

Project Title: Active Labour Market Programme for Youth

UNDAF Outcome(s):

N/A

Expected CP Outcome(s):

Relevant institutions have capacity and regulatory mechanisms in place to support economic development and generate sustainable employment in a gender-sensitive manner

Expected Output(s):

1. Employment prospects improved among disadvantaged young women and men as well as people with disabilities through the implementation of active employment programmes

2. Employment prospects strengthened among vocational education students through the implementation of work-based learning schemes in a gender equitable manner

3. Capacity of labour market institutions strengthened through the provision of assistance in the context of the implementation of the Employment Strategy of Kosovo

Executing Entity:

UNDP Kosovo
Economic Development and Employment Cluster

Responsible Parties/Implementing Agencies:

Ministry of Labour and Social Welfare
Ministry of Education, Science and Technology

Agreed by UNDP Kosovo Director - Parviz Fartash

<p>Programme Period: 2011 - 2015</p> <p>Atlas Award ID: 00049059</p> <p>Original Project start date: 01 December 2004</p> <p>Revision Project Start date: 01 January 2010</p> <p>Project End Date: 31 December 2011</p> <p>DEX</p>	<p>Donor: Government of Norway</p> <p>Amount: USD 2,659,000 (approx)</p> <p>(17,000,000 NOK)</p>
<p>Total resources required: USD 10,000,000</p> <p>Total allocated resources (2004 - 2009): USD 5,321,737</p> <p>Donors: Norway, Denmark, MLSW, UNDP</p> <p>New allocated resources (2010-2011):</p>	<p>Management Arrangements</p>

Summary

The Active Labour Market Programme (ALMP) for Youth is a continuation of Employment Generation Project, implemented since 2005. The project's main objectives are to strengthen capacities of institutions mandated to provide employment and training services and to provide direct assistance to unemployed young women and men through implementation of active labour market programmes. With the project's support, 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 identify skills and competencies required from the labour market. For the past five years, the project has directly supported over 8,000 young women and men jobseekers (45% and 55% respectively), through implementation of several active employment measures in cooperation with MLSW and above 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 from 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.

ALMP for Youth is implemented jointly by UNDP, Ministry of Labour and Social Welfare (MLSW), and Ministry of Education, Science and Technology (MEST).

The project revision will maintain the core spirit of the original project document, which is to improve employment opportunities among disadvantaged young women and men through facilitating active labour market measures. However, in order to enable the achievement of this outcome, UNDP will introduce additional activities in response to policy changes in the area of employment, most notably through supporting the implementation of the newly-approved Employment Strategy of Kosovo. In addition, UNDP will provide more targeted capacity building assistance to MEST to develop a more encompassing apprenticeship scheme, integrating work-based learning schemes into the vocational educational curricula. Moreover, UNDP will have a greater focus on promoting gender equality in line with the UNDP Eight Point Agenda (1325) and the UNDP Gender Equality Strategy Implementation as well as in targeting people with disabilities, aiming at strengthening their role in the society.

The revised project strategy will be to achieve the following outcomes:

1. Provide direct assistance to unemployed young women and men through a number of active measures facilitating training and employment in partnership with private sector enterprises (MLSW);
2. Provide direct assistance to vocational education students facilitating work-based learning schemes in mainly private sector partner enterprises in a gender equitable manner (MEST)
3. Provide technical assistance to the implementation of the Employment Strategy of Kosovo;

The unemployment rate in Kosovo is much higher compared to other countries in the regions and it is near to twice as high as 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 EU averages. Based on the published Labour Force Survey of 2007, the unemployment rate in Kosovo is around 43.6¹ percent of the labour force, despite extensive foreign assistance to support economic recovery. The recently published Labour Force Survey 2009² shows an increase of the unemployment rate in Kosovo – 1.8 percent higher than 2007. Unemployment in Kosovo principally affects youth, especially women, as well as those with limited education and those with no previous work experience.

As the population of Kosovo is dominated by the younger age groups, the young people will continue to make pressure to the labour market. The ratio of youth (aged 16-24) unemployment to the overall unemployment rate is 1.68. Despite the relatively low participation rates, the unemployment rate among women is 1.6 percent higher than the overall labour force unemployment rate. The level of education is correlated with the probability of being unemployed. Nearly 55 percent of the unemployed possess less than secondary education. Another pressing characteristic of unemployment is that around 82 percent of the unemployed have no working experience indicating 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 percent of the unemployed in 2007 had been without work for more than one year.

The current level of economic growth leaves the labour market with very low absorption capacity 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 highly consistent with improving the employment prospect, productivity and competitiveness.

In Kosovo, more than 60 percent³ of secondary schools are vocational education schools. These schools provide a three years vocational education programme⁴, preparing the youth to enter the labour market as semi-qualified and qualified workers on 17 professional fields⁵. 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 students⁶ 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

¹ Statistical Office of Kosovo (Labour Force Survey 2007)

² According to LFS 2009 unemployment rate is 45.4% (SOK)

³ There are 56 vocational education schools in Kosovo

⁴ Structural changes introduced during the currently ongoing process of the review of Curriculum Framework of Kosovo

⁵ 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)

⁶ More than 50,000 vocational education students Kosovo wide

addition, the school management depend on their own commitment and the accountability of the school principals and have little autonomy to manage their administrative 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. The Ministry of Education, Science and Technology (MEST) will further pursue the reform of vocational education to bridge the gap between formal education and training and the world of work. 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.⁷

The Kosovo Government has recently adopted the Employment Strategy 2010-2012 which has become a central framework document and has gained the confidence and financial support of the wider donor community. 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, 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 identify skills and competencies required from the labour market. For the past five years, the project has directly supported over 8,000 young women and men jobseekers (45% and 55% respectively), through implementation of several active employment measures in cooperation with MLSW and above 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 from 46% of project beneficiaries that had found employment, 44%⁸ were women beneficiaries. The cost benefit analysis also shows that the project generated a benefit that is over 1.42 times the cost.

⁷ Employment Strategy of Kosovo 2010 - 2012

⁸ ALMP External Project Evaluation Report 2008 (DevTech Solutions)

II. STRATEGY

2.1 Project Objectives

The revised 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 facilitating work-based learning schemes in mainly private sector partner enterprises in a gender equitable manner (MEST);
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.

As UNDP continues to concentrate its project strategy in improving youth employability and job creation through direct employment subsidy instruments, it recognizes the need to support the Kosovo Government at the policy level to develop and implement sustainable employment policies through improved governance 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 more coherent and effective manner.

The revised 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 the newly developed curricula by MEST. In addition, interventions in this area will be guided by a recently commissioned Evaluation Report by UNDP which makes recommendations to institutionalize the links between schools and the private sector through more structured policy responses. Third, the project's revised 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 aim at achieving the intended outcome as stated in the Country Programme Results and Resource Framework: *Relevant institutions have capacity and regulatory mechanisms in place to support economic development and generate sustainable employment in a gender-sensitive manner.* 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 to provide equal training

opportunities to men and women jobseekers and will encourage young disadvantaged women to undergo training, enhance their skills hence increase their employment opportunities. The project is implemented in compliance with the Gender Equality Law in Kosovo, specifically articles under section heading: Employment and Education⁹. To ensure equal participation of men and women, the project has set quota¹⁰ 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.¹¹

2.2 Project Expected Outputs

2.2.1 Employability and job creation among young women and men strengthened through direct active employment measures

By the end of 2004, ALMP project in cooperation and based on ILO experience in the region and abroad, have tailored and introduced several active employment measures targeting young women and men, aiming at improving their employment prospects. The measures implemented include On the Job Training, Pre-Employment Training, Wage Subsidies, Vocational Training at private providers, Institution and Enterprise based training and Internship scheme. In partnership with ILO¹², under the project aegis, through innovative approach and based on assessments¹³ reports, the project has introduced and implemented different employment measures at different project implementation periods seeking to maximise the impact on employment. Based on lessons learned, the level of attractiveness of the training schemes for private sector enterprises, the employment impact and cost effectiveness¹⁴, the project through close discussions and consent of the MLSW shall continue to implement the below active employment measures in partnership with private enterprises mainly. The project has introduced several measures to ensure providing equal training opportunities to young women and men, inclusion of minority communities¹⁵ and other disadvantaged groups among young jobseekers.

(a) On the Job Training (OJT)

The OJT scheme is implemented jointly with Employment Offices within MLSW and private sector enterprises. The target group are young women and men jobseekers who are registered as unemployed for a minimum of six months, have no or little skills, and have no previous work experience. The OJT potential 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. If the individual job search is not successful, the potential beneficiary application form is reviewed during the Regional Board Meetings to subsequently be (not) approved to benefit from project. The

⁹ The Law on Gender Equality in Kosovo no 2004/02 Section 13 and Section 14
¹⁰ If it becomes clear, during implementation, that a Region cannot reach the envisaged number of women, the Project will not give such places to men, but it will reassign them to another Region able to reach gender balance (UNDP ILO Operation Manual for implementation of ALMPs 2007)
¹¹ Study on Women's Economic Empowerment in Kosovo (SIDA)
¹² ILO Sub-regional Office for Central and Eastern Europe
¹³ ILO UNDP Technical Cooperation 2008 (report: introduce training programmes to smooth youth transition to decent work)
¹⁴ Project database: monitoring and assessment of the scheme implementation
¹⁵ The project has set flexible eligibility criteria for minorities and people with disabilities to ensure satisfactory participation in the project (age limit and unemployment length) (Operations Manual ALMP 2007)

measure envisages a three months training period at enterprises in occupational profiles matching with Individual Employment Plans of jobseekers, prepared by employment centres. The individual training plan is prepared by the VTC trainer and enterprise. Upon completion of training, trainees are assessed by VTC trainer and receive an official certificate for completion of training.

(b) Institution- and Enterprise-based Training (IET)

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. 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. The IET beneficiaries are assessed upon completion of training and are granted certificates, similar to OJT scheme.

(c) Internship Scheme (ISch)

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. The internship scheme period is six months. Beneficiaries receive certificates for completion of internship period, issued by MLSW and the enterprise/institution.

(d) Support to People with Disabilities

The project will continue supporting people with disabilities by facilitating training at private enterprises and public institutions, primarily to provide them the opportunity to learn-through-work and gain experience to increase their employment prospective. The activity also aims to raise awareness and prove that people with physical and mental disabilities can live independently, are able to work and be active part of the Kosovo society. The training period is three months and the measure is implemented in cooperation with MLSW, Associations of People with Disabilities and NGO's. The activities are in line with the National Disability Action Plan 2009 – 2011, specifically the objective *'Integrating persons with disabilities in the open labour market'*.

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

In line with the Law on Professional Vocational Education no. 02/L-42 ALMP project jointly with implementing partners MEST and MLSW, have tailored a measure aiming at improving facilitation of 'professional practice at enterprises' 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 project has organised the conduction of an external evaluation of the pilot-project implemented during 2009 entitled 'professional learning and practical training in enterprises for VET students'. 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 activities planned to achieve the second outcome are in line with the recommendation of the external evaluation report.

(a) Work-Based Apprenticeship Training

The activity shall be implemented jointly with MEST (vocational education and training department) and MLSW (Labour and Employment Department). 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 above 3,000 enterprises in facilitating training. The activity envisages organizing work-based training for students of selected VET schools at private sector enterprises. The activity shall be implemented based on the Operations Manual for work-based training, to be drafted by the involved parties (UNDP, MEST, MLSW, and private sector).

(b) Career Orientation and Labour Market Information

This activity envisages organizing and offering career orientation and labour market information sessions to students of selected VET schools. The career orientation shall be provided by respective VET teachers as specific to the educational profiles. The project shall facilitate the cooperation with the Employment Counsellors and aim to organize Labour Market Information sessions at school for VET students. 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.

(c) Safety Measures at Work and Labour Rights

The sub-activity envisages raising awareness on safety measures to undertake 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 shall be provided by the project.

The evaluation report¹⁶ 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. In line with the evaluation report recommendations, the project shall invite the Labour Inspectorate specialized on work safety measures to provide information on basic work conditions, safety measures at work and labour rights to vocational education students.

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

The overall objective of ALMP is to support and facilitate the effective implementation of the recently adopted Employment Strategy of Kosovo. This will be achieved through the provision of advice and technical support to the Ministry of Labour and Social Welfare and other relevant institutions with the focus on the following areas:

¹⁶ ALMP External Evaluation Report 'Professional practice at enterprises for VET students' Jan 2010

(a) 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). The Project is in the process of recruiting a PES Expert 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. An action oriented work-plan shall be developed in coordination with MLSW, as a guiding framework for implementing structural reforms within the public employment service (PES). 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 partners in the area, respectively, the EC project Technical Assistance to MLSW, Luxembourg Development project, the World Bank and other active partners.

(b) Assist MLSW in Developing Legal Framework for ALMPs

The responsibilities of the Ministry of Labour and Social Welfare comprise the formulation and implementation of ALMPs, however, there is no comprehensive legal framework for the design, implementation and financing of these programs. The *Employment Promotion Law* has not yet been promulgated due to a lack of financial means. As a result, active labour market programmes operate with a very small government budget and are mainly implemented through the use of donor funds. In a labour market where the labour demand is low, ALMPs have the potential to generate short-term training and employment opportunities. The Employment Strategy has envisaged definition of the legal framework for ALMPs as a necessary action to ensure greater government budget allocation in financing implementation of active labour market programmes.

The project will deploy an experienced international advisor to draft comprehensive law on the functioning of PES, a legal framework that will articulate the government responsibilities and authority in the formulation, implementation and public financing of ALMPs. Its importance lies with the need to instill a mechanism of institutional sustainability that would allow the MLSW to fund ALMPs through the Kosovo Budget. The project will provide assistance to MLSW in further strengthening capacities of labour market institutions to program, manage, implement, monitor and evaluate these programs. The project is also seeking to facilitate the process of conducting an impact evaluation of all ALMP measures implemented by all development partners, in order to establish a best practice with respect to various approaches to the implementation of ALMPs.

(c) Assist MLSW in Establishing a Functional Labour Market Information System

The PES lacks a reliable national labour market information system which often makes the provision of counselling, vocational guidance and career information ineffective or irrelevant. Kosovo faces a situation where labour demand is insufficient to absorb new labour force entries. However, the ongoing labour supply growth and the skill mismatches have greatly contributed to the inability to reduce the number of unemployed. The strategy envisages development of the Labour Market Information System which will provide more up-to-date, reliable and comprehensive information on various aspects of the labour market that would directly impact the matching process between the existing labour demand and supply. In the long-term, a functioning LMS and through an inter-ministerial cooperation the matching of labour supply and demand would improve through appropriately targeted

vocational education and training. This could improve functioning of the labour markets as well as richly contribute to the implementation and reformulation of the employment policies and programmes.

The functionality of the Labour Market Information System (LMIS) being a key impediment to the quality of employment services offered to jobseekers has been clearly identified as a critical area in the Employment Strategy. UNDP will utilize the expertise of its regional experts to provide technical assistance to MLSW to jointly design and establish a functional Labour Market Information System based on the identified additional needs of the labour market information. To ensure sustainability in maintenance of a functional LMIS, the assistance package will include further support to strengthen capacities of the line responsible institutions to generate, analyse and regularly disseminate labour market statistics that would determine skill shortages and demands.

(d) Assist MEST to Develop Policy Instruments to Implement the new Law on Vocational Education and to Develop a National Apprenticeship Scheme

More than 60% of secondary schools in Kosovo provide vocational education courses. Almost 2/3 of these schools have little or no appropriate equipment to facilitate practical interactions between teachers and students. There are also no structured links between vocational schools and the local economic environment. 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. Work based training for VET students is mandatory as foreseen in the Law on Vocational Education; however, there is no Administrative Instruction (AI) that would regulate the cooperation between the schools and enterprises. Strengthening the link between schools and enterprises has been identified from Kosovo Institutions as one of the priority measures in the employment strategy in their strategy to alleviate the high unemployment rate among young men and women in Kosovo. Building on the successful cooperation of the ALMP project with more than 3,000 establishments Kosovo wide, in facilitating employment and training for young people in Kosovo, the project took the initiative and in cooperation with MEST and MLSW, have tailored the pilot scheme 'professional practice in enterprises for VET students' and implemented during 2009. The contribution of the project towards establishing a structured link between schools and enterprises was acknowledged in the external evaluation report and has been evaluated as positive approach towards establishing a more comprehensive work based training scheme for VET. Based on the assessment recommendations, the project shall continue to facilitate work based apprenticeship training for VET students. In cooperation with the MEST and MLSW, the project will draft the Operations Manual that will govern the implementation of the scheme.

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). The experience of the project could provide the solid basis for the initiation of the discussion with the private sector. Upon agreement with the private sector, the MEST could consider finalizing the AI using the experience with the Operational Manual drafted for this sector, and in this way, standardize the cooperation between vocational schools and enterprises.

III. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework 2011 - 2015 : Relevant institutions have capacity and regulatory mechanisms in place to support economic development and generate sustainable employment in a gender-sensitive manner

Partnership Strategy: Partnership with the Ministry of Labour and Social Welfare and Ministry of Education Science and Technology.

Project title and ID (ATLAS Award ID): Active Labour Market Programme for Youth 00059584 (Award ID 00049059)

INTENDED OUTPUTS	OUTPUT TARGETS	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS (USD) 2010 - 2011
<p>Output 1:</p> <p>Employability and job creation among young women and men strengthened through direct active employment measures</p> <p><i>Indicator: Number of young men and women jobseekers enrolled through active employment measures</i></p> <p><i>Baseline: Public employment services have limited capacities to sequence active employment measures based on individual needs of jobseekers</i></p>	<p>Facilitate training/employment for at least 1500 registered men and women jobseekers through targeted active employment measures.</p> <p>Ensure equal gender participation in the programme.</p>	<p>Provision of job search assistance</p> <p>Provision of non-vocational skills training</p> <p>Implementation of active labour market measures, focusing support to the most disadvantaged group among youth and people with disabilities. Providing equal opportunities to men and women. Inclusion of minority communities</p>	<p>Public Employment Service (PES)</p> <p>Vocational Training Centres (VTCs)</p>	<p>- Project team 86,483</p> <p>- Training and employment measures for jobseekers MLSSW 850,000</p> <p>- Training/workshop costs 10,000</p> <p>- Local Office expenses 65,000</p> <p>- Miscellaneous (bank charges, ISS) 5,000</p> <p>Total by output 1,016,483</p>
<p>Output 2:</p> <p>Employment prospects improved for vocational education students through promoting work-based training schemes in a gender equitable manner</p> <p><i>Indicator: Number of men and women students facilitated work-based training as foreseen in the Law for Vocational Education (dual system)</i></p> <p><i>Baseline: Vocational Education Institutions have limited capacities to implement 'practical learning and professional training in enterprises' as envisaged in the curricula and the law</i></p>	<p>Facilitate work-based training in enterprises for at least 2000 men and women VET students.</p> <p>Ensure equal gender participation in the programme.</p>	<p>Work-Based Apprenticeship Training</p> <p>Career Orientation and Labour Market Information</p> <p>Safety Measures at Work and Labour Rights</p>	<p>Vocational Education Institutions (VEI)</p> <p>Public Employment Service (PES)</p> <p>Labour Inspectorate (LI)</p>	<p>- Project team 86,483</p> <p>- Work-based training for VET students MEST 850,000</p> <p>- Local Office expenses 65,000</p> <p>- Training/workshop costs 10,000</p> <p>-Miscellaneous expenses (bank charges, ISS) 5,000</p> <p>Total by output: 1,016,483</p>

<p>Output 3. Capacity of relevant labour market institutions strengthened through technical assistance provided in implementing Employment Strategy of Kosovo</p> <p><i>Indicator:</i> <i>Indicative activities implemented; output targets reached, as listed.</i></p> <p><i>Baseline: Relevant Ministries require technical assistance to implement the indicative activities foreseen in the Employment Strategy</i></p>	<p>Legal framework for Active Labour Market Programmes defined</p> <p>Current PES Analysis conducted. Action oriented report produced</p> <p>A functional labour market information system established based on additional needs identified for labour market information</p> <p>Policy instruments to implement work-based training for VET developed and tested.</p>	<p>Assist MLSW to Modernize and Reform Public Employment Services</p> <p>Assist MLSW in Developing Legal Framework for ALMPs</p> <p>Assist MLSW in Establishing a Functional Labour Market Information System</p> <p>Assist MEST to develop policy instruments to implement the new Law on Vocational Education and to develop a National Apprenticeship Scheme</p>	<p>MLSW MEST</p>	<p>- Project team 58,000</p> <p>- Local Office expenses 42,500</p> <p>- ALMP Legal framework 50,000</p> <p>- Reform PES 130,0000</p> <p>- LMIS 100,000</p> <p>- Training and coaching 40,000</p> <p>-Miscellaneous expenses 3,334</p> <p>Total by output: 423,834</p> <p>UNDP Management support fee (7%) 175,600</p> <p>UNDP Visibility Promotion fee (1%) 26,600</p> <p>Grand Total: 2,659,000</p>
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IV. WORK PLAN: 2010 - 2011

EXPECTED OUTPUTS <i>And baseline indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	PLANNED BUDGET		Responsible parties	Funding Source	Budget Description	Amount \$
		2010	2011				
Output 1: Employability and job creation among young women and men strengthened through direct active employment measures	Job search assistance and counselling provided to young women and men jobseekers potential ALMP beneficiaries Non-vocational skills training facilitated for young women and men ALMP beneficiaries	X	X	MLSW	Norwegian Government	Project team Training and employment measures for jobseekers MLSW Training/workshop costs Local Office expenses Miscellaneous (bank charges, ISS) Total by output1.	86,483 850,000 10,000 65,000 5,000 1,016,483
Output 2: Employment prospects improved for vocational education students through promoting work-based training schemes in a gender equitable manner	Work-Based Apprenticeship Training organised for women and men VET students Career Orientation and Labour Market Information provided to students Safety Measures at Work and Labour Rights counselling sessions provided for students. Insurance costs covered for students' trainees at establishments	X	X	MEST MLSW	Norwegian Government	Project team Work-based training for VET students MEST Local Office expenses Training/workshop costs Miscellaneous expenses (bank charges, ISS) Total by output2.	86,483 850,000 65,000 10,000 5,000 1,016,483
Output 3: Capacity of relevant labour market institutions strengthened through technical assistance provided in implementing Employment Strategy of Kosovo	Legal Framework for ALMPs defined. Trainings of implementation of ALMPs conducted. Active Labour Market Programmes expanded. Assessment of PES conducted. Action oriented report produced. Follow up training and coaching sessions organised towards PES reform and modernizing. A functional labour market information system established based on additional needs identified for labour market information (LMIS)	X	X	MLSW MEST	Norwegian Government	Project team Local Office expenses ALMP Legal framework Reform PES Labour Market Information System	58,000 42,500 50,000 130,000 100,000
	Policy instruments developed to implement the new Law on Vocational Education. Grounds develop a National Apprenticeship Scheme	X	X			Training and coaching Miscellaneous expenses Total by output3: UNDP Management support fee (7%) UNDP Visibility-Promotion fee (1%)	40,000 3,334 423,834 175,600 26,600
TOTAL							USD 2,659,000

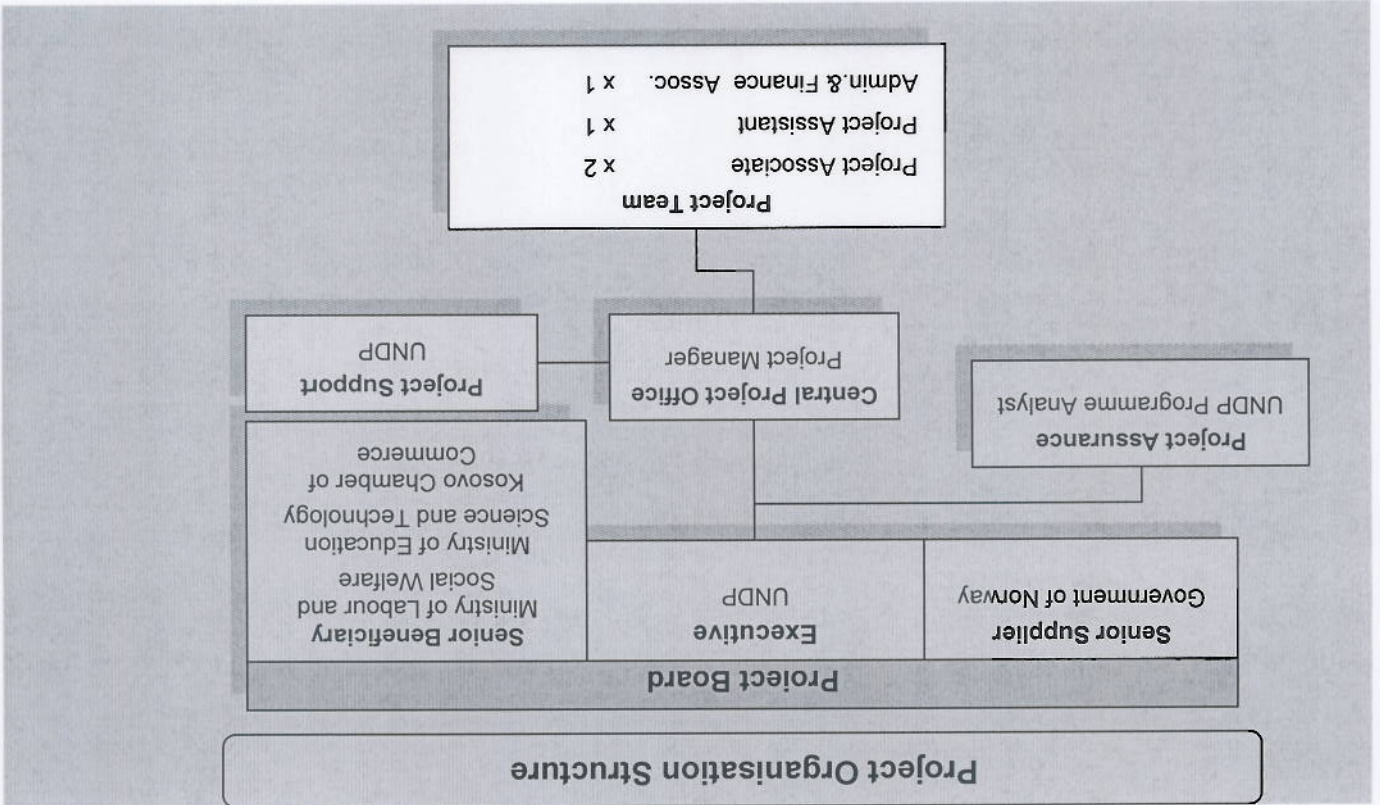
5.1 Project Team

The implementation of the Programme will be carried out by a project team, comprised of two Project Associates, one Project Assistant and the Admin. Finance Associate, headed by a Project Manager responsible for day-to-day management and decision-making for the project and charged with ensuring that the Programme produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

5.2 Project Board

A Project Board has already been established and serves as the Programme Steering Committee. This will comprise the Head of the Labour and Employment Department, Ministry of Labour and Social Welfare (senior beneficiary), Head of the Vocational Education and Training Department, Ministry of Education Science and Technology (senior beneficiary), Representative from Kosovo Chamber of Commerce (beneficiary) Representative from Government of Norway (Senior Supplier), and UNDP Representative (Executive) in the UNDP office for Kosovo. This board will receive and ratify progress reports every three months. The board shall meet regularly on semi annual basis to discuss, consider and endorse strategic decisions related to Programme implementation.

Figure 1: Project Organisation Structure



5.3 Project Assurance

Project Assurance will be undertaken by UNDP. On a day to day basis Project Assurance will be undertaken by the UNDP Programme Analyst appointed for this project. Supervisory capacity will be provided by UNDP Senior Management as appointed by the UNDP Director. The Programme Analyst will report to UNDP Senior Management at their request, or when a project issue arises. The project assurance role is to ensure that the project implementation meets and complies with UN operations and regulation standards.

VI. MONITORING FRAMEWORK AND EVALUATION

6.1 Project Monitoring

A Monitoring Plan is activated in UNDP Kosovo's ATLAS management information system. Quarterly progress reports, tracking quantitative and qualitative indicators and communication best practices and lessons learned will be submitted by the Project Manager to the Project Board, using the standard report format available in ATLAS.

ID	Deliverables	Description	Schedule
1	Quarterly Reports	Quarterly financial and narrative reports will be used to review progress, address issues, and provide project policy guidance	Quarterly
2	Annual Review Report	Annual Review Report will be prepared to assess progress towards project results articulated in the project revision document and provide recommendations if needed	Annually
3	Final Review Report	Final project evaluation to assess achievement of programme results articulated in the project revision document and document lessons learned	End of the Project

Furthermore, the following tools will assist project monitoring:

- Issue log is activated in ATLAS and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change. The Project Manager will be responsible for updating this information.
- Risk Log (see attached) is activated in ATLAS and regularly updated by reviewing the external environment that may affect the project implementation. The Project Manager will be responsible for updating this information
- Lessons Learned Log is activated and regularly updated to ensure on-going learning and adaptation within the organisation, and to facilitate the preparation of a Lessons Learned Report at the end of the project. The Project Manager will be responsible for updating this information.
- Quality Log will record progress towards the completion of activities, using the ATLAS Activity Definition page. The Project Manager will be responsible for updating this information.

The Annual Review Report will be produced during end of the year as bases for assessing the performance of the Project. This review will involve all key stakeholders and focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes. The review will be structured by set of common standards, and will be subject to spot external quality assurance assessments. UNDP Kosovo reserves the right to initiate, at the conclusion of the project, a full external evaluation.

VII. LEGAL CONTEXT

Kosovo is currently administered by UNMIK, established under UN Security Council Resolution 1244. UNDP project activities in Kosovo are coordinated with UNMIK, pursuant to Resolution 1244, associated Security Council Resolutions, and administrative regulations promulgated thereunder.

UNDP Kosovo project activities shall be carried out in accordance with applicable UNDP regulations, rules, policies and procedures.

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted updated by	Last Update	Status
Active Labour Market Programme for Youth									
Award ID: 00049059									
I. - Employability and job creation among young women and men strengthened through direct active employment measures									
1	Limited capacities of MLSW PES counsellors and VTC to implement ALMPs	2005	Organisational	The identified risk is imminent and could have negative impact. Probability P=3 Impact I=4	The Programme will provide training for PES counsellors and VTC trainers to enhance capacities in implementing and administering ALMPs	MLSW	PM, Dec '09	The project has achieved significant results in terms of supporting labour market institutions to design and implement various active employment programmes. However, there is no legal and policy framework for ALMPs, hence very limited financing of the active employment programmes.	The project will assist the MLSW to define the legal framework for ALMPs and provide further support to development of institutional capacities to design and implement ALMPs
2	Logistical constraints at employment offices and vocational training centres	2005	Organisational	The identified risk is imminent and could have negative impact. P=4 I=4	MLSW representatives shall take responsibility in providing basic logistical requirement to PES and VTC to enable smooth implementation of ALMPs. Foreseen decentralisation might ease the constraints faced by local level.	MLSW	PM Dec '09	Logistical constraints have remained a challenge and a potential risk identified. No significant changes have been noted in this regard. The project has no funds allocated to logistically support employment offices and vocational training centres. This has been and remains an MLSW the responsibility to address the issue.	Despite joint implementation of active employment measures for several years, the project cannot foresee in the short-term to hand over administrative paper work to regional and municipal labour market institutions, unless basic working conditions are provided to aforementioned.
3	Possible low participation of interested enterprises for additional workforce or provision of practical training to vocational education students	2007	Operational	Number of private companies willing to cooperate P=1 I=5	Organize meetings with employers throughout Kosovo regions to present ALMPs and their benefit. Review of criteria for eligible companies, and case criteria if appropriate.	MLSW UNDP	PM Dec '09	By mid 2009 MLSW decided to unify criteria for implementation of ALMPs in partnership with donors. In light of this decision, some of the paper work required to ensure avoiding possible misuses by beneficiary private enterprises, mainly tax compliance docs, have been lifted from the list of eligible participation criteria in 2009. The MLSW has taken the primary responsibility to assure the accountability of partners.	In the meeting called by MLSW agreement was made to monitor the process for changes in expression of interest by the employer side and possible misuses in the system. However during 2009 no significant changes were noted in the expression of interest due to the lifted criteria. PES counsellors continued to bring the tax compliance docs from the enterprises throughout the year. No follow up review session called. The participation of enterprises hence remains risk, considering the economic development

4	Limited number of ethnic minority groups participating in Programme	2007	Operational	Possible low participation of youth minorities in programme P=3 I=2	Flexible eligibility criteria for youth minorities participating in the programme	PM	PM	Dec '09	Eligibility criteria to benefit through active employment measures, lifted up by the project for minority communities (age and minimum registered jobseeker length)	Despite the advantages, the participation of minority communities has been satisfactory however lower than targeted. Participation of minority communities remains a risk for 2010.
5	Participation of women beneficiaries	2008	Organisational	No gender balance due to production and manufacturing required occupational profiles selected through labour market survey P=3 I=3	Enlarge the list of occupational profiles for approval of programme beneficiaries	PM	PM	Mar '09	The list of occupations profiles has been enlarged in cooperation with PES to ensure provision of equal training opportunities to men and women	The project in 2009 has achieved to raise participation of women project beneficiaries and maintain gender balance as one of the main ALMP targets.
6	Low inclusion of other disadvantaged groups, emphasizing people with disabilities	2009		Non-compliance of physical work environment standards required by private and public intuitions P=3 I=3	Continue undertaking separate initiatives to support people with disabilities and enquire possibilities to scale up assistance	PM	PM	Dec '09	ALMP has undertaken separate initiatives to support people with disabilities in cooperation with MLSW since 2007. In 2009, the project has scaled up assistance by supporting a larger number of people with disabilities in cooperation with MLSW, NGOs, Associations of people with disabilities and private sector.	The number of people with disabilities undergoing training programmes introduced is a potential risk mainly due to physical work-place environment of private sector in Kosovo and the necessity for awareness rising among businesses and society as a whole for their equal role and potential in development of Kosovo.
7	Unreliable data on the registered unemployed and jobseekers, labour market conditions, informal economy	2006		Unreliable data leads to unreliable information and labour market analysis P=3 I=4	The project introduced stricter criteria and a more complex implementation process so as to minimize any negative impact consequent to the risks identified.	PM	PM	Dec '09	ALMP operates in partnership with PES and relying on data provided. However, stricter monitoring and quality control mechanisms have been introduced to ensure the funds are disbursed to the intended target group. Regarding labour market information, PES and VTC have conducted skills needs survey's in coordination of ALMP and ILO office, subsequent to training delivery on the methodology and step-by-step process of such surveys.	Without the reliance of the primary data available, various labour market surveys have a higher percentage of uncertainty compared to other country practice' results although same methodologies are employed to conduct such surveys. Functioning software for unemployed and social assistance beneficiaries, availability and maintenance of labour market information system would have significant and utmost positive impact in implementation of ALMPs and employment generation. The project will provide assistance to MLSW in the process of PES reform and establishment of a reliable national labour market information system under component 3.

8	Lack of human resources at PES and VTC to properly implement ALMPs in cooperation with ALMP project and other donors running in parallel	2008	Lack of human resources, additional to logistical constraints, occasionally has impact during the project implementation. P=2 I=2	The project shall strive to identify potential ways of supporting PES and VTC to ensure effective and efficient implementation.	MLSW UNDP	PM Dec '09	During the joint meetings with MLSW partners the lack of human resources has been often highlighted when discussion issues that affect the activities of the project. The administrative load has been identified as most burdensome. After thorough consideration the project has agreed with the Employment Department to place university graduate jobseekers at employment offices through Internship scheme of the project, until measures are taken from the Institutional level to reform labour market institutions in regards of human resources.	Employment Offices have been grateful for the support and have continuously acknowledged the great effect and help this has been to smooth their day to day operations by handing over the administrative load, attainable by the Interns. The interns, on the other side, were satisfied with the practical work gained, matching their academic degree. However, the issue should be addressed by the MLSW, initially by coordinating donor interventions in the short-term, further to establish operational PES through reform and modernization process.
9	Coordination of donors by MLSW on youth employment	2008	Excessive donations unless coordinated may have negative impact in functioning of labour market institutions	Assist the MLSW to set up a system of regular meetings to ensure coordination of donors.	MLSW UNDP	PM Dec '09	MLSW has the primary responsibility to coordinate multiple donors funding and supporting projects operating in the same area. MLSW has undertaken the first initiative in inviting organisations' representatives to initiate coordination. ALMP project will assist the MLSW to organise regular meetings with all partners to ensure coordination and cooperation, present and monitor progress of activities to ensure accomplishment of set objectives.	ALMP project has initiated coordination meetings with donors and implementing agencies assisting the MLSW. The first meeting was held at UNDP office and the stakeholders present have agreed to meet on regular basis.

#	Description	Date identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted updated by	Last update	Status
III. Employment prospects improved for vocational education students through promoting work-based training schemes in a gender equitable manner									
1	Limited number of enterprises interested to admit vocational education students at their premises and provide training during the apprenticeship	2009		According to the MEST statistics more than 65% of VET students didn't have the opportunity to conduct professional practice at enterprises, although obligatory with the new curricula. P=2 I=4	ALMP project has built strong cooperation with the private sector enterprises since 2005. Based on this experience, and in light of innovative activities, the project has taken the initiative to implement a pilot project with MEST aiming at establishing the link between schools and enterprises.	MEST KChC UNDP	PM Dec '09	The pilot project implementation proven the argument of the project when undertaking the initiative. Number of enterprises participating in the pilot project has been higher than targeted for the small number of students' selected for the piloting.	
2	Students attendance of practical training at enterprises	2009	Organisational	Failure of practical learning and professional practice part as envisaged in the legal framework P=2 I=4	Constant monitoring by vocational education instructors and/or VTC trainers and project team	MEST	PM Dec '09	The monitoring mechanism has functioned well to ensure attendance of training by the students. From the total number of students participating in the project only 3 percent have not completed the training period envisaged.	
3	Possible low participation of women students in the project	2009		During the pilot project implementation the selection of student beneficiaries by schools was not done in a gender equitable manner (30% women) P=2 I=4	ALMP will establish Approval Board Meetings with members from all parties to ensure the quota for gender participation is reached. The members of the board shall be responsible to maintain the gender balance among beneficiaries	MEST UNDP MLS W	PM		

4	Commitment/possibility of vocational education instructors to evaluate/monitor students progress at enterprises	2009	Organisational	Possible failure to evaluate/monitor students progress at enterprises due to lack of commitment of logistical shortages P=2 I=4	A Tri-partite memorandum of understanding defining responsibilities and counterpart (MLSW-MEST-UNDP)	MEST UNDP	PM Dec '09	From the survey conducted with the students after completion of the apprenticeship, 90% of the students affirmed to be monitored by the instructor/teachers. The project team has also monitored students during the practice.	
5	Provision of career orientation by VET teachers	2009		The capacity of the teachers to provide career orientation to students, actively one foreseen as a project component P=3 I=3	The project shall identify the capacities of teachers to provide career orientation and organise trainings as necessary.	MEST UNDP	PM		
6	Provision of job search assistance and counselling for vocational education students by PES	2009		There is no MOU between the two ministries, MLSW and MEST for provision of such services. Considering PES faces deficiency in staff, the process might be complex P=2 I=3	The project will facilitate the process of achieving mutual agreement between the two institutions in signing an MOU for provision of the services to vocational education students	MLSW MEST UNDP	PM		
7	Possible difficulties to come across during efforts to facilitate informative sessions on safety at workplace measures and employee rights, planned to be conducted by the MLSW labour inspectorate	2009	Organisational	There is no MOU between the two ministries, MLSW and MEST for provision of such services. Performance of MLSW labour department. P=3 I=3	Assess the potential of labour inspectorate to conduct regular counselling for VET students. Facilitate the process of achieving mutual agreement between the two institutions in signing an MOU for provision of the services	MLSW MEST UNDP	PM		

#	Description	Date identified	Impact & Probability	Countermeasures / Management response	Owner	Submitted/updated by	Last update	Status
III Capacity of relevant labour market institutions strengthened through technical assistance provided in implementing Employment Strategy of Kosovo								
1	Reluctance of the MLSW to implement the assessment report recommendations towards PES modernization	2010	MLSW faces limitations in human and financial resources, hence, might be probable to be reluctant or incapable to implement the required actions towards modernization. P=2 I=4	The Employment Strategy foresees the PES modernization. The strategy has been adopted by the government and funds allocated to implement the activities. The Project shall provide technical assistance to MLSW to implement the activities.	MLS W	PM 2010		
2	Limited capacities of PES and VTC to meet the performance requirements in a modernized PES system	2010	Jobseeker to employment counsellor ratio is highly disproportional. Failure to perform in modernized PES system shall nullify the value of the assistance P=2 I=4	Capacity building to PES and VTC shall be provided in coordination with other active implementers.	MLS W UNDP	PM 2010		
3	Inability of the MLSW to adopt the law on organisation and function of PES due to financial or other anticipated constraints	2010	Organisational Failure to adopt the law will directly impact the financing of ALMPs. P=2 I=4	The project will provide technical assistance to the MLSE to develop legal framework for ALMPs	MLS W UNDP	PM 2010		
4	Computer equipment at DLE not compatible to run the labour market information system	2010	The establishment of the LMIS would become irrelevant if DLE is incapable to run and maintain the system P=1 I=3	The ESK has funds allocated to upgrade hardware and software of the DLE (PES and VTC).	MLS W	PM 2010		

5	Limited capacities of relevant institutions to collect, analyse and report data through LMIS	2010	Failure to collect, analyse and report data on labour market will minimize the benefit of establishing the LMIS P=2 I= 3	Capacity building shall be provided to relevant staff in coordination with other active implementers to ensure functionality and maintenance of LMIS	MLS W UNDP	PM		
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