them at the level of the Ministry and with the Ministry of Finance. A coordinated proposal of financing is then confirmed by the Government.

PES with its territorial organisational units can't dispose of the funds for its operation independently nor is it independent in allocating funds for ALMP and for direct payment. At the level of regional and local employment offices there is no staff qualified for financial and accounting work.

⁷ Source is interview with MLSW staff.

3. Conclusions and Recommendations

Reform of public employment services or PES is a process which started with the reactivation of PES in 2000. In spite of numerous improvements in PES operations, changes in the political and economic situation in Kosovo and changes on labour market call for further reforms of PES.

Efforts by MLSW and numerous projects with PES as final beneficiary or partial beneficiary (note-list projects) have been focused on different aspects of PES, such as training of staff, strengthening information support, various programmes of active employment policy and others. These recommendations focused on building the concepts of PES operations and process approach to carrying out PES activities.

PES reform recommendations aim at regulating the processes of service provision and not so much at changing the formal organisational structure. ES plans to carry out the preparations for the establishment of independent National Employment Service Agency by 2012. Such organisational solution was recommended also by the FRIDOM Project⁸, which in the medium term recommends the spin-off of part of the current Employment Department that provides employment services as a stand-alone agency. It may be sensible to set reform priorities; whether to change the organisational position of PES first or whether services provided to clients should be improved first. Separation of PES from MLSW and establishment of an independent organisation will probably be a process which will open new questions, such as establishment of some services which are now provided by MLSW on behalf of PES (human resource department, financial department, and general affairs department), appointment of management, adoption of legal frameworks and others. It is important that the organisational aspect of the establishment of PES as an independent service does not distract attention from the subject of work that is provision of services for clients.

Irrespective of its organisational position, whether within MLSW or as an independent organisation, PES needs reform of the perception of its role in the labour market, reform of work with clients, reform of management, reform of assigning competences among organisational levels and improvement of material and human resource conditions of operation. The efficiency of PES depends mainly on the clearly defined purpose of its operation, clear strategy aimed at the achievement of its purpose and clear instructions for the implementation of the strategy, good management of the organisation, motivated staff and, of course, suitable/minimum material conditions of operation. The organisational integration of PES as a MLSW department or status of an independent public agency has a minor influence on the efficiency of operation. Therefore, as preparation to the forecast elimination of PES from MLSW, recommendations are focused on increasing the quality of services PES provides for its clients.

The recommendations first address general matters, laying down the guidelines for PES operation, followed by detailed recommendations, addressing individual processes in the organisation. The purpose of umbrella recommendations is to recommend a consistent framework within which individual process of the provision of services will be realised gradually.

Recommendation 1: to prepare PES Mission Statement

Clearly defined and harmonious operation of each public organisation requires the definition of the mission of the organisation. The mission usually defines the fundamental purpose of operation, principles of operation and gives meaning of the operation of the organisation in the environment where it operates. The mission is aimed at all staff in the organisation, all parties and general public. The management of the organisation should create the mission as in this way it communicates the

⁸ HELDOM Cooperation, Consulting and Public Management Group, Governance Institute Slovakia and Altair Asesores (-), FREDOM Project, Functional Review and Institutional Design of Ministries.

most general objectives of the operation. Most PESs in the EU have a mission, describing the role of PES in the national framework in a shorter or longer version.

It is recommended that PES missions be created for two key reasons: to encourage dialogue within organisation and to define the purpose and principles of the operation. Preparation of the mission itself could be a useful process in which PES management would clarify different perceptions of the purpose of PES operations, coordinate them and direct them toward objectives, common in most modern PESs in the EU. The most widely defined objective of modern PESs is to help people find appropriate employment and help employers fill their vacancies, at the same time achieving a balance between its economic and social outcomes. Since PES is operating in a national labour market, this context will influence the prioritization of targets. Legal acts such as law or administrative instruction are defining the legal competences of PES, its responsibilities, structure of the organisation, rights and obligations of clients. On the other hand, the mission statement starts from the legally defined competences of PES describing the values on which service delivery will be based and the approach which will be used to satisfy clients' needs.

The mission Statement of the EU/EEA Public Employment Service Network⁹ could be of help when defining more detailed but still fundamental PES objectives: »However, the PES should strive to achieve the following: A significant role in influencing and contributing to the development of labour market policy through the provision and analysis of relevant labour market information and trends; the appropriate implementation of labour market policies; an improved transparency in the labour market e.g. increase in number and range of vacancies; CVs etc. to reflect customer and changing market needs and intense cooperation at EU level with a view to improving the quality and uniformity of job vacancy descriptions; a decrease in unemployment; guaranteed intervention for young people to support their entry into the labour market; reduction in bottlenecks and mismatches in the labour market; increase in labour market participation rates and employment; helping the disadvantaged and the more marginalised jobseekers into the active labour market; partnership with other relevant organisations and continuous development of staff skills.«

The Mission Statement of the EU/EEA Public Employment Service Network defines common strategies, aimed at the achievement of PES objectives, among which the following should be pointed out:

- **Customer focus.** The needs of our customers– both jobseekers (unemployed and job-changers) and employers – are clearly the starting point for the PES to develop its customised services
- **Early identification and intervention.** A key element of the PES service model should be that assistance is freely and quickly available to all customers and that needs are identified and acted on as soon as possible.
- **Modernising service delivery.** The PES service model should be based on the use of multi-channel service delivery.
- **Partnerships and networking:** To meet changing customer needs, PES should work more effectively with other actors and service providers in the labour market.
- **Effectiveness and quality:** Meeting customer needs, managing resource pressures and working with increasing numbers of other service providers will make it necessary for PES to further develop our effectiveness and the quality of our service.

The mission should be adopted by consensus of PES management and communicated to its staff. The purpose of the mission is that all staff should act in accordance with it and therefore it is of key importance to communicate it to all staff and to the general public.

Recommendation 2: To define the Integrated Concept of work with key PES clients: the unemployed and employers.

⁹ EZ/EEA Public Employment Service Network (2006), Mission Statement, Lahti.

Implementation of the PES mission in day-to-day work will be possible provided the mission principles are operationalised in documents, describing the principles and procedures of work with clients in detail. Assuming that PES will be reformed to client-oriented organisation, it is reasonable to draft an integrated concept of work with key PES clients – the unemployed and employers (hereinafter referred to as the Concept). The Concept should define a process of working with clients which ensures certain services, and the implementation of this process is then supported by staff and other resources which are adapted to this process.

The Concept provides the foundations of the model of dealing with unemployed persons and cooperation with employers, which will ensure the efficient meeting of needs for workers and provision of help to unemployed persons in accordance with their individual needs in order to find a job as soon as possible.

In order to establish an efficient model, the fundamental procedures of dealing with unemployed persons have to be defined in detail so that it ensures rapid identification of their advantages and weaknesses aimed at successful mediation and active job searches and improving tools for identification and increase of employment opportunities.

In addition to this, the fundamental processes of cooperation with employers at all organisational levels, from meeting the needs for workers to planning and wider and long-term cooperation with employers aimed at providing suitable staff have to be defined.

It is important that the Concept is in line with the legal framework of PES operations, particularly with Administrative Instruction 5/2009, laying down the clients, scope of services and compulsory records and documents.

PES management and experts as well as other experts should cooperate in the preparation of the Concept as they know the needs of clients and material facilities for its realisation.

Taking into account the scope and structure of unemployment in Kosovo and material facilities for the operation of PES, the Concept could be based on the following principles:

- The simple registration of the unemployed;
- The segmentation of the registered according to reasons for registration
- strengthening the significance of expert assessment by advisers when dealing with unemployed persons.
- introducing a general employment adviser and revising the roles of three types of advisers
- profiling of the unemployed who are looking for a job;
- A more precise definition of services aimed at improving employability;
- strengthening cooperation with employers in order to gain more information about job vacancies.

Concept of working with the unemployed

As regards the procedures of working with unemployed persons it is recommended to keep the present manner of operating and supplement it with new approaches.

The process of registering an unemployed person, carried out by administrative staff, is efficient, but it could be more users friendly if for example, there were more informed administrative staff able to give general information or leaflets or posters providing general information. However, it is important to upgrade the registration procedure in certain aspects as follows:

1. **Introduce segmentation of registered persons.** Registered persons who are looking for a job and persons who register in order to exercise the right to social benefit should be distinguished when they register. For example, young people over 15 years of age who attend school are registered in order to obtain the right to social benefit. They have the right to be registered and have the status of an unemployed person but they are kept in a special register and they are not involved in further procedures. The way of showing and keeping persons, who are registered as unemployed persons but are not active jobseekers should be regulated by an administrative

- instruction. Segmentation of registered unemployed persons would disburden PES of persons who do not need expert help in job searching.
2. **Restricting groups eligible for PES services only to unemployed persons.** PES is actually, according to the Administrative instruction on structure and functions of PES¹⁰, dealing with a largely defined group of clients entitled to get services from PES: “Article 2: Jobseekers are all persons looking for job including persons with full or part time employment and persons temporarily suspended from job.« Although all this groups of job seekers might need some PES assistance in the current labour market situation in Kosovo with a high figure of persons without a job on one hand and limited PES resources on the other hand, such largely offered services do not reflect strategic orientation toward priorities. Therefore it is recommended to change Administrative instruction by restricting groups eligible to PES services only to unemployed persons.
 3. **Changing the criteria and the procedure for guiding unemployed persons through the counselling process.** The present practice in which further dealing with unemployed persons and referring to education depends on the unemployed persons' wish and initiative should be abolished as in this way better service is provided to those who already have better employment opportunities while marginal groups continue to be excluded from PES assistance. It would be reasonable to transfer the initiative for further dealing with the unemployed person or inclusion in education or other programmes to the advisor who knows the needs of the client and PES possibilities, so he/she is able to find the most suitable activities which will lead to increased employment opportunities. When this recommendation is adopted, also the process of dealing with the person changes as the administrator would refer the unemployed person to the general employment adviser.
 4. **Introduce a general employment adviser and revise the roles of three types of advisers.** In order to create the conditions in which the unemployed person is dealt with as soon as possible and the same interviews are not repeated, it is recommended that a new position be introduced which could be called **general employment adviser**. This adviser would conduct a thorough interview with the unemployed person, make an individual action plan and decide about further dealings with the person and refer the person to specialised advisers. Each unemployed person would have the same general employment adviser for the entire period of registration at PES. One of the key methods of operations of such advisers is the so-called »profiling« (more about that in the next recommendation). This means that the process of dealing with the unemployed person would be concentrated in one advisory function, which would be a more user-friendly approach and the role of this adviser would become a central one in the process of dealing with the person. The existing staff would get the role of this new type of advisor – by decreasing the number of the present Counselling and guidance advisers and abolishing the function of the training advisor. Counselling and guidance advisers would conduct various tests and inform them about the opportunities for education in VTC. In such circumstances the role of training advisers would become redundant so it is recommended to abolish them. The existence of training advisers has been reasonably effective, although it has been recommended that cooperation between PES and VTC should be improved. It is recommended to change the present system of candidates for training in VTC so that the initiative for the inclusion is based on expert assessment, made by a general employment adviser, and not on the wishes of the unemployed person.
 5. **»Profiling« of the unemployed who are looking for a job.** With the help of «Profiling» model the said general employment adviser would assess the actual employability of the unemployed person. Unemployed persons would be assessed and divided into those who can go directly to employment and those who need certain help in order to increase their level of employability. The first group could be referred to job vacancies when they are available. The second group would be referred to Counselling and guidance advisor or training, as appropriate. They would be referred to vacancies only then. In this way PES resources for work with the unemployed would be focused on people who really need help. »Profiling« is a

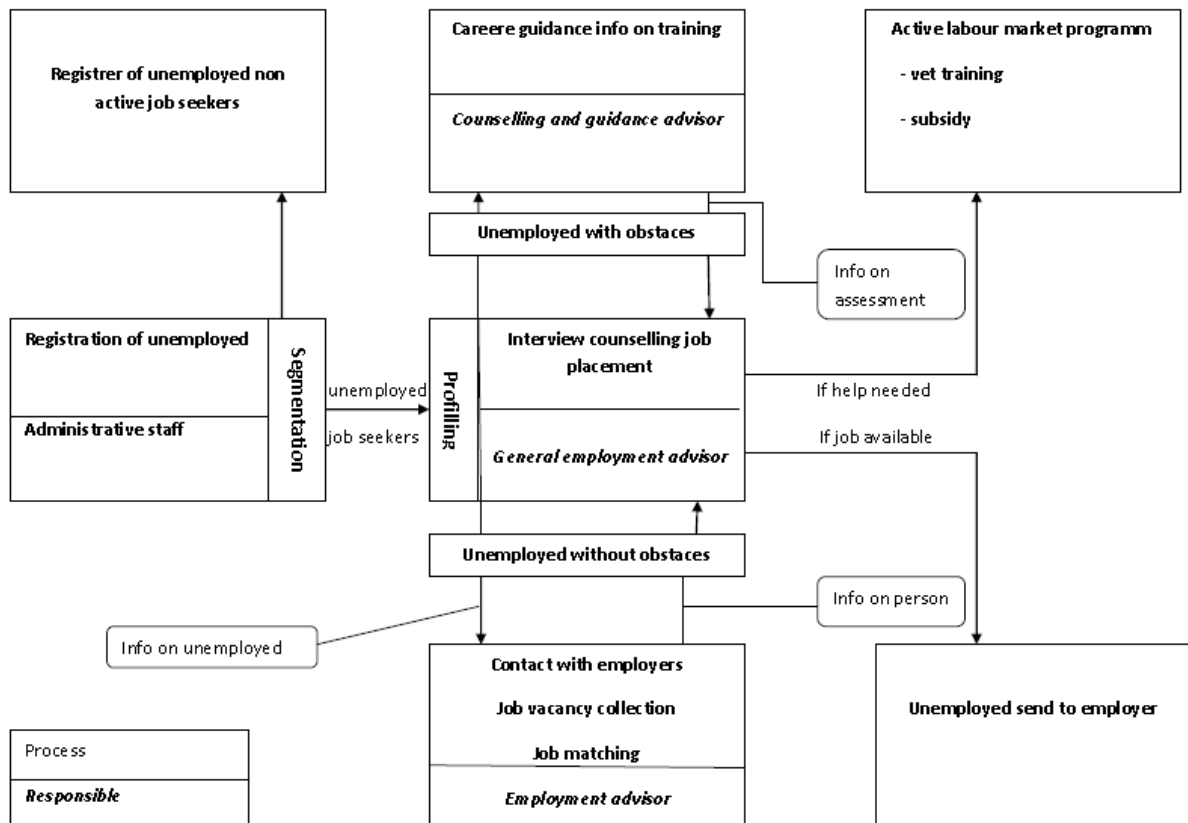
¹⁰ Administrative Instruction No.05/2009 for registration and evidence of unemployed and jobseekers, Ministry of labour and Social Welfare

model, applied in several PESs in the EU; however, the actual set of criteria for the classification of the unemployed is prepared according to the national context of the labour market and employment strategy.

- More precise definition of services aimed at improving employability.** As many group ways of working with the unemployed as possible should be introduced, particularly in the field of learning job searching skills. For this purpose it is recommended to replace how unemployed persons learn these skills, with a standardised workshop for learning job searching skills where a group of unemployed persons would receive the required knowledge. This workshop would last from a couple of hours to the whole day (depending on funds) and it would provide information about job searching skills such as looking for vacancies, applying for a job, writing a CV, employment interviews and others. The target group of this workshop could be the unemployed who need help in job searching and other target groups, selected when needed. The workshop would be developed by a PES expert working group or in cooperation with one of the donors, and it would be implemented in the same way in all regional and local units.

Even if segmentation and profiling will enable the extraction of unemployed persons which really need help from PES their number will still remain high and the unemployed to staff ratio will remain critical. Advising processes for the unemployed require a certain amount of time and effort if we are to expect certain quality of services and results. Reform of counselling and job placement processes will certainly improve the efficiency of existing staff but without increasing the number of PES staff we can't expect a satisfactory level of services to clients.

Chart: Scheme of the recommended process of dealing with an unemployed person



Concept of working with employers

As regards the procedures of working with employers it is recommended to encourage and modernise collaboration with employers with the goal of fulfilling employers labour force needs by offering the most suitable candidates from registered unemployed persons.

One of the possible pathways is to redefine the role of Employment Advisers. Employment Advisers need to add new approaches to the already existing activity of visiting employers on file. Visits to employers are useful but time consuming and obviously, with regard to the limited number of reported job vacancies, not always an effective approach. Visits to employers need to be revised from the point of view of the frequency of visits and from the point of view of the content of visits. Reducing the number of visits to employers needs to be considered and on the other hand, opening new communication channels for reporting job vacancies and other employer needs. IT communication technologies are offering several communication channels between employer and PES such as Internet, e-mail and dedicated phone line service. Making PES more easily accessible to clients, and in this case to employers, is a strategic recommendation which will be elaborated in the following chapter.

From the content point of view visits to employers need to be more structured by developing two way communication in which an Employment Adviser is collecting data on job vacancies and other employers needs and delivering to employers, information on services PES is providing to employer.

From the practice of other PESs, it is known that employers prefer a fixed contact person within the PES therefore it is suggested this practice be preserved and at the same time developed with necessary specific competences, while providing service to employers such as a pro-activity approach. Online services for employers first of all are important for employers to save time, but at the same time continuous and personal contact is a critical success factor for sustainable cooperation with employers and customer binding.

The development and implementation of a new concept of service delivery for the unemployed and employers will be possible with the determinate management of PES which will persist in this long lasting process. The success of this as with all other recommendations depends as well on the ability of the management to communicate its objectives and approach to the entire organisation and to each single employee. Communication within PES needs to become a usual and permanent process which will enable the acceptance of our objectives and understanding of processes. Communication methods are several and range from simple regular meetings to organised internal communication such as Intranet or mailing lists.

Recommendation 3: To strengthen working with employers in order to receive more information on job vacancies

The problem that PES is facing is that a dramatically small number of vacancies are reported by employers. In order to improve the current situation a more strategic approach to employers should be implemented. Closer cooperation and better services for employers will result in a higher number of vacancies that we can offer to the unemployed.

PES should explore strategic ways of upgrading cooperation with employers by intensifying collaboration with the final objective in order to increase the number of job vacancies reported to PES and more efficient filling of employers' demands for labour force. In order to operationalize the recommendation concerning the opening of new possibilities for communication with employers we suggest that each regional centre should open a telephone line, dedicated to employers to report vacancies and a background system of recording this information and dissemination of information

within PES. Similarly, an email address to which the employers could send their demand for workers should be established. Data on vacancies from all three channels, in person, email and telephone calls, would be entered in the computer system and made available to Employment Advisers. In this way the role of employment advisers would be strengthened further. In the long term, PES needs to assess the need for a special unit dedicated to collaboration with employers.

Collaboration with employers could be further strengthened with systematic collaboration with employers' organisations such as the Chamber of Commerce. This type of collaboration is more strategic and is less directly connected with job placement. Instead it can help to understand employers' needs and can help in improving PES public image.

Recommendation 4: Multi-channelling service delivery approach

Due to the large number of unemployed persons and limited staff resources and in order to ensure services of better quality increasing the accessibility of PES to clients is recommended. If the earlier mentioned Mission statement defines PES as a client oriented institution with a high priority for satisfying clients' needs then a multi-channelling service delivery is recommended.

A Multi-Channel-strategy is a high priority issue on the agenda of modernisation in the majority of PES in the EU. A Multi-Channelling service delivery strategy is an integration of face-to-face-services delivered in offices, telephone- and online-services delivery channels. In the EU, PES make substantial efforts to develop systematic multi-channelling and personalised services as their most highly prioritised strategic development orientation, specifically pointing out the need to integrate the variety of channels into one unique and comprehensive business model. Integrated multi-channel service delivery is recognised in modern PES as one of the most important strategies for achieving PES objectives and meeting future challenges in the labour market. It can improve the overall effectiveness and quality of service delivery to job-seekers and to employers.

In order to improve the quality and availability of services and to adapt services to technological development, there is a need in PES to reorganise these services and to integrate all channels in a comprehensive service delivery model according to customers' needs. The number of innovative services can be added to traditional face to face services and delivered through e-channels (such as Internet, e-mail) and dedicated telephone lines (call/contact centres).

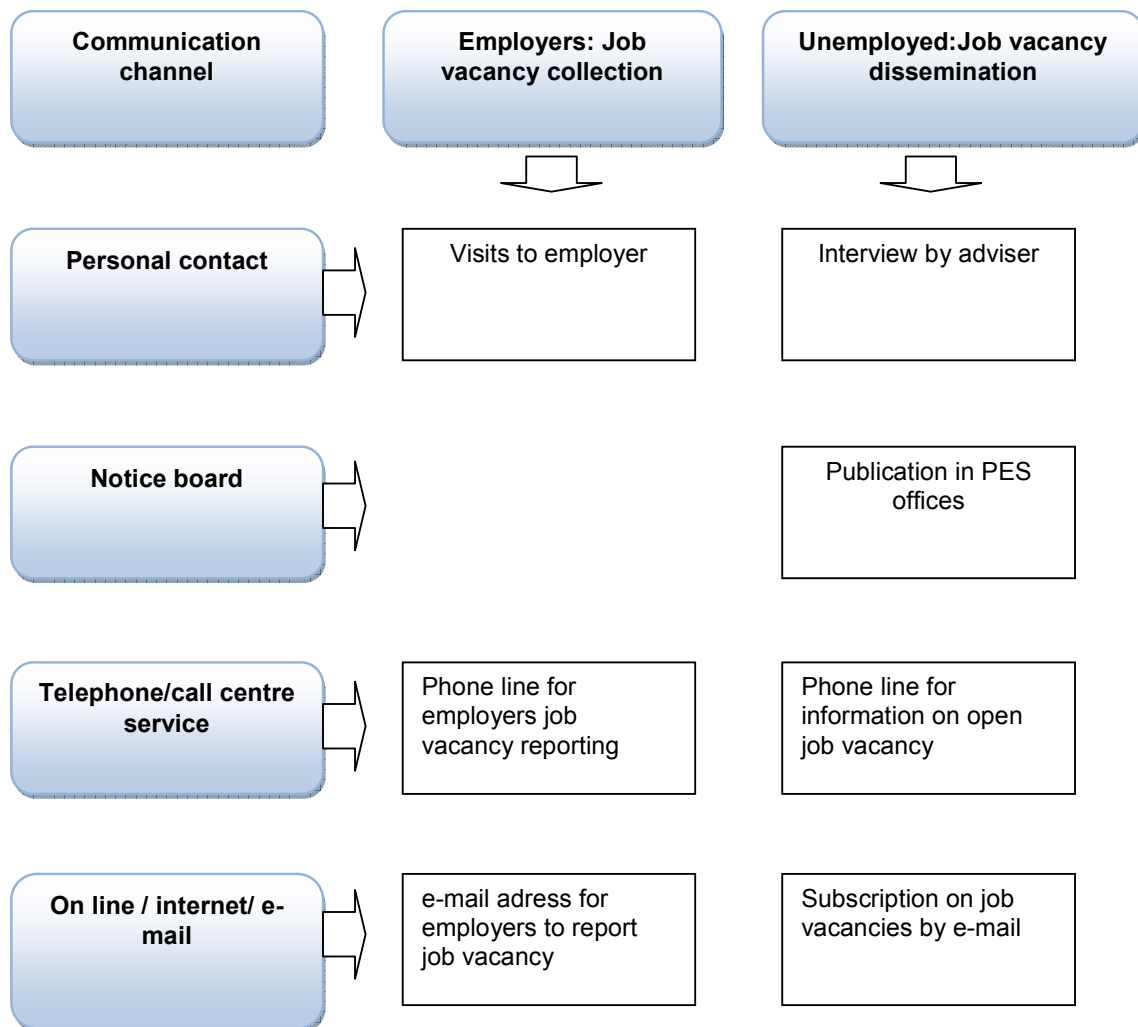
The introduction of a multi-channelling approach is expected to have a positive impact on PES organisational structure and human resource uses. It will improve the quality of services and client satisfaction and will also lead to a more effective and efficient service delivery (to cope with the higher number of clients at high quality standards). The most important expectation related to a consistent multi-channel model is therefore to save PES human resources but giving clients can get basic information or do as many administrative tasks as possible on their own. With a multi-channelling approach more time could be devoted to the PES core activities: guiding, advising, and supporting individuals in any labour market or work related issue making use of different channels.

In the case of PES such an approach needs to be recognised by its management as suitable for the Kosovo situation and then its development and implementation supported constantly since it is not a single and isolated action, but a constant process which will require high coordination within PES. Multi-channelling service delivery service needs to be developed gradually. Recommendations for face to face services are proposed in previous chapters therefore under this recommendation only the development of telephone and online services is noted.

Under the recommendation for intensifying collaboration with employers an example of telephone and on line services for the reporting of job vacancies was given. In the case of multi-channelling service delivery for unemployed persons an example of job vacancies service delivery can be recommended. Unemployed persons searching for jobs are most often looking for job vacancies. It is recommended

that PES deliver available information on vacant posts through several channels: in addition to already existing face to face channels during the meeting of an unemployed person and on notice boards in offices, job vacancies should be published on the PES web site, which does not currently occur, enabling subscription to vacancies which meet the criteria defined by the client and delivery of selected data by e-mail or RSS channel. Introduction of this basic on line service should not require large financial input, but at the same time will require back office activities such as the development of permanent data collection system and maintenance of this on line service. On line publication of job vacancies should be one among many services on the PES web site with clear client oriented profile such as CV service, self tests for career guidance etc, more advances such as registration of the unemployed etc. Data on the structure of PES and its management, as well as other corporate information, is of secondary importance for unemployed persons. The introduction page of the web site needs clearly to indicate access to services and information for unemployed persons and for employers separately. The variety of access possibilities given by a multi-channelling approach is given in the scheme below.

Chart: Multi-channelling service delivery approach, example of services for employers and unemployed regarding job vacancies



A precondition for the multi-channelling approach is to have at PES at least minimal communication equipment and financial means for maintenance. The current condition of an extremely limited number of phone lines in some regional offices needs urgently to be improved by enabling regional and municipal offices to have appropriate numbers of phone lines, access to the Intranet and PES's own e-mail system.

Multi-channelling activities should be submitted to performance measurement and evaluation. Monitoring and documentation of clients' activities, as well as existing evaluations of the effectiveness and efficiency of pilots are hitherto weakly developed.

Based on experience, we know that the multi-channel approach is not something that can be merely added or superimposed upon traditional ways of servicing job-seekers and employers. To optimize potential benefits, a high integration of service processes as well as channels into a new business model should be achieved and maintained. A constant challenge is therefore how to develop a service model that allows channels to interoperate in a way that the needs of customers as well as the needs of the PES – as service provider – are efficiently met.

Perhaps multi-channelling of services can be responsible to limited financial resources.

Attempting to give priority of services to be developed in PES within a multi-channelling approach should occur.

Recommendation 5: Re-opening of National Career Guidance Centre and broadening of Career Guidance Centres network

Re-opening the National Career Guidance Centre as open access services for career guidance and employment counselling for youth in education, unemployed, job seekers and the non active population is highly recommended. Its services are acting as prevention against unemployment since it will offer career guidance to the young population. PES can use it as additional service channel to deliver information on job vacancies and other relevant information.

The renewal of a memorandum between the Ministry of Education and Ministry of Culture, Youth and Sport is recommended, since this is the joint action of these Ministries. Otherwise other arrangements, such as donations or projects are welcome. The National Career Guidance Centre as a public space in the centre of Prishtina has it promotional aspect as well.

Recommendation 6: »Clean register of unemployed« as good practice in application of regulation.

This recommendation is less strategic and narrower than previous ones and is given because the already existing regulation is not fully applied. Administrative Instructions No. 05/2009 for registration and evidence of unemployed and job seekers (Ministry of labour and Social Welfare) is setting rules for cancelation of persons from the register of unemployed if the person is not fulfilling PES requirements.

Reform and modernisation of PES by »Clean register of unemployed«, planned in the ES, could be carried out on the basis of the conditions and procedures of deleting persons laid down in the Instruction Articles 10 to 12 from the register of unemployed persons. More detailed recommendations concerning operationalisation of this activity, aimed at providing a possible procedure which could serve as a model for operationalisation of other PES activities, will be provided below.

The drafting of an implementation plan requires a clear position and determined management by PES management at all levels. The management of the Department of labour and ... should clearly define this as an objective, applicable to the entire PES, and appoint a person who will be responsible for the achievement of this objective. The implementation plan should be drafted in agreement with representatives of regional and municipal employment officers, probably directors. As the Administrative Instruction clearly defines the conditions and procedures of deleting, the main role of operationalisation is to define the way of exercising the part of the Instruction which deals with that field.

Recommended operationalisation stages could be as follows:

- define the way of controlling whether unemployed persons are meeting their obligations (for example, either ask all unemployed persons to come to the office and have their status checked, or establish on the basis of PES documentation whether the obligations are met or any other way),
- define the way of recording deleted persons (standardised tables, marking in electronic register),
- define the deadlines for the commencement of uniform action of checking and deleting from registers and deadlines for reporting by regional and municipal units to the Department,
- To inform and train all advisers about the activity and their role,
- To commence the action of checking and deleting
- To monitor results in reports.

Administrative Instructions themselves, no matter how good they are, will not change the practice of work with clients if they are not supported by a good implementation plan. The implementation plan is usually within the competence of PES management, which has to define the procedures of implementing the instructions, schedule and persons responsible for individual procedures at each organisational level.

Recommendation 7: Development priorities concerning Labour Market Information System

The building of an information system which will embrace the majority of data relevant for the understanding of the labour market situation, and trends and which will enable forecasting is quite a complex task. Even countries with substantial financial resources and a long tradition in labour market data management do not have such an integral system.

The first idea for the development of a labour market information system in Kosovo started several years ago and up to the second half of 2010 just some steps were done. This is a clear indication that such ambitious plans need more attention to be realised. LMIS even though it is a small system is in its structure and functions complex. As a first step a working group consisting of a major project should be established, built up of representatives of data providing institutions (MLSW, Statistical Office, Ministry of economy and others) and data user institutions (decision making institutions, research institutions) and others such as donors. It is recommended that the group answers some key questions concerning LMIS management and content features which will derive from the concept of LMIS:

- Which are the objectives and purposes of the LMIS;
- Who are the users of its out-cams;
- How balanced are three usual LMIS functions: 1. Data collection, 2. Data processing and 3. Data dissemination.
- Who are the partners in its development and maintenance?

Concerning LMIS functions the development of balanced data collection, data analysis and data dissemination functions is recommended. From the experience of other countries often a lot of effort is put into data collection which is then not analysed enough due to weak dissemination of data and conclusions which do not reach potential users.

Based on the developed concept and the estimation of costs a working plan can be prepared and in next stage, leading and partner institutions can be involved.

Recommendation 8: Switching SIMP system for pilot into full-scale implementation stage.

It is recommended that the development of LMIS be approached primarily within PES as support to its core business namely the registration of unemployed persons, counselling and job placement.

Information technology support to PES needs to have twofold functions:

- It will improve the efficiency of administrative and counselling services for clients;
- It will provide aggregated statistical data on some basic labour market categories such as unemployed persons and job vacancies.

IT support to PES was developed several years ago under the name SIMP system and this is already in use in some regional and local offices. Since it is not in use in all PES as an integral information system, it is more or less still in the pilot stage. Absolute priority needs to be given to the full scale implementation of SIMP in all PES. This process will be facilitated by strong and determined management who need to support and monitor an implementation plan elaborated previously. PES needs to accept SIMP as its own working tool although it was developed by an aid project. This will be easily achieved if implementation is done by PES staff as their own activity.

A project approach for the realisation of SIMP full scale implementation is suggested. A project leader together with a project team recruited among PES staff that already uses PES and IT experts can carry out activities carefully scheduled and monitored by PES management. In the frame of the ES, hardware for the appropriate network was purchased. It is important to distinguish the technical aspect of implementation from the users' one. The implementation of SIMP is not a primary IT task, but much more influences the processes and responsibility of staff. Therefore the main focus must be given to informing staff, advisor and administrative staff, on changes in the working process introduced by SIMP, training of staff and constant support to users. Since the pilot stage was much longer than usual no additional pilot is needed.

Recommendation 9: To adopt administrative instruction on ALMP procedures in PES.

In the development of a legal framework for the implementation of ALMP in the short term it is recommended that the system of secondary legislation or administrative instructions, issued by the Minister of Labour be kept. As long as PES is a part of MLSW, it is reasonable for the development of legal framework for the implementation of ALMP to follow the current system of secondary legislation or administrative instructions, issued by the Minister of Labour. The general legal framework of PES operations is laid down in UMNİK legislation while more detailed PES functions are specified in Administrative Instruction 5/2009.

In order to regulate legal framework for the implementation of ALMP it is recommended to supplement Administrative Instruction 5/2009 Article 9, laying down PES obligations, with the services of ALMP implementation, or to add a separate article. In addition it is recommended to prepare a special administrative instruction which will standardise the role of PES in the procedures of implementing ALMP. It should be general enough to allow application to any ALMP, irrespective of its content or source of financing. On the other hand it needs to be more precise in definition of the PES structure responsible for ALMP. Employment advisors and other type of advisors can be responsible for the enrolment of appropriate unemployed persons in each programme, while another type of PES staff can be responsible for the management of ALMP. His/her role will be to coordinate the measure in terms of financial management and achieving overall objectives of ALMP.

Within the reorganisation of PES as an independent public service, an independent law should be considered. In the period of implementing ES the supplementation is recommended of Administrative Instructions No. 05/2009 for registration and evidence of unemployed and jobseekers, partly by the Ministry of Labour and Social Welfare, listing the competences of PES, implementing measures of active employment policy, and preparing a new administrative instruction which will define the role of PES in the implementation of ALMP and rights of those involved and other relevant issues.

In the long term, when PES is organisationally eliminated from MLSW, which is the recommendation of FREDOM project¹¹ and the preparation of which is a component part of ES, it will be reasonable to prepare a law which will deal with labour market policies and PES as an implementation institution in an integral way. Implementation activities, such as target groups, rights and duties of involved persons and implementers and other operative activities could be defined in secondary legislation, approved by the relevant PES body.

Recommendation 10: Strengthen the significance of expert assessment in referring to programmes.

For any ALMP, training or program the standard procedure for the selection of a candidate should start from the PES adviser. The actual situation assessed in several documents where jobseekers without employment obstacles are frequently sent to vocational training certainly derives from the selection process according to which it is the candidate him/her self who applies for the training.

Undoubtedly a much more efficient procedure would be when training target groups would be defined first on the basis of clearly defined selection criteria after which the employment adviser would select the candidates that he/she thinks need additional training the most.

This principle should be applied in all procedures of selecting candidates for ALMP or VTC training.

PES has had in previous years a lot of opportunities to be involved in the implementation of ALMP in collaboration with several projects. In this stage PES needs to turn gradually into a learning organisation which will be able to gain from good practices and on the base of this experience start to build its own system.

Recommendation 11: to improve visibility and the public image of PES

It is recommended that the visibility and public image of PES be improved based on a well prepared communication strategy. The objective of improvement is to approach clients, to make PES services more available and user friendly and to promote PES as a partner in labour market issues.

The strategy can be developed by a mixed working group of PES staff and experts for marketing in the public sector. The activities for a better public image for PES can range from the new symbol of PES to regular press conferences and advertising for each new measure for the unemployed.

Action oriented recommendations with timetable are in the Annex.

¹¹ HELDOM Cooperation, Consulting and Public Management Group, Governance Institute Slovakia and Altair Asesores (-), FREDOM Project, Functional Review and Institutional Design of Ministries

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Assessment of the structure, organization and performance of the Public Employment Services in Kosovo

Annex 1

Action oriented recommendations

No.	Recommendation	Short term actions (2010-2011)	Medium term actions (2012)	Long term actions (2013 onward)
1.	To prepare PES Mission Statement	PES management needs to organise several workshops at which management from all PES organisational levels will discuss and draft Mission Statement.	Dissemination of the Mission Statement among PES staff (methods to be used: meetings, training, written materials, electronic dissemination channels)	Dissemination of the Mission statement among PES staff as a constant process. Revision of the PES Mission Statement and adjustment to labour market circumstances.
2.	To define the Integrated Concept of work with key PES clients: the unemployed and employers.	To develop the Concept following these steps: -establish working group consisting of PES experts and other experts with the task to draft Integrated Concept, - verification of the Integrated Concept in large discussion within PES, - approval of Integrated Concept by PES management To prepare implementation plan which will consist of: - drafting operational documents, - reorganisation plan, - staff training plan.	Implementation of the Integrated Concept by the implementation plan.	Continuation of implementation of the Integrated Concept: monitoring and evaluation.
3.	To strengthen cooperation with employers in order to receive more information on job	Within the Integrated Concept of work with key PES clients objectives and methods of work with employers	Implementation of the Integrated Concept dedicated to employers.	To establish call centre for reporting job vacancies.

	vacancies.	<p>need to be defined.</p> <p>To start with some simple methods for the improvement of accessibility of PES to employers such as opening of phone line and e-mail for reporting job vacancies dedicated to employers.</p> <p>To redefine the role of Employment Adviser.</p> <p>To prepare the communication strategy with employers.</p>	To realise the communication strategy with employers.	
4.	Multi-channel service delivery approach	<p>To collect information on multi-channelling as service delivery strategy in other PES.</p> <p>To establish working group for the development of the draft multi-channel service delivery strategy together with financial resources for the realisation.</p> <p>To approve multi-channel service delivery strategy by PES management.</p> <p>To improve existing telephone service.</p> <p>To open new e-channel - info e-mail for clients' requests.</p> <p>To develop and publish web site at least with key job searching information.</p>	<p>To start the implementation of multi-channel service delivery strategy by stages:</p> <ul style="list-style-type: none"> - to organise back office which will support electronic and telephone service channel - to develop web site with information and services for clients such as subscription to job vacancies - to prepare call centre activities - to adjust operation of all service delivery channels. 	<p>To continue the implementation of multi-channel service delivery strategy by stages:</p> <ul style="list-style-type: none"> - to implement call centre - to add new services on web site - to enhance e-mail information services - to adjust operation of all service delivery channels.

5.	Re-opening of National Career Guidance Centre and broadening of the Career Guidance Centres network	<p>To assess the reasons for the closure of the NCGC.</p> <p>To resume partnership between ministries and reopen the NCQC in Prisitna.</p>	<p>To define role of CQC by list of standard services for clients.</p> <p>Development of the plan for the extension of national network of Career Guidance Centre in Kosovo regions.</p>	Realisation of the expansion plan by opening a new Career Guidance Centre in Kosovo regions.
6.	»Clean register of unemployed« as good practice in application of regulation.	<p>To prepare the plan for strict observance of the Administrative instruction regulating the cancellation issue which will consist of:</p> <ul style="list-style-type: none"> - the first stage of an action - the second stage of becoming a regular PES task. <p>Preparation of instructions and training of the staff will be needed.</p>	To become a regular PES task.	To become a regular PES task.
7.	Development priorities concerning Labour Market Information System	<p>To establish working group for LMIS Concept development.</p> <p>To estimate costs and working plane for LMIS development.</p> <p>To have an agreement on cooperation on LMIS between leading and partner institutions involved in LMIS building and use.</p> <p>PES implement SIMP system as it's contribution to LMIS.</p>	To begin LMIS development with priority on data collecting and data processing.	Full operation of LMIS together with data dissemination function.
8.	Switching SIMP system for pilot into full-scale	To prepare action plan for full scale implementation of SIPM system;	Continuation of SIPM implementation by:	Upgrading of the SIMP system.

	implementation stage	<ul style="list-style-type: none"> - Establish a group responsible for the SIMP implementation - Plan of setting up hardware - Plan of setting up software - Plan of staff training and help desk for users - Plan for monitoring input and output data <p>Beginning of the SIMP use in 2011!</p>	<ul style="list-style-type: none"> -monitoring users' comments -assessing data quality -improving SIMP functionalities - evaluation of overall SIMP system use 	
9.	To adopt administrative instruction on ALMP procedures in PES	<p>To assess the existing ALMP, used in several projects.</p> <p>To select appropriate practices and prepare draft general administrative instructions on ALMP procedures.</p>	<p>To test draft general administrative instructions on selected ALMP.</p> <p>To adjust general administrative instructions on selected ALMP based on assessment.</p> <p>To adopt general administrative instructions on selected ALMP</p>	Implementation of the general administrative instructions on selected ALMP.
10.	Strengthen the significance of expert assessment in referring to ALMP.	<p>To include more active and expert role of Advisors in Integrated Concept of work with key PES clients: the unemployed and employers.</p> <p>To include more active and expert role of Advisors in new procedures for the ALMP.</p> <p>To train Advisors to perform this role.</p>	<p>To give more active and expert role to Advisors by implementing Integrated Concept of work with key PES clients: the unemployed and employers and Administrative instruction on ALMP procedures in PES.</p> <p>Training of Advisors.</p>	Training of Advisors.
11.	To improve visibility and the public image of PES	To prepare PES communication strategy for improvement of visibility and public image:	To continue with activities from communication strategy aimed to employers	To continue with activities from communication strategy aimed to unemployed

		<ul style="list-style-type: none">- to assess the actual public opinion on PES- to define priority target groups/areas of improving visibility of PES- to define approaches for improvement of image of PES <p>To start with activities defined in communication strategy (such as promotion of each new service for clients with press conference, announcement in media, posters, leaflets)</p>		
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