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INITIATING POSITIVE CHANGE PROGRAM (IPCP)

Final Evaluation Report

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Initiating Positive Change Program (IPCP) Final Evaluation Report

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In particular, I would like to thank all IPCP management and field staff of FHI 360, especially community liaison officers, for their planning and preparation, logistical support, organization of field visits, access to information, and flexibility - all of which contributed to ensuring an effective evaluation. In addition, the assistance of the translator was highly appreciated.

I express my deepest gratitude to all.

Dr. Martina Nicolls
IPCP Evaluator

IV. LIST OF ACRONYMS

AED	Academy for Educational Development
APS	Annual Program Statement
CAIP	Community Action Initiative Program
CLO	Community Liaison Officers
CPF	Community Progress Forum
CPT	Center for Peace & Tolerance (NGO)
CSO	Civil Society Organization
DT	Developing Together (NGO)
DVD	Dissociated Vertical Deviation (multi-media)
ECG	Electrocardiogram
ES	Economic Security
EULEX	European Rule of Law Mission in Kosovo
FKP	Fushe Kosove/Kosovo Polje
FM	Freedom of Movement
IPCP	Initiating Positive Change Program
KFOR	Kosovo Force
KPAN	Kosovo Policy Action Network
LTTA	Long Term Technical Assistance/Advisors
M&E	Monitoring and Evaluation
MOTI	Ministry of Trade and Industry
NMC	Non-Majority Communities
NGO	Non-Governmental Organization
PMOCA	Prime Minister's Office of Community Affairs
QL	Quality of Life
RAE	Roma, Ashkali, and Egyptians
RECOM	Regional Commission
RKS	Republic of Kosovo
RPF	Regional Progress Forum
STTA	Short Term Technical Assistance/Advisors
TA	Technical Assistance
TOR	Terms of Reference
TOT	Training of Trainers
UN	United Nations
USAID	United States Agency for International Development
VAT	Value Added Tax
VPF	Village Progress Forum

[Map sourced from the Kosovo Ministry of Labor and Social Welfare, 2010, <http://mpms.rks-gov.net>]



V. EXECUTIVE SUMMARY

On September 25, 2008, the Academy for Educational Development (AED) signed a three-year Task Order with the United States Agency for International Development (USAID) worth \$10 million to implement the Initiating Positive Change Program (IPCP) to build confidence among non-majority communities and increase their role as active stakeholders in society. On July 1, 2011, FHI 360 acquired the programs and assets of AED and the IPCP contract was subsequently novated to FHI 360. For the sake of clarity, this document refers solely to FHI 360 as the implementer of IPCP.

1. Context

The declaration of Kosovo independence in February 2008 gives ethnic Albanians the right to executive powers. The Kosovo constitution contains provisions to protect the rights, identity, culture, and active participation in public life, of Kosovo's 12% non-Albanian communities which include Serbs (7%) and others (5%): Bosniak, Gorani, Roma, Turk, Ashkali, Egyptian and Janjevci-Croats.¹ The majority of the 7% Serbs live in the north of Kosovo. During the evaluation, there were protests at points along the boundary line between the northern Serb-majority municipalities and the southern Albanian-majority municipalities. Serb protestors objected to a central government decision by the Ministry of Trade and Industry and clashed with national authorities for three days, preventing, restricting, or blocking mobility into the south. Serb communities do not recognize the Republic of Kosovo's declaration of independence which impacts their acceptance of central government decisions, rules and regulations. For example, the Kosovo Statistics Office conducted a national population census in April 2011 in only 34 of the country's 38 municipalities because all four Serb-majority municipalities in the north objected to taking part.

The 2010 unemployment rate in Kosovo was between 38-41% of the economically active population with over 90% of them unemployed for over 12 months; female unemployment was 55-58% (17% higher than the overall unemployment rate); youth aged 15-24 years faced the highest yearly addition to the unemployment rate, at 2.4% annually; and 72% of all unemployed had educational levels below secondary school.² Therefore, unemployment principally affects youth, women, and those with limited education. Furthermore, the Ministry of Labor added that "with an average proportion of more than 93.6%, long-term unemployment of Kosovan minorities remains above the Kosovan average."³

2. Women and youth

The evaluator was particularly impressed with the program's inclusion of grants and activities for the disabled within non-majority communities. The program was also expected to address the cross-cutting needs of youth and women. It appropriately addressed the needs of non-majority youth through, for example, music, theater, book translations, libraries, internet and multimedia centers, youth camps, sport, sporting equipment, the rehabilitation of recreational areas, the construction of cultural centers, the erection of play equipment in playgrounds, the construction of a kindergarten, and an art camp. The program also appropriately addressed the specific needs of non-majority women through activities and grants such as journalism training, breast screening equipment and counseling, entrepreneurship

¹ CIA, [The World Factbook](#), July 2009

² Ministry of Labor and Social Welfare, Labor and Employment Annual Report 2010, pxii (Executive Summary) <http://mpms.rks-gov.net/Portals/0/Librat/EN%202010%20Raporti%20Vjetor.PDF>

³ Ministry of Labor and Social Welfare, Labor and Employment Annual Report 2010, p5

training, bee-keeping training, and equipment for a gynecological clinic. However, female representation on the program's Village and Community Progress Forums remained low. The forums were established on a volunteer basis which often fluctuated attendance for each meeting; female participation at meetings was approximately 23%⁴ because women chose to stay home to care for their family, including their unemployed youth. Hence, for women, unemployment represents a double-edged sword, placing pressure on them to remain in the household.

3. Program components

The program's direct activities to initiate positive change in non-majority communities (NMCs) are categorized into six interventions: (1) Community Progress Forums (CFPs) at the village, community, and regional levels in targeted municipalities; (2) a video ombudsman TV documentary series; (3) civil society grants; (4) micro-enterprise equipment grants; (5) policy action through the Kosovo Policy Action Network (KPAN); and (6) support to the Prime Minister's Office of Community Affairs (PMOCA).

4. Relevance

The task order recommended that IPCP should cover most non-majority and all Kosovo Serb areas over the three years of the program, including new decentralized municipalities, existing Kosovo Serb-majority municipalities, and enclaves in Kosovo Albanian-majority municipalities (Annex 4).⁵ IPCP adopted these recommendations and, therefore, the geographical coverage was extensive and appropriate, covering the south, north, east, and central areas of Kosovo. The program design appropriately addressed the cultural, economic, and political context in each of its operational municipalities.

5. Effectiveness

Statistically, the IPCP consistently exceeded its targets for objectives 1 and 2 – i.e. developing the capacity of NMCs and improving their ability to affect policy reforms. Slightly below end-of-program targets included: (1) the number of people attending events designed to strengthen understanding to mitigate conflict between groups (91% of target); (2) the percentage of IPCP beneficiaries reporting increased capacity to identify needs and engage in joint problem solving (86% of target); and (3) the number of key policy issues identified by KPAN (89% of target). As a result of USAID's shifting strategy which directed more IPCP resources to the first two objectives, Objective 3 significantly under-achieved its overall targets to support PMOCA to address identified NMC needs. This included the number of NMCs impacted by IPCP and PMOCA co-implemented projects (76%) and the number of technical assistance (TA) visits to PMOCA to increase grants capacity (37%).

a) Community Progress Forums

Community decision making was a new concept for non-majority communities in Kosovo and hence CPF members admitted to being initially reluctant and sceptical. Much of the attitude turnaround can be attributed to three factors: (1) 'rapid start' grants of about \$2,000 for computers and sporting equipment prioritized by each community; (2) the community-driven approach to solving development problems; and (3) the emphasis on mutual respect. The program's CLOs and their commitment to the program and the NMC were a major strength in the formation of community forums. Village Progress

⁴ List of forum attendances provided by IPCP during the evaluation

⁵ IPCP Task Order No 8, p18

Forum (VPF) and Community Progress Forum (CPF) members commented that CLOs, and all IPCP staff, were transparent, professional, trustworthy, proper, sincere, fair, and respectful.

In 15 municipalities, IPCP established 50 VPFs, 14 CPFs, and 3 RPFs. Of the total 238 VPF members,⁶ IPCP trained 70% in community development and action planning; 39% in monitoring and evaluation; 61% in advocacy; and 53% in fund-raising.⁷ IPCP awarded 113 community projects in south Kosovo over the life of the project: 36 rapid start projects, 37 projects to VPFs and 40 projects to CPFs. In two northern communities (Leposavic and Zvecan), ten VPF and two CPF projects were in progress at the time of the evaluation. Regional Progress Forums (RPFs) commenced in August 2009. IPCP awarded three RPF infrastructure projects valued at \$90,000 each for: (1) the provision of two mini-buses for public transport to ensure freedom of movement in the Gracanice/Gracanica region;⁸ (2) the purchase of equipment for a health laboratory in the Kamenice/Kamenica region to improve quality of life;⁹ and (3) the provision of agricultural machines and plastic bottle production equipment to improve economic security in the Kline/Klina region.¹⁰

The highest priority projects for most communities were sporting equipment and infrastructure (facilities) for children and youth (39% of all projects). Projects that improved the quality of life for citizens, especially youth, were the main focus for communities. The majority of CPFs indicated that their priority was to enable the high number of unemployed youth to be active, outside, productively occupied, healthy, and engaged with other youth.

b) Video Ombudsman Series

Over a period of three years from 2009, Link Productions produced ten half-hour programs which were screened to CPFs, aired on local television stations nationwide (Wednesday 5:15pm, once a month), and uploaded on YouTube for web viewing by a wider audience. They were also packaged into a DVD box-set for distribution. The series was well accepted by viewers. This was evidenced by one station repeating the broadcast of the first three programs in the series due to viewer demand. The number of NMCs targeted was 249,000 viewers, but this was significantly exceeded by 298%, reaching 741,555 viewers.¹¹ According to the producer, the most popular episodes (property, the Gorani population, legal practices, and youth unemployment) were viewed by approximately 35% of the Kosovo population. The scenarios depicted day-to-day issues, but the Serb community had not been previously exposed to the information presented in the videos. The producer indicated that most viewers expressed surprise that the issues were common to others, and that they were not isolated in their views, opinions, and problems. Wider distribution nationally and internationally could still be explored further as this has not occurred.

c) Civil Society Grants

During the three-year program, 20 grants (16% of all applications) were awarded through a Civil Society Annual Program Statement from an applicant pool of 129 proposals (49 applications in the first year and

⁶ There were 238 members in 12 southern municipalities(excluding Klokot) at the time of the training in 2009

⁷ One more training in association management is planned before the end of the program

⁸ The region included Gracanice/Gracanica. Fushe Kosove/Kosove Polje, Lipjan/Lipljan, and Vushtrri/Vucitrn

⁹ The region included Kamenice/Kamenica, Ranilug/Ranillug, Partes/Partesh, Novoberde/Novo Brdo, and Shterpce/Strpce

¹⁰ The region included the municipalities of Kine/Klina, Dragas/Dragash, and Rahovec/Orahovac

¹¹ FHI 360, July 20, 2011 (achieved to end June 2011)

80 applicants in the second year). Sixteen grants were implemented in a localized area or municipality, and four were nationwide. Three grants were awarded to NGOs in the north. The majority of the grants focused on education and training (25%), and social integration (25%), but also included culture (20%), agriculture/livelihoods (15%), sport (5%), media (5%), and health (5%). Grants addressed key cross-cutting issues and support for non-majority groups, such as women, youth, the disabled, Bosniaks, and the Roma, Ashkali and Egyptian (RAE) communities. A major strength of the civil society grants program was its selection procedure which enabled a wide diversification of activities, locations, and ethnicities to be supported. Grant monitoring included regular visits, often twice a week, to ensure quality and to strengthen NGOs through mentoring and training.

d) Micro-Enterprise Grants

Grants to micro-enterprises were critical for the expansion of existing businesses. The provision of micro-enterprise grants (equipment procurement) commenced in the second year of the program. All micro-enterprises were required to be established businesses, registered with the Kosovo Government, and could generate ideas for improvement and expansion, including the employment of additional staff. Project proposals varied in quality and depth of information. Hence, site visits by program staff, as part of the selection process, contributed to the quality assurance mechanism, and the visits were viewed as transparent and thorough by grantees.

During the three-year program, 24 grants (10% of all applications) were awarded from an applicant pool of 240 proposals (60 applications in the first year and 180 applicants in the second year – mostly from the north). Fourteen grants were awarded to businesses in the north (58%). Both grants programs (civil society and micro-enterprise) enabled the program to engage with communities in addition to the targeted communities for community progress forums. Therefore, all businesses in four municipalities in the north received a micro-enterprise grant (instead of only in the two CPF operational municipalities). During implementation of micro-enterprise grants, constant follow-up and communication ensured their success. IPCPs officers also advised grantees on marketing, advertising, branding, and labelling, which was greatly appreciated. A track-record of business success ensured a higher rate of sustainability and therefore more stability for employees.

e) Kosovo Policy Action Network (KPAN)

Established by IPCP, the Kosovo Policy Action Network commenced with 12 NGOs at its inaugural conference in June 2009. From March 2010 to July 2011 the network grew substantially to over 80 NGOs (567% growth) due to an aggressive outreach campaign by CPT which was effective in increasing KPAN's visibility and recognition, and therefore diversifying its membership. The impressive development of KPAN over the final year of the IPCP, and its registration with the Kosovo Government as an autonomous network, has been major strengths in defining its recognition and credibility as a civil society association. The emphasis on building membership and the recognition of KPAN resulted in limited attention to 'policy action' in the form of strengthening NGOs to conduct advocacy activities, such as campaigns, roundtable discussions, public debates, and policy reforms. Future attention should focus on more active representation, particularly on policy forums, to go beyond recognition as a network and move toward a professional reputation as an active network.

f) Support to the Prime Minister's Office of Community Affairs (PMOCA)

To meet its objectives to support the Prime Minister's Office of Community Affairs in addressing NMC needs, the IPCP provided technical assistance to improve and guide their grants program. Four infrastructure projects were identified by CPFs through a series of forum meetings and a priority voting

system. These included: (1) the construction of an administrative building in Gracanice/Gracanica; (2) the construction of a community center in Preoce in the municipality of Gracanice/Gracanica; (3) the construction of a school annex in Shillove in the municipality of Gjilan/Gnjilane; and (4) the construction of a cultural center in Zebince in the municipality of Novoberde/Novo Brdo. The mayor of Novoberde/Novo Brdo confirmed the community's decision for the construction of the cultural center as a representative process from VPFs, CPFs and RPFs. He described the building, officially opened in 2010, as "a beautiful landscaped center in the right place for the right reason."¹² The strength of the assistance to the PMOCA was visible at the community level. Municipality and community representatives recognized the joint contribution by the central government and donor community in terms of funding, and praised the community decision-making process as fair, representative, consultative, appropriate, and relevant. Because the joint grant funding had been expended, USAID recommended a shift away from this support and more attention to the first two program objectives: community mobilization and KPAN.

6. Efficiency

The program remained flexible and adaptable to resource limitations and implications, and was mindful of cost-efficiency without compromising quality, particularly in the procurement of grant equipment. Regional procurement and the hiring of local sub-contractors received praise from community forums, micro-enterprise grantees, and municipality officials. During the three-year program, it implemented a number of course corrections to capitalize on opportunistic interventions, to improve the effectiveness of existing structures, or to advance the quality or quantity of indicator targets and objectives. For example, a USAID decision to make a strong shift to the north from September 2010, which was considered too challenging in the early stages of the program, resulted in the establishment of CPFs in two municipalities, and grants awarded to civil society and micro-enterprises from all four northern municipalities.

7. Impact

With micro-enterprise and civil society grants, immediate results have included: (1) employment for local residents on a potentially long term basis; (2) essential equipment responsive to the communities' health, social, psychological, and physical needs; (3) transparent selection procedures; (4) social integration through trade and business; and (5) shared experiences and knowledge at the local and national level through networks, media, advocacy, and active participation. Media activities conducted by the program have impacted non-majority communities to a great extent through the provision of radio programs, television programs, expanding coverage and audiences, webpage development, and interactive communications.

Immediate results appear to have contributed to the program's overall goal of confidence building, particularly for many community forum members, micro-enterprise grantees, and civil society grantees. During discussions with program beneficiaries, they were more aware of their own ability to make changes, even though they admitted to still feeling frustrated with municipalities. Some were still angry, particularly when unemployment issues were raised. Many admitted that it would take more time to address their concerns because they still felt marginalized, even though quality of life improved. Youth strongly felt the pressure to stay in Kosovo, but the need to find work was paramount, and consequently many were contemplating a move to Belgrade.

¹² Interview with Mayor Bajrush Ymeri, Novoberde/Novo Brdo, July 22, 2011

8. Sustainability

The outputs of the micro-enterprise grants program have an extremely high chance of sustainability. All businesses selected for equipment grants were already established and had clear visions for future development and expansion which included the employment of additional staff. Although civil society projects were less likely to be sustainable, NGOs had gained considerable experience and capacity building in finance management, reporting, and fund raising. Most civil society NGOs would need to seek additional funding to support continued training, camps, events, and other advocacy activities. Of the civil society projects visited by the evaluator, three had impressive potential for sustainability: (1) participants of the entrepreneurship training for the RAE community by NGO Initiative for Kosovo Community (IKC) in Gadime; (2) the “Slobodno Srpski” television program by NGO Mediale Media Center in Gracanice/Gracanica; and (3) the breast cancer screening and counseling for women by NGO Santa Marija in Zvecan. All three examples reached a specific target audience and gained maximum impact (employment for RAE community members, Kosovo-wide television and website viewers, and woman from all regions of Kosovo, respectively). KPAN as a NGO network has the potential for sustainability, but to be active and drive policy changes for NMCs, further strengthening and capacity building is needed over the next three years.

9. Conclusions

Program officers worked as a cohesive and supportive team, modeling inter-ethnic cooperation and integration through a trust building approach with non-majority communities. The evaluator considers this approach essential to the success of the program at the local level. As a consequence of the program, there was evidence, noted by the evaluator, of distinct linkages between various ethnicities. Examples include: the mini theater for children brought together inter-ethnic groups which culminated in several successful performances, as well as enduring friendships; and Fratelo confectionery company signed a significant deal to supply goods to an Albanian firm. Activities for youth further enhanced inter-ethnic reconciliation when sport and entertainment were common interests. Trade, particularly in niche-market goods, or quality products, also facilitated inter-ethnic integration.

The IPCP succeeded in encouraging local civil society organizations to work through a network. This strategy has not only been beneficial for the internal development of NGO members, but has also promoted the interests of communities supported by NGOs. Importantly, the foundation for synergy, networking, and collaboration has been established. However, KPAN’s capacity to influence policy reforms is yet to be fully realized.

The IPCP has contributed to a holistic understanding of the importance of participation, transparency, accountability, integration, and inclusive values within communities through forums and development projects. In addition, there have been maximum efforts to use local facilitators, sub-contractors, and infrastructure contractors, from within communities throughout the program. Grantees and forums are better able to mobilize NMCs as active stakeholders in society, according to their opinions, but now want to “fine-tune and strengthen” their abilities.

Regarding community mobilization, forum members indicated that the program had built their confidence in decision making, group work, interactions with their own community members, and managing the process of community development. Positive change meant, to beneficiaries, an improvement in their employment opportunities, quality of life, and financial management. To that end, program participants agreed, almost unanimously, that ICPC had, in fact, *initiated* positive change, with an emphasis on “what has started needs to continue in the same way.”

The consensus by beneficiaries is that in Kosovo over the past three years quality of life has improved; freedom of movement is stable but restricted due more to transport costs than security fears; and economic security has declined.

10. Key Recommendations

EXPAND IN THE NORTH WHILE CONTINUING TO FILL THE GAPS IN THE SOUTH

With the commencement of government talks between the Government of Kosovo and the Government of Serbia, it is pertinent to continue the expansion of future community mobilization in all four northern municipalities. However, municipalities in the south, such as Lipjan/Lipljan, Fushe Kosove/Kosovo Polje, and Vushtrri/Vucitrn, and Gjilan/Gnjilane in the east, remain in need of vital assistance, particularly where previous factories and industries have ceased production and unemployment is high. Non-majority communities still feel marginalized. However, the critical issue for all NMCs is unemployment – there is a dire need for further education and training that leads to employment, as well as any and all forms of economic security.

REPLICATE IPCP COMMUNITY FORUM INITIATIVE APPROACH

The approach to the establishment of community progress forums (CPFs), through community liaison officers, was regarded in communities as ‘excellent,’ transparent, structured, and fair, due to the following factors: (1) direct and honest communication between program staff and community members to emphasize mutual understanding; (2) ‘rapid start’ projects implemented to build trust and confidence; (3) community-driven approach to solving development problems to ensure empowerment and ownership; (4) a democratic step-by-step process to ensure quality, professionalism, and community respect; (5) action planning to provide structure; (6) local employment and sub-contracting for infrastructure projects; and (7) sustainability planning. Greater networking between country-wide CPFs is recommended, as well as further strengthening of CPFs to work with and inform municipalities of their priorities and projects.

CONTINUE TO STRENGTHEN KPAN AND NGOS

KPAN is not yet ready for handover of all responsibility for administration and management. However, it has the potential for continued growth, recognition, and reputation over the next three years under the follow-on program, Community Action Initiative Program (CAIP). Capacity building of civil society NGOs is critical for the network. A capacity building needs assessment and training plan is required for future planning. Youth have indicated their willingness and eagerness to participate in the network, and KPAN could capitalize and maximize their potential. To date, it has functioned with a short term strategy. A longer term strategy and a sustainability plan would provide KPAN with a clear vision by which to implement its guiding principles and activities. In addition, administrative and communication activities for the network are essential. This includes an effective web page, access to all members, and visibility. Retaining the Gracanice/Gracinica office would ensure a visible presence, a meeting place, and a training venue to enable future activities to continue to expand.

CONTINUE INTER-ETHNIC SOCIAL INTEGRATION AND THROUGH CIVIL SOCIETY GRANTS

Civil society grants that facilitate and promote unity in settings where common goals or interests are the main focus appear to be the most preferred method of social integration for youth, women, and non-majority groups. These include art camps, cultural visits, music events, dramatic performances, health counselling, discussion groups, and skill-based or interest-based training.

UP-SCALE MICRO-ENTERPRISE GRANTS

Due to the demand for support, and the high unemployment rate, the micro-enterprise grants program is a critically important component to support economic security for NMCs in Kosovo. It was highly effective due to the extensive public outreach, rigorous selection criteria, follow-up site visits before selection, ongoing communication with grantees, a supportive and mentoring approach, quality equipment procurement, diversification of grants, inclusivity of all non-majority communities, and a focus on marketing, branding, advertising, and labeling for micro-enterprises. Hence, it should be up-scaled with a continued focus on the same criteria: established businesses with the potential for growth in existing or emerging markets to provide long term, stable employment for local residents. In rural areas where NMCs have land, grants could focus on agricultural production that increases job opportunities for residents. However, most NMCs do not own land, and therefore grants that facilitate the growth of factories, and production of marketable goods and services, could be considered.

ENCOURAGE MORE YOUTH AND FEMALE REPRESENTATION

Female representation on VPFs and CPFs remained low. Young males appeared to be represented more than women, particularly in rural villages and communities furthest from municipality centers and in municipalities with high or increasing unemployment (such as Lipjan/Lipljan, Fushe Kosove/Kosovo Polje, and Vushtrri/Vucitrn in the south; Gjilan/Gnjilane in the east; and Mitrovice/North Mitrovica in the north. More engagement by women and youth in forums should continue to be a cross-cutting focus of future community action programs.

Employment is the critical issue for youth. Pilot programs, such as a ‘start-up’ grants program could be considered, with follow-up support (such as business training and mentoring), and close monitoring to ensure success. The NGO IKC project, supported under the IPCP civil society grants, “Entrepreneurship training for the RAE community” is an effective model because it focused on a rigorous selection procedure, the submission of a business plan, community selection of the potential businesses to support, and individualized entrepreneurship training for each person supported (see Case Study: NGO IKC Entrepreneurship training for the RAE community). Community grants for projects such as environmental ‘clean-up’ campaigns that benefit people and the community could also be considered, as this was raised by forum members as a critical issue for them in terms of quality of life.

CONTINUE MEDIA GRANTS AND ACTIVITIES

Program beneficiaries, in all components, commented on the importance of the media at the local level: not only for gaining and sharing information, but also to connect with others. Therefore, youth valued computer/internet projects. Businesses and NGOs that developed websites, through program support, agreed that it expanded people’s awareness of their products or services. However, media activities such as documentaries and television talk shows reach a wide audience, and they can be viewed repeatedly (through DVD and website streaming). These programs should be continued and distributed widely in Kosovo and globally.

EMBED TECHNICAL ADVISORS IN THE MINISTRY

The intention to work at the ministry level to improve the government’s grant process and procedures was an effective component of the program design, despite implementation issues and shifting donor priorities. Nevertheless, technical advisors should be embedded within the ministry for day-to-day assistance over a period of time, rather than visits or sporadic meetings. This embedded approach would enable smoother transition to changing administrative procedures, regular feedback, and more responsive procedural improvements.

1. PROJECT DESCRIPTION

A. Initiating Positive Change Program

The Academy for Educational Development (FHI 360) implemented the Initiating Positive Change Program (IPCP) funded by the United States Agency for International Development (USAID) from September 2008 to September 2011 for a total of \$10 million. The goal of the program was to increase the stability in Kosovo through a process of building confidence among non-majority communities and increasing their role as active stakeholders in society (Table 1).

a) TABLE 1: IPCP Interventions

OBJECTIVES	MAIN COMPONENTS/ACTIVITIES
Objective 1: Develop capacity within NMC to address their needs and improve their quality of life (QL), economic security (ES), and freedom of movement (FM)	Community Progress Forum Initiative (Sub-contractor: Developing Together)
	Video Ombudsman Series (Sub-contractor: Link Productions)
	Civil Society Annual Program Statement (Grants)
	Micro-enterprise Annual Program Statement (Grants)
Objective 2: Improve ability of NMC to affect policies that increase their role as stakeholders in society	Kosovo Policy Action Network (Sub-contractor: Center for Peace & Tolerance)
Objective 3: Support the Prime Minister's Office of Community Affairs (PMOCA) in addressing identified NMC needs.	Technical assistance, primarily to the PMOCA grants program

Objective 1: Quality of life, economic security, and freedom of movement

Objective 1 to develop capacity within non-majority communities (NMC) to address their needs and improve their quality of life (QL), economic security (ES), and freedom of movement (FM) is accomplished through four components: (1) the community progress forum initiative; (2) the video ombudsman series; (3) civil society grants; and (4) micro-enterprise grants.

Community Progress Forums

IPCP established community progress forums at various levels in non-majority communities to provide a platform for citizens to show leadership in their communities and to engage the Government of Kosovo institutions to effect change. The levels of forums include: (1) village community forums (VPF); (2) community progress forums (CPF); and regional community forums (RPF). The forums are stratified on a pyramid basis, with VPF representatives on CPFs at the municipality level and, in turn, CPF representatives on RPFs at a multi-municipality level. Through participatory action planning, these forums prioritize needs, such as development projects, that improve non-majority quality of life, economic security, and freedom of movement. VPF projects are capped at \$1,000; CPF projects are capped at \$60,000 for QL/FM projects¹³ (generally divided between two projects) and \$40,000 for ES projects; and RPF projects are capped at \$90,000. For all infrastructure projects, IPCP uses the sub-contractor, Developing Together (DT), for the provision of civil engineers to conduct technical assessments and costing reviews.

¹³ Generally the CPF quality of life projects, prioritized by VPF and CPF members, were infrastructure projects

Video Ombudsman Series

IPCP worked with a sub-contractor, Link Productions, to produce a series of ten television documentary programs designed to raise NMC awareness of issues related to property rights, human rights, and decentralization.

Civil Society Grants

IPCP established a grant program to support Kosovo Civil Society Organizations (CSOs) and non-government organizations (NGOs) that address quality of life and freedom of movement in Kosovo Serb areas and other NMCs. The average funding per grant is \$50,000.

Micro-Enterprise Grants

A second grant portfolio was established to focus on micro-enterprise support for NMC businesses. All micro-enterprises are required to be established businesses (not start-up businesses), registered with the Government of Kosovo, that can generate ideas for improvement and expansion, including the employment of additional staff. The program does not provide funds directly to businesses, but procures equipment to a maximum of \$50,000 for tier 1 grants and \$120,000 for tier 2 grants. In addition, all awarded micro-enterprises are expected to contribute their own funding (cost-share): 15% of the total value of the grant for tier 1 grants and 25% of the total value of the grant for tier 2 grants.

Objective 2: Improving the ability of NMCs to affect policy change

Objective 2 to improve the ability of NMC to affect policy change is accomplished through the establishment of the Kosovo Policy Action Network (KPAN) comprised of NGOs from NMCs to advocate for non-majority issues.

Objective 3: Support the Prime Minister's Office of Community Affairs

Objective 3 to support the Prime Minister's Office of Community Affairs (PMOCA) in addressing identified NMC needs is accomplished through technical assistance (TA) to improve the government's grants program by funding a TA salary for two years. PMOCA and ICPC jointly also identify and fund grants for NMCs with a pool of \$375,000.

Emerging Opportunities

The IPCP has discretionary funding for emerging opportunities valued at \$700,000. The program used the funding primarily to support municipality elections in December 2009. The scope of the evaluation excludes a review of election support.

2. EVALUATION OBJECTIVES AND METHODOLOGY

A. Evaluation approach and methodology

Scope and purpose of the evaluation

The final evaluation, conducted in July 2011 with an in-country field visit from July 18-29, includes an assessment of all IPCP activities carried out under the contract signed on September 25, 2008: from design, implementation, and management, to sustainability and exit preparations. The evaluation assesses the achievements and results of the program against its targets and objectives, summarizing findings of evaluation questions. In addition to serving as an accountability function, the evaluation

provides lessons learned and effective practices and models for replicability. The purpose of the evaluation is to:

- Establish an understanding of how the strategy, implementation and results of IPCP activities in Kosovo have contributed to the overall goal of the program;
- Highlight the strengths and weaknesses of different activities within IPCP in terms of their efficiency, effectiveness, relevance and sustainability;
- Identify the enabling and disabling factors that affect USAID's ability to play an effective role in initiating positive change in Kosovo; and
- Identify lessons learned and provide recommendations for future continued support and to contribute to ongoing learning in relation to USAID programming.

The evaluation's focus will be on the following criteria: relevance, effectiveness, efficiency, impact, and sustainability. Impacts of activities that endeavor to initiate attitudinal and behavioral change often take years to materialize. However, short term, or immediate results (outputs and outcomes), such as the goal to increase participation, may be assessed to a greater degree.

Approach

The independent evaluation approach¹⁴ considered the triangulation of data for validity, a wide range of stakeholder representation, gender and cultural sensitivities, flexibility, and consistencies or divergences between project operational sites. IPCP managers, team leaders, and community liaison officers (CLO) facilitated introductions, but did not take part in interviews and discussions with stakeholders. A translator/interpreter, Mr. Aleksandar Bursac, accompanied the evaluator in the field.

The evaluation was evidence-based using a mixed methods approach, where qualitative methods (interviews and case studies) were used to complement the quantitative IPCP data (program statistics, documents, and information). The mixed methods approach used a variety of methodologies to include geographic, gender, and age analyses (Table 2).

Document review

Before traveling to Kosovo, the evaluator conducted an extensive review of relevant project documents. During fieldwork, the evaluator verified documentation and reviewed additional materials.¹⁵

Field visits

The evaluator visited ten municipalities in which IPCP operates, selected in collaboration with FHI 360: Gracanice/Gracanica, Prizren, Lipjan/Lipljan, Fushe Kosove/Kosovo Polje, Vushtrri/Vucitrn, and Shterpce/Strpce in the south; Kllokot/Klokot and Gjilan/Gnjilane in the east; and Leposaviq/Leposavic and Zvecan in the north. The municipality of Mitrovica/North Mitrovica in the north was scheduled but cancelled due to protests. An itinerary is provided in Annex 1.

Interviews with stakeholders

Before beginning fieldwork, the evaluator created a question matrix as a guide. Interviews were held with as many stakeholders as possible, with individuals and small groups, as well as with program staff,

¹⁴ The Terms of Reference/Evaluation Plan appears in full in Annex 3

¹⁵ Documentation included the Task Order, mission statement, progress reports, monitoring plans and guidelines, work plans, operational guidelines, surveys, or other project documents (Annex 6)

government staff from municipalities, NGOs, and direct or indirect beneficiaries. A list of stakeholders interviewed is provided in Annex 2.

Debriefings

Following field visits, the evaluator conducted separate debriefings with USAID and FHI 360 personnel to present the major preliminary findings and emerging issues, solicit further information, obtain clarification, and validate evaluation observations.

TABLE 2: Approach and Methodology

TOOLS	SPECIFICATIONS
Desk and data review	IPCP documents, reports, studies, surveys etc. including contractual agreement, annual work plans, M&E plan, performance monitoring statistical data; progress reports & other related documentation
Interviews	Open-ended qualitative key-informant interviews, with individuals or small groups
Focus Groups (FGs)	Focus group discussions to gain information and opinions from groups of beneficiaries from similar committees, groups, organizations etc. such as Community Progress Forums
Case Studies	Three case studies to represent a sequence of events and outcomes as a result of the program. Case studies included: (1) Community Progress Forum ; (2) Civil society APS; (3) Micro-enterprise APS

Structure of the report

Evaluation questions provided in the Terms of Reference (TOR) in Annex 3 are organized under five criteria: (1) relevance; (2) effectiveness; (3) efficiency; (4) impact; and (5) sustainability, and form the structure for the report. The report presents findings, lessons learned and good practices, concluding with recommendations based on key findings.

Terminology and definitions

Quality of life

The IPCP mission statement includes the declaration: “We help non-majority communities to improve their own freedom of movement, economic security and quality of life—defined as education, health, basic utilities, transportation, cultural activities, and protection of the environment—in order to build a sense of confidence and ownership in society.” The evaluation, therefore, frames its findings on whether beneficiaries perceive that their quality of life has improved, based upon IPCP’s definition.

Economic security and employment

Improving economic security refers to sustainable income generation activities through specific community-based micro-enterprise grants, training, and activities in accordance with the task order.¹⁶

Freedom of movement and physical security

The IPCP is tasked with improving freedom of movement by engaging civil society to identify specific restrictions and develop concrete, actionable proposals to improve the situation. This includes supporting pilot programs on freedom of movement through grants based on community priorities.¹⁷

¹⁶ IPCP Task Order No 8, p12

¹⁷ IPCP Task Order No 8, p11

Albanian/Serbian locations

Municipalities and locations are written, to the extent possible in this report, as Albanian name/Serbian name wherever there is a difference. The Anglo terms Kosovo and Pristina are used in this report.

AED suspension

On December 8, 2010, USAID suspended AED from receiving new U.S. Government awards pending an ongoing investigation by the USAID Office of Inspector General.¹⁸ The investigation was initiated in the spring of 2009 stemming from issues related to two AED programs and corporate lack of controls. On December 17, AED emphasized full cooperation with USAID and the implementation of a review and aggressive internal controls.¹⁹ While the issues were not in any direct way related to AED programs in Kosovo, the suspension affected the IPCP's ability to release funds, continue construction projects, and procure grant equipment, virtually delaying major activities for four months from December 2010 to March 2011. While the effects of the suspension made a dent in program activities, the team recovered to continue full operational capacity. The evaluation has taken the effects of the suspension into consideration.

3. FINDINGS: RELEVANCE

This section assesses the relevance of the project in the cultural, economic, and political context in Kosovo, as well as the extent to which it is suited to the priorities and policies of the government.

A. The Cultural, Economic, and Political Context in Kosovo**Kosovo independence and the constitution**

The Republic of Kosovo (RKS) was established after a declaration of independence by the Kosovo Assembly on February 17, 2008. On June 15, their constitution was adopted following a commitment to implement the Ahtisaari Plan²⁰ under international supervision that involved the cooperation between the European Rule of Law Mission in Kosovo (EULEX) and Kosovo police service for civilian matters, and Kosovo Force (KFOR)²¹ for military matters. Independence is recognized by 77 UN member states.²² The government of Serbia claims that Kosovo is still one of its provinces and does not accept the new constitution and does not recognize the Republic of Kosovo.

Non-majority communities and the 2011 census

Independence gives ethnic Albanians the right to executive powers held by the UN since 1999. The constitution contains provisions to protect the rights, identity, and culture of Kosovo's non-Albanian communities, including establishing a framework for their active participation in public life. In 2009 the population was estimated at 1.8 million, comprising 88% Albanians, and 12% NMCs including Serbs (7%)

¹⁸ USAID suspends Academy for Educational Development from receiving new U.S. Government awards, Dec 8, 2010, <http://www.usaid.gov/press/releases/2010/pr101208.html>

¹⁹ Updated: AED response to USAID suspension, Dec 17, 2010, <http://www.aed.org/News/Releases/suspension-statement.cfm>

²⁰ The Ahtisaari Plan is the Comprehensive Proposal for the Kosovo Status Settlement by the UN Special Envoy Martti Ahtisaari, March 2007, <http://www.unosek.org/unosek/en/statusproposal.html>

²¹ KFOR is a NATO-led international peace-keeping force

²² www.kosovothanksyou.com, July 22, 2011

and others (5%): Bosniak, Gorani, Roma, Turk, Ashkali, Egyptian and Janjevci-Croats.²³ Roma, Ashkali, and Egyptian communities are referred to as the RAE community.

The Kosovo Statistics Office conducted the first national population and housing census in 30 years in April 2011 in only 34 out of 38 municipalities. All Serb majority municipalities in the north (Leposaviq/Leposavic, Zubin Potok, Zvecan, and Mitrovice/North Mitrovica) objected to taking part in the census. Therefore, Serb communities do not recognize the legitimacy of the census, which states that the population is 1.7 million.²⁴ During the evaluation, members of Serb communities in the south told the evaluator that they had also boycotted the census. Central government funding allocations to municipalities are based on estimated population numbers, and the majority of its funding continues to come from the donor community. Pristina was generally believed to accommodate 500,000 residents. However, the 2011 census indicates just 200,000, thus jeopardizing its funding allocation.²⁵ Budgetary concerns are not confined to the capital, but also to other municipalities across Kosovo. With potentially decreasing central government budgets allocated to many municipalities due to the census, the municipalities may continue to be dependent on donor aid and/or limit their support to VPFs and CPFs.

Municipalities and decentralization

Kosovo has 38 municipalities: 34 in the south and 4 in the north. Six new Serb-majority municipalities were established or expanded since independence, as part of decentralization whereby municipalities have financial autonomy: Gracanice/Gracanica, Novoberde/Novo Brdo, Kllokot/Klokot, Ranillug/Ranilug, and Partes/Paresh in the south, and Mitrovice/North Mitrovica in the north.

Government challenges

Three years after independence, and 12 years since the end of inter-ethnic violence and the onset of the nation's recovery, Kosovo Serbs generally remain mistrustful of the Kosovo government. They continue to be under pressure from internal and external factors not to engage with the Kosovo Government. The Serb majority reside in the north of Kosovo, largely autonomously, separated geographically from the south by the river Iber/Ibar. Citizens are able to travel freely across the boundary between north and south Kosovo. However, citizens often feel intimidated when questioned or stopped by police, particularly if they have incurred prejudicial experiences in the past. When the evaluator traveled north, program staff removed the RKS vehicle license plates at the boundary to take into account sensitivities in the region. The physical, social, and psychological divide is visible in the patriot use of country flags: Serbian flags are unfurled in the north and Albanian flags are displayed in the south. The Kosovo flag is only visible in the south and more noticeably in Pristina on government buildings. In addition, American flags only appear in the south, often alongside other donor flags, the Kosovo flag, and the Albanian flag.

The 2010 unemployment rate in Kosovo was between 38-41% of the economically active population with over 90% of them unemployed for over 12 months; female unemployment was 55-58% (17% higher than the overall unemployment rate) and male unemployment was 28-32%; youth aged 15-24 years faced the highest yearly addition to the unemployment rate, at 2.4% annually; and 72% of all unemployed had educational levels below secondary school.²⁶ Therefore, unemployment principally

²³ CIA, [The World Factbook](#), July 2009

1. ²⁴ Turkish Weekly, First Kosovo State Census proves controversial, July 2011, <http://www.turkishweekly.net/news/119539/first-kosovo-state-census-proves-controversial.html>

²⁵ Besiana Xharra, "Kosovo's 'shrinking' capital faces funding cuts," Pristina Insight, July 15-28, 2011, p18

²⁶ Ministry of Labor and Social Welfare, Labor and Employment Annual Report 2010, pxii (Executive Summary) <http://mpms.rks-gov.net/Portals/0/Librat/EN%202010%20Raporti%20vjetor.PDF>

affects youth, women, and those with limited education. Furthermore, the Ministry of Labor and Social Welfare (MOLSW) adds that “with an average proportion of more than 93.6%, long-term unemployment of Kosovo minorities remains above the Kosovan average.”²⁷ Much of the unemployed Serb community remains dependent upon subsidies and salaries from Belgrade in Serbia.

MOLSW indicated that the municipalities of Mitrovica/North Mitrovica and Pristina have the highest unemployment rates across the country, with “the highest increase rate in registrations in 2010 ... in Gjilan which also faces repeatedly the highest relative inflow to unemployment” at 8.8% annually.²⁸ Government infrastructure in the north and south remains limited in many municipalities, including potable water, sanitation, health facilities, cultural and entertainment structures, and roads. Services are also minimal, including health, sport, culture, entertainment, and education, particularly beyond secondary schooling.

Kosovo and Serbian government discussions

In June 2011, the first ever discussions between the Government of Kosovo and the Government of Serbia commenced. Weeks later, on 22 July, the talks were recessed.

Boundary clashes

Since independence the Serb community has not recognized goods with Kosovo Government stamps, preferring to trade with Serbia. Generally, all goods are checked at the border gates and must be later registered in Pristina with the Ministry of Trade and Industry (MOTI) whereby the government receives VAT tax.²⁹ However, Serbian goods traveling to north Kosovo enter through gates 1 and 31 operated by EULEX and not Kosovo Government officials. Therefore, the goods are rarely checked at the border, and almost never registered in Pristina, thus avoiding taxes.

The ministry’s aim to prevent Serbian goods entering Kosovo virtually untaxed was seen as a revenue raiser for the government, but as an affront to the Serbian community. To enforce the checks and registration of all goods entering the country, the government sent its Rosu Special Forces to gates 1 and 31 to assume control on July 25, 2011. Serb protesters reacted by blocking all boundary roads to the south. Violence ensued for three days with one Kosovo policeman shot and killed. It is, therefore, evident that tensions continue to simmer between the Serb community and the Kosovo Government. As a precaution due to the boundary clashes, the evaluator amended the site visit schedule for two days to include alternative locations.

The impact of the decision to block Serbian goods from entering Kosovo

The IPCP program procures equipment for its CPF projects and micro-enterprise grants from adjacent countries because such specialized equipment is generally not available in Kosovo. MOTI’s decision on July 22 to block goods from Serbia entering Kosovo, forced IPCP to find alternative routes for its pending shipments of goods. At the time of the evaluation, ten packages of assistance (valued at \$680,000) were expected to arrive in Kosovo through Serbia: two packages for CPF projects and eight for micro-enterprise grants. The IPCP sought and received special permission from the Ministry of Trade to bring the shipments through as diplomatic goods. If MOTI regulations continue, this will be an issue affecting future procurements from Serbia.

²⁷ Ministry of Labor and Social Welfare, Labor and Employment Annual Report 2010, p5

²⁸ Ministry of Labor and Social Welfare, Labor and Employment Annual Report 2010, p7

²⁹ VAT is value added tax of 16.5% of the value of the goods and equipment

B. The Program Design

USAID assistance to Kosovo commenced from mid-1999 at the conclusion of the conflict and NATO-led intervention to restore security. Its assistance was initially humanitarian with subsequent programs to improve civil and economic life in Kosovo. USAID committed over \$420 million in assistance from 1999 to 2008, before the commencement of the IPCP program.

USAID intended, through the IPCP, “to improve inter-ethnic reconciliation and integration of minorities by addressing three critical challenges that affect the daily lives of minority communities: economic security, lack of freedom of movement, and quality of life. While USAID wishes to engage with all minority groups ... circumstances surrounding Kosovo Serbs require that special emphasis be given to this community.”³⁰ To differentiate IPCP from past programs, its focus was to break down existing real and perceived barriers to the full and active participation of NMCs by mobilizing minority civic institutions, their communities, and national authorities to address critical physical and economic security challenges, resulting in tangible improvements.

Geographical coverage

The task order recommended that IPCP should cover most non-majority and all Kosovo Serb areas over the three years of the program, including new decentralized municipalities, existing Kosovo Serb-majority municipalities, and enclaves in Kosovo Albanian-majority municipalities (Annex 4).³¹ The program adopted USAID’s recommended geographical coverage for all municipalities except the Serb enclaves Decan/Decani and Istog/Istok. Instead, the program covered two additional municipalities: Prizren and Dragas/Drageash, and the RAE enclave Gadime. Therefore, the geographical coverage is extensive and appropriate, covering the south, north, east, and central areas of Kosovo.

C. Lessons Learned / Good Practices

Appropriateness of the program design

The program design appropriately addresses the cultural, economic, and political context in each of its operational municipalities. Specifically, the program design addresses the diverse needs of NMCs through a special emphasis on Kosovo Serbs, but also on other NMCs such as Roma (as a separate group), RAE (collectively), and Bosniaks, as well as multi-ethnic and inter-ethnic entities. The evaluator was particularly impressed with the program’s inclusion of grants and activities for the disabled within non-majority communities.

The program was also expected to address the cross-cutting needs of youth and women. It appropriately addressed the needs of non-majority youth through, for example, music, theater, book translations, libraries, internet and multimedia centers, youth camps, sport, sporting equipment, the rehabilitation of recreational areas, the construction of cultural centers, the erection of play equipment in playgrounds, the construction of a kindergarten, and an art camp. The program also appropriately addressed the specific needs of non-majority women through activities and grants such as journalism training, breast screening equipment and counseling, entrepreneurship training, bee-keeping training, and equipment for a gynecological clinic.

³⁰ IPCP Task Order No 8, p8

³¹ IPCP Task Order No 8, p18

4. FINDINGS: EFFECTIVENESS

This section assesses the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward them.

A. Identifying, Monitoring, Tracking, and Reporting

Identification of beneficiaries

Beneficiary identification and selection were based on three factors: (1) NGOs chose voluntarily to become members of KPAN; (2) CPFs were formed, based on interest and community acceptance, in targeted municipalities; and (3) civil society and micro-enterprise grant beneficiaries were selected on a competitive proposal basis. The IPCP developed an Annual Program Statement (APS) to solicit innovative applications for grant funding which was widely advertised through local newspapers and radio announcements. Criteria for eligibility and to identify NGOs and firmly-established businesses were devised in preparation for selection. The selection procedure for grantees was comprehensive and thorough, including site visits to meet with NGOs or businesses to discuss their proposals. This resulted in a diverse range of NGOs with activities specifically targeted at the program's core themes and components. Therefore, the identification of beneficiaries was highly effective and appropriate for each program component.

Monitoring and evaluation system

Program monitoring and evaluation (M&E) included internal beneficiary partner tracking and reporting, whereby civil society and micro-enterprise grantees were required to report on the progress and financial expenditure of their activities. Sub-contractors reported monthly according to their scope of work. For example, Developing Together reported on engineering assessments on infrastructure projects; Link Productions reported on the production of the video ombudsman series and viewer statistics; and the Centre for Peace and Tolerance reported on the administration of KPAN.

Community forums (VPF, CPF, and RPF) were expected to provide participant lists (recording numbers of males, females, ethnicity, and age) for each meeting. For the selection of IPCP-funded projects, forums provided action plans. In addition, the IPCP conducted CPF training pre-tests and post-tests, as well as a longitudinal study for select CPFs to measure immediate and longer-term changes in knowledge and attitudes.³² For infrastructure projects, DT provided quality assurance (QA) in which three qualified engineers (DT, IPCP, and a municipality engineer) monitored the projects. CLO field staff also submitted monthly monitoring reports which served as a record of performance and an early warning mechanism for activities that veered off target. Information in all reports involved both quantitative (statistics) and qualitative data collection. Qualitative information included training documents, site visits, success stories, and activity outputs (such as brochures, theater attendances, workshops, and launches).

Overall, the M&E system was appropriate for the program and highly effective for the context. Stakeholders acknowledged the IPCP team's continual follow-up of activities and projects, with one stakeholder claiming IPCP's QA approach to be "the toughest of all donors" with sub-contractor and beneficiary roles similar to the social structure of bees: "so well defined that everyone knew their responsibilities and deliverables in a way that supported each other's productivity and success." All

³² Twenty-five select CPF members participated in the longitudinal study by completing a form quarterly; at the time of the evaluation, it was ongoing and no results were available

managers and officers were responsible for IPCP's monitoring. However, for future projects, the evaluator recommends the appointment of a dedicated M&E officer for training, oversight, consolidation, and promulgation of procedures, policies, operation manuals, and results.

Project targets and achievements

Statistically, the IPCP consistently exceeded its targets for objectives 1 and 2 – i.e. developing the capacity of NMCs and improving their ability to affect policy reforms (Table 4). Slightly below end-of-program targets included: (1) the number of people attending events designed to strengthen understanding to mitigate conflict between groups (91% of target); (2) the percentage of IPCP beneficiaries reporting increased capacity to identify needs and engage in joint problem solving (86% of target); and (3) the number of key policy issues identified by KPAN (89% of target). The statistical results are addressed in detail in sections 4.B to 4.F.

TABLE 3: Achievements against targets and indicators

INDICATOR		TARGET	ACTUAL	% of TARGET
OBJECTIVE 1: Develop capacity of NMC to improve QL, ES, & FM (CPF, Grants, Video Ombudsman Series)				
1	# of people from at-risk groups reached	29,500	60,075	204%
2	# of people from at-risk groups reached (TV series viewers)	249,000	741,555	298%
3	# of NGOs established or strengthened	63	298	473%
4	# of facilitated events	301	558	185%
5	# of people attending events	9,515	8,671	91%
6	# of activities demonstrating positive impact of peace process	195	259	133%
7	# of initiatives that use community mobilization/joint problem-solving	63	331	525%
8	# of forums& exchanges	95	404	425%
9	# of community & regional initiatives addressing multi-ethnic integration	181	178	98%
10	% of IPCP beneficiaries' increased capacity to jointly solve problems	50%	43%	86%
11	% of activities completed by VPF, CPF, RPF involving cooperation	75%	85%	113%
OBJECTIVE 2: Improved ability of NMC to affect policies (KPAN)				
12	# of campaigns & events implemented by NMC re policy reforms	18	95	528%
13	# of key policy issues identified by KPAN to address NMC issues	9	8	89%
14	# of meetings with key stakeholders to address NMC issues	27	80	296%
OBJECTIVE 3: Support to PMOCA in addressing NMC needs				
15	# of initiatives co-implemented by IPCP & PMOCA to address NMC issues	7	7	100%
16	# of NMC impacted by projects co-implemented by IPCP & PMOCA	1,600	1,220	76%
17	# of technical assistance visits to PMOCA to increase grants capacity	30	11	37%

Source: FHI 360, July 20, 2011 (achieved to end June 2011)

Objective 3 significantly under-achieved its overall targets to support PMOCA to address identified NMC needs. This included the number of NMCs impacted by IPCP and PMOCA co-implemented projects (76%) and the number of TA visits to PMOCA to increase grants capacity (37%). The statistical results are addressed in detail in section 4.G.

Program components

The program's direct activities to initiate positive change in NMCs are categorized into six interventions: (1) community progress forums at the village, community, and regional levels in targeted municipalities; (2) a video ombudsman TV documentary series; (3) civil society grants; (4) micro-enterprise equipment grants; (5) policy action through KPAN; and (6) support to the PMOCA.

B. Community Progress Forums

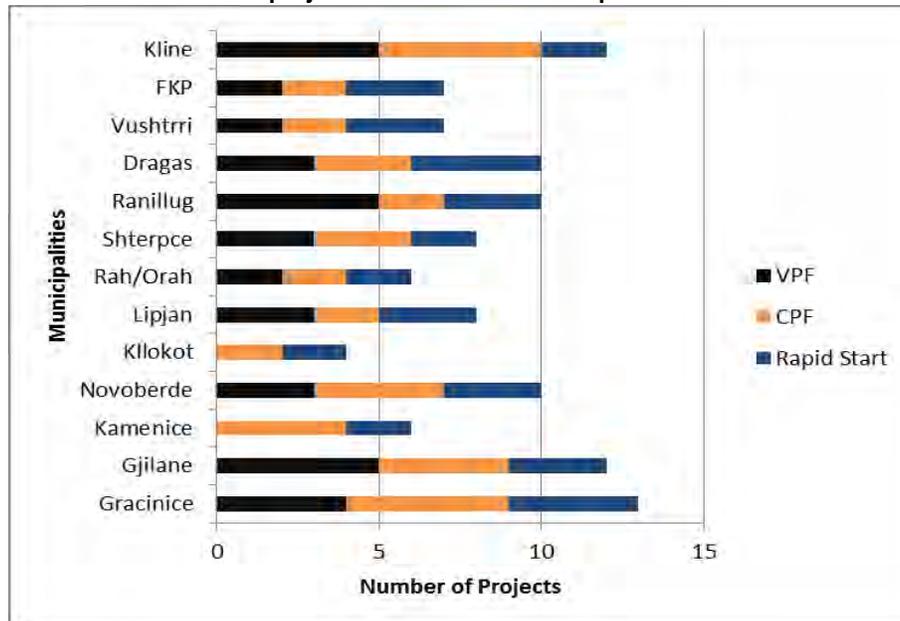
The community progress forum initiative primarily provided a decision-making mechanism for the selection of community development projects at the village, community, and regional levels to improve their quality of life and freedom of movement. Importantly, the establishment of forums enabled multi-level representation, communication, and interaction with each other and adjacent communities, as well as regional input to potentially affect positive change. The program targeted 13 municipalities in the south and in year 2 expanded to include two municipalities in the north. The program selected new decentralized municipalities, existing Kosovo Serb-majority municipalities, and enclaves in Kosovo Albanian-majority municipalities.

The program's community liaison officers (CLO) provided the major impetus for the establishment, guidance and monitoring of village progress forums (VPF), community progress forums (CPF), and regional progress forums (RPF) and in connecting them to municipalities.³³ To rapidly build confidence in the process and provide tangible results, IPCP implemented between one and three 'rapid start' projects, valued at \$2,000-\$5,000, in each municipality through a simple application. Simultaneously, IPCP established a structured decision-making process for village, community, and regional forums for the provision of small-scale and infrastructure projects. IPCP sub-contracted their construction to local businesses. Forum members at each level ran the process of generating and submitting project proposals, with the facilitation of CLOs. All proposals were expected to address ES, QL and FM.

Outputs

In the 15 municipalities, IPCP established 50 VPFs, 14 CPFs, and 3 RPFs.

GRAPH 1: Number of projects undertaken in municipalities



Source: FHI 360, July 20, 2011 (achieved to end June 2011)

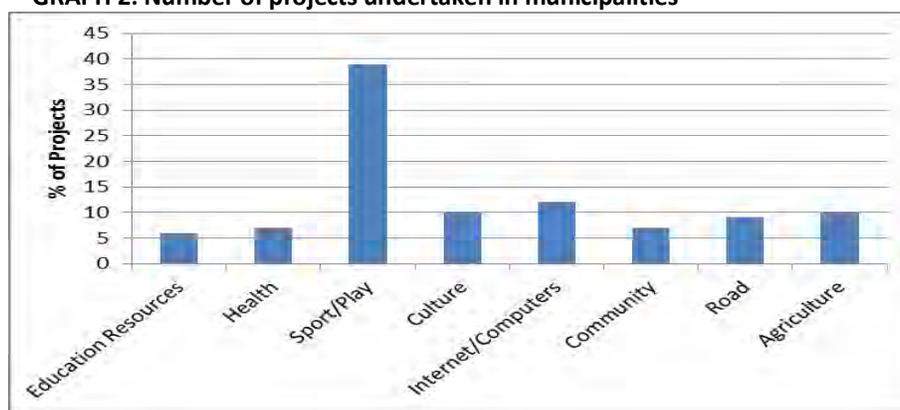
³³ The process of engagement with municipalities is outlined in Annex 5 – the life cycle of forums

Of the total 238 VPF members,³⁴ IPCP trained 70% in community development and action planning; 39% in monitoring and evaluation; 61% in advocacy; and 53% in fund-raising.³⁵ IPCP awarded 113 community projects in south Kosovo over the life of the project: 36 rapid start projects, 37 projects to VPFs and 40 projects to CPFs (Graph 1).³⁶

At the regional level, RPFs commenced in August 2009. IPCP awarded three RPF infrastructure projects valued at \$90,000 each: (1) the provision of two mini-buses for public transport to ensure freedom of movement in the Gracanice/Gracanica region;³⁷ (2) the purchase of equipment for a health laboratory in the Kamenice/Kamenica region to improve quality of life;³⁸ and (3) the provision of agricultural machines and plastic bottle production equipment to improve economic security in the Kline/Klina region.³⁹

Projects at the village and community levels comprised education (minor rehabilitation to schools), health (equipment), sporting and play equipment and facilities, culture (cultural centers), computers and internet facilities, short-distance road construction, and agricultural projects (Graph 2).

GRAPH 2: Number of projects undertaken in municipalities



Source: FHI 360, July 20, 2011 (achieved to end June 2011)

The highest priority for most communities was sporting equipment and infrastructure (facilities) for children and youth (39% of all projects). Recreational projects included playgrounds; equipment; uniforms; sporting facilities; slides for playgrounds; a youth sports center; sports field construction; lighting, screening and seating for a sports field; and parks for children. Projects that improved the quality of life for citizens, especially youth, were the main focus for communities. The majority of CPFs indicated that their priority was to enable the high number of unemployed youth to be active, outside, productively occupied, healthy, and engaged with other youth. Computer and internet facilities (12% of all projects) and the construction of cultural centers (10%) were also rated highly by communities. In fact, 56% of all VPF and CPF projects focused on youth and children. The only municipality that did not focus its priority projects on youth was Kline/Klina which selected only agricultural projects to improve their economic security.

³⁴ There were 238 members in 12 southern municipalities(excluding Klokot) at the time of the training in 2009

³⁵ One more training in association management is planned before the end of the program

³⁶ Graph 1 excludes the two northern communities (Leposavic and Zvecan) as projects were in progress (10 VPF and 2 CPF projects). All infrastructure projects are expected to be completed by the close of the project in September 2011

³⁷ The region included Gracanice/Gracanica. Fushe Kosove/Kosove Polje, Lipjan/Lipljan, and Vushtrri/Vucitrn

³⁸ The region included Kamenice/Kamenica, Ranilug/Ranillug, Partes/Partesh, Novoberde/Novo Brdo, and Shterpce/Strpce

³⁹ The region included the municipalities of Kine/Klina, Dragas/Drageash, and Rahovec/Orahovac

Only four of the 13 municipalities in the south selected more projects not related to recreation: Kline/Klina preferred agricultural projects (100%); Rahovec/Orahovac chose more cultural facilities and activities (66%); Dragas/Dragash selected more agricultural projects (40%) and computing/internet projects (30%); and Fushe Kosove/Kosovo Polje (FKP) chose more community projects (29%). Agricultural projects included cultivators, water reservoirs, machinery, and tools/equipment. Education and health projects were lower priorities at 6% and 7% respectively. However, in terms of health, CPFs proposed essential life-saving equipment, such as heart-monitoring electrocardiograms (ECG) and equipment for women's gynecological clinics.

Effectiveness: strengths

Community decision making was a new concept for non-majority communities in Kosovo and hence CPF members admitted to being initially reluctant and sceptical of NGOs "promising and not delivering." Much of the attitude turnaround can be attributed to three factors: (1) the 'rapid start' grants which forum members said "indicated that they [USAID] meant to keep their promise;" (2) the community-driven approach to solving development problems; and (3) the emphasis on mutual respect. The concept of the rapid start grants initially attracted individuals to participate in the forums, according to interviewees.

The program's CLOs and their commitment to the program and the NMC were a major strength in the formation of community forums. VPF and CPF members commented that CLOs, and all IPCP staff, were transparent, professional, trustworthy, proper, sincere, fair, and respectful. They added that the CLOs "communicated directly with us, showed us a democratic step-by-step process, and respected our decisions – and this is the first and only organization that cared about us."

The way forward

CPF members said that the delays after the rapid start projects and the lengthy decision making process caused some members to drop-out; others dropped out because there was no remuneration for their transport and communication costs; while others were frustrated in the lack of municipality support and respect. However, those that attended the forums regularly believed in their potential to impact their communities in a positive way. The key to retaining members, suggested by CPF members, is to strengthen the CPFs through regular training (which they appreciated); skills to effectively connect with municipalities; enhancing their sense of worth in their communities; and remuneration for their efforts. "We joined because this was our approach, a people's approach to deciding how to make our lives better, and not the government deciding for us, but we need more action, we need to be more active," said one CPF member.

Female representation on VPFs and CPFs remained low at approximately 23%.⁴⁰ This was not surprising to CPF members who explained that women preferred to remain home with their young children and unemployed youth. The evaluator noted several young male VPF and CPF members who joined because "it was something to do" and they were "sort of" interested in and decision making and community development. They appeared to be more frequent in the Serb enclaves of Kosovo Albanian municipalities with high unemployment rates. More engagement by women and youth in forums should continue to be a cross-cutting focus of future programs, through skills training that leads to employment; closely monitored and supported grants for start-up businesses designed specifically for,

⁴⁰ Members are voluntary and therefore often do not attend meetings regularly; lists of forum attendees was provided by IPCP

or by, women and youth; and community grants for projects “such as environmental ‘clean-up’ campaigns that benefit people and the community.”

The IPCP staff indicated that initially they were not focused on linking communities with municipalities, but introduced this after a level of empowerment was achieved within CPFs. Some CPFs, such as in Gracanice/Gracanica and Novoberde/Novo Brodo, could articulate their involvement with the municipalities, while others, such as in Lipjan/Lipljan said they tried to arrange meetings with the municipality, but “it was impossible.” CPF members admitted that they often relied on CLOs to initiate or strengthen their connections with municipality leaders. They felt that they were “not strong enough, not empowered enough yet to effectively communicate with them.” Some members asked how other CPFs managed to gain municipality support. Therefore, greater networking between country-wide CPFs is recommended, as well as further strengthening of CPFs to work with and inform municipalities of their priorities and projects.

Municipality officials praised IPCP’s use of local contractors, putting in place a system by which citizens can identify their own needs and inform the government, and the collaboration between engineers and communities to ensure high quality infrastructure outcomes. Municipality officials, however, preferred to be involved in discussions with RPFs at an earlier stage to avoid duplication, plan regional infrastructure needs, and maximize funding allocation toward infrastructure projects. They also preferred to have one community contact person/representative rather than meetings with a group of citizens. They added that their concerns focused solely on the project identification stage, because once a project was underway, they all had no problem with their implementation, quality, and cooperation at

<p>Lipjan/ Lipljan</p> <p>Community Progress Forum IPCP</p>	
<p>The Municipality</p>	<p>Lipjan/Lipljan municipality in central Kosovo has a population of 57,474 (2011 census) comprised of approximately 85% Albanian, 12% Serb, 1% Croat, and 2% others. The municipality is predominantly agriculture-oriented. After 1999, most businesses closed and are no longer operational. The iron factory had 1,100 employees in 1999, but is now deserted. Approximately 90% of the population remains unemployed.</p>
<p>THE COMMUNITY FORUMS</p>	
<p>Rapid Start Projects</p>	<p>The municipality received the following Rapid Start projects: fencing around the kindergarten in Donja Gusterica; replacement windows & doors in a primary school in Livadje; and external lighting for the sporting club in Staro Gracko.</p>
<p>Village Projects</p>	<p>VPFs prioritized the following projects: sporting equipment in Staro Gracko; computer equipment in Rabovce; and a screen & projector in Janjevo.</p>

Community Projects	CPF's prioritized the following projects: road construction (350 meters) in Janjevo; and sporting field renovation in Staro Gracko (seating steps & screen to prevent balls going into private yards).
Importance of the projects	Staro Gracko is the furthest community from the municipality center, so it is isolated. It incorporates 3 villages with a population of 1,800. Unemployment is high and youth have nothing to do; depression is high. The football club is where people meet and it was in disrepair. There were no lights for children to play on the courts and field at night. "Our aim was to bring people together in a good place."
Impact	Now people from other villages come to the football & sporting club in Staro Gracko where they hold tournaments on weekends. They have an indoor football tournament (5 on each team) in which 500 males & females take part (of every age).
Quality of Life/Economic Security/Freedom of Movement	"Our physical security has improved and the projects improved our quality of life a little bit, but employment has not improved – it is the key to everything." "Almost everyone votes, but we have received nothing in 10 years. The government doesn't listen to us."
In the future	Three key factors emerged for future consideration: (1) unemployment (they prefer production/factory work to self-employment); (2) vocational skills "only if it leads to work" and trade equipment; and (3) assistance connecting with local government. Future priorities include: (1) the remaining 200 meters of the road in Janjevo; (2) agricultural equipment; and (3) a cultural center.

all levels.

C. Video Ombudsman Series

The video ombudsman series comprised ten television documentary programs produced by a sub-contractor, Link Productions, in close cooperation with, and under the supervision of, IPCP. The aims of the series were twofold: (1) to highlight issues and concerns within, and of importance to, the Kosovo Serbian non-majority community; and (2) to address preconceptions and misconceptions surrounding the issues of quality of life, economic security, and freedom of movement.

Outputs

Over a period of three years from 2009, Link Productions produced the half-hour programs which were screened to CPFs, aired on local television stations nationwide (Wednesday 5:15pm, once a month), and uploaded on YouTube for web viewing by a wider audience. They were also packaged into a DVD box-set for distribution. The series was well accepted by viewers. This was evidenced by one station repeating the broadcast of the first three programs in the series due to viewer demand. The 10-part series comprised the following themes: (1) Whose property is it?; (2) Free to roam the neighbourhood; (3) A house anywhere, but in Gora, home; (4) The law and the reality; (5) Be yourself at home; (6) Challenges of decentralization; (7) This is Pristina, too; (8) One step at a time; (9) Working for a living; and (10) A more beautiful village, a better life.

Effectiveness: strengths

The number of NMCs targeted was 249,000, but this was significantly exceeded by 298%, reaching 741,555 viewers.⁴¹ The most popular episodes (property, the Gorani population, legal practices, and youth unemployment), identified by the producer, were viewed by approximately 35% of the Kosovo population, with people commenting on their useful information: showing how to access legal advice, how to prepare documentation for property issues, and how to vote at municipality elections. The documentary most mentioned to the evaluator during CPF focus group discussions was "Working for a living" about unemployment. Youth members of VPF and CPF aged 18-24 related most to the themes of

⁴¹ FHI 360, July 20, 2011 (achieved to end June 2011)

despair, frustration, and rejection. The scenarios depicted day-to-day issues, but the Serb community had not been previously exposed to the information presented in the programs. The producer indicated that most viewers expressed surprise that the issues were common to others, and that they were not isolated in their views, opinions, and problems. On a personal level, the producer described it as “one huge positive experience.”⁴²

The way forward

Wider distribution nationally and internationally could still be explored further as this has not been extensive. The IPCP has explored the potential for television stations to move the time slot to Monday evenings (8:00-9:00pm) which USAID’s Strengthening Independent Minority Media Program partner, IREX, indicated was the most watched time slot.⁴³ The producer has wide-ranging ideas for future programming and Link Productions has actively sought funding for additional programs. CPF members and representatives of civil society NGOs awarded grants under the IPCP recommended future support for the documentary series. The evaluator also recognizes the potential benefits of the documentaries to raise awareness within the general public, nationally and internationally, of non-majority issues in Kosovo, as well as to provide NMC with critical information and a sense of shared experiences.

D. Civil Society Grants

The IPCP civil grants component supports activities up to 12 months (and up to \$50,000) to address quality of life and freedom of movement, and to a lesser extent, economic security, in Kosovo Serb areas and other NMCs. After the initial applications, the aim was to improve the quality of applications, as well as the grant selection and administration processes. In addition to media advertisements, the program’s KPAN (NGO network) provided an entry point to promote grants. The IPCP established a rigorous selection process which included five anonymous non-program volunteers using a ranking-against-criteria methodology over a two week period.

Outputs

During the three-year program, 20 grants (16% of all applications) were awarded from an applicant pool of 129 proposals (49 applications in the first year and 80 applicants in the second year). Sixteen grants were implemented in a localized area or municipality, and four were nationwide. In addition, USAID directed two grants to nationwide projects for research and visits to multi-ethnic areas. Three grants were awarded to NGOs in the north. The majority of the grants focused on education and training (25%), and social integration (25%), but also included culture (20%), agriculture/livelihoods (15%), sport (5%), media (5%), and health (5%). Grants addressed key cross-cutting issues and support for non-majority groups, such as women, youth, RAE, Roma, Bosniaks, and the disabled.

Effectiveness: strengths

A major strength of the civil society grants program was its selection procedure which enabled a wide diversification of activities, locations, and ethnicities to be supported. Grant monitoring included regular visits, often twice a week, to ensure quality and to strengthen NGOs through mentoring and training.

An impressive grant was the nationwide television program, ‘Slobodno Srpski’ by NGO Medial Media Center (MCC), which interviewed prominent local and international guests with a street walk section that enabled residents to suggest interview questions. The program was the first of its kind on Kosovo

⁴² Interview, Aleksandra Jovanovic, Producer, Link Productions, July 21, 2011

⁴³ IPCP Annual Work Plan October 2010-September 2011, October 31, 2010, p23

television – confronting, direct, informative, and revealing. Audiences praised the host, format, content, and range of guests, including U.S. Ambassador Alfred Bol who spoke in Serbian. It facilitated positive changes in people’s views and opinions, as well as major civic changes due to the comments and action of viewers: such as ensuring government accountability for spending, and promoting public debate.

Another grant that affected change on a personal level for children was NGO Geto’s mini theatre festival. Again, it was the first of its kind in Kosovo. A hundred children (25 in each group) assisted with the design of the set and costumes, and rehearsed for two months, culminating in the presentation of four dramas in two days in September 2010 to audiences as large as 300 for each play. For primary and secondary students who had never seen a dramatic performance before, the experience was described as transformative, creative, and innovative, leading to increased confidence and expression, social integration, tolerance and teamwork. Post-production activities, initiated by the children, included the establishment of Facebook pages to post photographs and maintain friendships, and two additional performances for New Year 2011 – without assistance from the NGO manager/theater director.

Another ‘first’ included a grant for NGO Santa Marija in the northern municipality of Zvecan for counselling and equipment that aided the screening of breast cancer. Women from as far as the capital Pristina travelled for diagnostic testing and counselling. Since receiving the equipment in December 2010, an average range of 19-25 women have been tested each day.

The way forward

Community forum members appreciated the IPCP training, particularly community development and action planning, and fund-raising. They have learned that there is “strength in collective ideas and a structured step-by-step process” because it offers “more chances for respect in the community as people now come to me for advice.” Implementing the community projects have encouraged them to have more faith in longer term action planning “because we get what we decide and the focus is on quality projects for the majority of people.” They are also more aware of the “democratic processes, and villagers who aren’t successful in securing a project know the reasons for the decisions because they took part in the process.” However, they added that they would like more training on advocacy, and how to connect with the municipality. CPF members generally agreed to retain the processes, and would like more rapid start projects, and more village projects that can directly improve their economic security firstly and most importantly, and then their quality of life. Freedom of movement was “okay” they said, but added that they couldn’t afford the gas to travel much.

Social integration programs, training, and inter-ethnic camps, cultural and sporting activities, have made significant attitudinal and personality changes at the personal level, particularly for youth and women within NMCs, such as Roma and Bosniak women and girls.⁴⁴ Therefore, grants that facilitate and promote unity in settings where common goals or interests are the main focus appear to be the most preferred method of social integration for youth, women, and non-majority groups. These include art camps, cultural visits, music events, dramatic performances, health groups, discussion groups, and skill-based or interest-based training.

⁴⁴ According to interviews with NGO managers and participants of civil society grants

Case study: NGO IKC Entrepreneurship training for the RAE community

<p>NGO IKC Initiative for Kosova Community</p> <p>Civil Society Grantee IPCP</p>	
<p>IKC Mission Statement</p>	<p>IKC seeks to achieve a developed rural society and to increase the welfare of its population by strengthening the capacities of civic society, of the local communities and governments. We seek to promote better representation of the rural community. We thus want to achieve a just and equitable development through the development and empowerment of the society midfield. Source: http://ngoikc.org/index_files/Page350.htm</p>
<p>IPCP Project</p>	<p>Entrepreneurship training for the RAE community in the village of Gadime</p>
<p>Beneficiaries</p>	<p>8 households; all beneficiaries were Roma within a RAE community</p>
<p>The Roma Community</p>	<p>Within the RAE (Roma, Ashkali, and Egyptian) rural community, there are 60 Roma households. They have no land for settlement or crop production. Only a few of their children attempted the first year of secondary education: most dropped out after primary school. Therefore they have limited education and skills. The main issue for them is poverty and, therefore, economic security and quality of life.</p>
<p>THE PROJECT</p>	
<p>Aim of the Project</p>	<p>The aim of the project was to provide a 20-day economic/business course to a group, and on approval of their business plans, support individualized entrepreneurial training for 6 months.</p>
<p>Duration of the Project</p>	<p>8 months; commenced April 2010 (completed by the end of 2010)</p>
<p>Selection Procedures (Economic/Business Training)</p>	<p>IKC presented its entrepreneurship training idea to a Roma community group of 45 participants. The community self-selected 15 participants to undertake the economic/business training. Criteria: (1) any age or gender; (2) could read & write to Grade 5, primary level; (3) belong to a household that was not supported financially by the diaspora; and (4) the most vulnerable</p>
<p>Economic/Business Training</p>	<p>A trainer, with MBA qualifications, was hired to design a syllabus and provide 20 days of business training (from 5:00-9:00pm) to the whole group. Modules included: registering as a business; generating a business idea; market analysis; book-keeping; developing a business plan; and marketing the business. The end product was a business plan for each individual and a certificate.</p>
<p>Selection Procedures (Economic/Business Training)</p>	<p>Individual business plans were evaluated by 57 people (community, 3 IKC employees, & IPCP staff). Eight (8) individuals were selected for entrepreneurship training and support. For example, an electrical business was excluded because there were already 3 electricians in the area.</p>
<p>Business Ideas Supported</p>	<p>The following 8 business proposals were supported:</p> <ul style="list-style-type: none"> • Children's wear and household linen seamstress • Taxi driver • Hairdresser (for females)

	<ul style="list-style-type: none"> • Barber (for males) • Wedding dress designer & seamstress • Construction business • Farmer • Musician/DJ
Individualized & Customized Entrepreneurship Training & Support	Eight trainers were appointed to each of the 8 individuals according to their business plan idea. The individualized and customized training was delivered at each person's own pace: from 15 days to 45 days (exiting training when they were ready to start their own home business).
Type of Support	The IPCP supported training, brochures, printing business cards, and start-up equipment or goods. For example, IPCP purchased hairdressing scissors, a sewing machine, tools to repair the car for the taxi driver, young lambs for the farmer, and construction tools (pulley, mixer, shovel etc.)
Business Successes	In 2011, all 8 participants continue to operate and grow their business, and all are earning an income. The farmer started with 13 lambs, sold "about 10", and with the birth of new lambs he now has 23. The wedding dressmaker, children's dressmaker, hairdresser, barber, taxi driver, and the DJ are booked to full capacity in July and August during the wedding season. The builder is young and is steadily gaining a reputation – without equipment he earned \$15 a day and now he earns on average \$30 per day.
Impact/Sustainability	All 8 participants were excited about the prospect of commencing their own business. Because all participants come from the same community, they have a shared vision and goal. They support each other socially, emotionally, and through being patrons of each other's services. For example, they hire the taxi driver to get to their clients; they go to the hairdresser for a cut; and they buy meat from the farmer. They have economic security; a network of support; and an improved quality of life. They all trade with the RAE community and Kosovo-Albanian communities. They have all gained the respect of all communities for their hard work, diligence, professionalism, and quality of services.

E. Micro-Enterprise Grants

The provision of micro-enterprise grants (equipment procurement) commenced in the second year of the program. All micro-enterprises were required to be established businesses, registered with the Government of Kosovo, and could demonstrate that they could generate ideas for improvement and expansion, including the employment of additional staff. They were also expected to cost-share. IPCP's aim was to enable greater sustainability of small and/or family businesses in NMCs by creating jobs and accessing markets. Hence, growth-oriented businesses with export potential were given preference.

Rigorous selection and administration procedures were established, continuously improved, and streamlined to ensure quality grants. Apart from infrastructure projects for community forums, the micro-enterprise grants program was affected most by the suspension delays. The procurement of equipment ceased temporarily, therefore causing delays. However, while grant recipients commented on the delays, they were positive about all other procedures: the selection process, the site visits to aid selection, the procurement procedures to seek quality equipment, and the constant communication regarding the status of shipments. Shipments were not confined to the U.S. and could be resourced from adjacent countries.

Outputs

During the three-year program, 24 grants (10% of all applications) were awarded from an applicant pool of 240 proposals (60 applications in the first year and 180 applicants in the second year – mostly from the north). Fourteen grants were awarded to businesses in the north (58%). Both grants programs (civil society and micro-enterprise) enabled the program to engage with communities in addition to the targeted communities for community progress forums. Therefore, all four municipalities in the north received a micro-enterprise grant (instead of only in the two CPF operational municipalities). Similarly,

non-CPF operational municipalities in the south that received a grant included Prizren and Gjakova. Grants were awarded to a range of businesses including: fruit juice production, wood pellet production, digital equipment for a television station, an auto service, bakery equipment, production machinery for a mineral water bottling company, a production line for meat processing, equipment for honey extraction, sewing production equipment, window and door production equipment, equipment for a radio station, wellness center equipment, construction company machinery, glass processing equipment, and pre-fabricated wooden houses for a hotelier.

Effectiveness: strengths

A country-wide outreach initiative explaining the grants and encouraging businesses to apply was exceptionally effective. Grant recipients confirmed the outreach and the support of IPCP officers in assisting with information and guides on proposal writing. Grantees also indicated that the cost-share approach was reasonable and did not deter them from applying for a grant. All six grantees interviewed by the evaluator fulfilled their cost-share commitment of 15%-25%. Grant selection included proof of business success. This criterion ensured a higher rate of sustainability and therefore more stability for employees.

Proposals varied in quality and depth of information. Hence, site visits by program staff, as part of the selection process, contributed to the quality assurance mechanism, and were viewed as transparent and thorough by grantees. Site visits also enabled the selection of a diversity of grants, which included grants to family businesses, disabled individuals, nationwide entrepreneurs, niche markets, and business tailored for non-majority consumers or audiences.

During the implementation of micro-enterprise grants, constant follow-up and communication ensured their success. IPCPs officers also advised grantees on marketing, advertising, branding, and labelling, which was greatly appreciated: "I now realize that a label can make a big difference to marketability when products are similar; I didn't think of that before – it's not just about the quality of the content, it's also about marketing."

An impressive grant in the north was awarded to Etno Selo, a restaurant expanding to include accommodation for the rural tourism market. Three years ago, he commenced construction of a restaurant and hired five employees. He also encouraged local residents to produce and supply goods, such as milk, cheese, and honey for his restaurant, thus expanding family businesses in the region. Due to the hotel expansion funded by the grant, he employed eight more staff, and will employ two more when he officially opens in August. In March 2011, he attended a tourism fair in Belgrade to market the hotel, and subsequently he will accommodate 45 tourists from Bosnia in August. The hotel caters for 30, and the community will accommodate the remaining 15, which will maximize revenues to the region that included 75 families of 300 people.

The way forward

Due to the demand for support, and the high unemployment rate, the micro-enterprise grant program is a critically important component to support economic security for NMCs in Kosovo. Hence, it should be up-scaled, continuing to focus on the same criteria: established businesses with the potential for growth in expanding and emerging markets to provide long term, stable employment for local residents.

Case study: Fratelo Trade confectionery

	<h2 style="margin: 0;">Fratelo Trade Confectionery</h2> <h3 style="margin: 0;">Micro-Enterprise Grantee IPCP</h3>
Fratelo Trade	<p>Fratelo Trade is a food production company, registered in January 2010, specializing in making baked products such as puff-pastry, cakes and cookies. Fratelo Trade sells his goods in 200 outlets in the south of Kosovo, with eight trucks for the distribution of frozen food. The production kitchen is on the top floor of his residential home. The sales and administration office is a small pre-fabricated room in the grounds of his residence.</p>
THE GRANT	
Aim of the Grant	<p>The aim of the grant was to equip Fratelo Trade in the municipality of Gracancia with equipment for the production of confectionery products (shock chamber for freezing puff pastries, a gas oven, 3 industrial mixers for cakes and puff pastries, and a generator) to expand the range of cookies produced, create 3 new jobs, and increase the revenue of the company.</p>
Commencement of the Grant	<p>The owner applied for the grant because he saw an opportunity to expand his business. He noticed an advertisement in the local media – he had never heard of anyone offering such a grant before. IPCP staff visited his business before awarding the grant. The equipment was delivered in late July 2011.</p>
Importance of the Equipment	<p>He wanted to expand his business from the south into north Kosovo, east Kosovo, and to south Serbia. The equipment will enable him to increase production and increase freezer storage capacity to maintain the confectionery. His current storage is small and not industrial and it is not a ‘shock chamber’ for rapid cooling. He currently has an electric oven, but he needed a gas oven because the electricity supply is sporadic and that means that when there is no electricity he can’t make anything. Now he will be able to bake under all conditions – and twice as much.</p>
Employment Opportunities	<p>He currently employs 8 staff – some family and some from the community. He employs males and females, old and young. The expansion will create jobs for an additional 8 local residents. He will not have any problems hiring workers because the demand for work is high. His current workers are employed six days a week from 9:00am to 5:00pm.</p>
Staff Training	<p>The original 8 staff, trained in Belgrade, Serbia (by an American company), are still employed and will train the new staff.</p>
Business Successes	<p>On July 13, 2011, 10 days before his equipment arrived, he signed a contract with Interex-Kosovo, an Albanian subsidiary of the international firm, Interex, to sell his products in Albania. His first delivery was July 21 (a week before the shipment of equipment), so the IPCP grant was “timely.” No Serbian confectionery production company has ever signed a contract with Interex – he is proud to be the first. “They want my products because of my reputation for quality and because of marketability (they don’t have products like mine).”</p>

Expansion Challenges	He currently has brochures and catalogs. He also has photos on his vehicles and has had advertisements in the local media, so he thinks marketing is not expensive. For the Interex-Kosovo deal he has to modify his labels (he is almost finished). The changes are: (1) change the location from 'Gracanica' to 'Pristina' for market recognition; (2) change the language from Serbian to Albanian; (3) change the name of 'Moscow Torte' to 'Cherry Torte.' All labels currently show ingredients, weight, and production date so he does not need to make any additional revisions. The Moscow Torte is a traditional Serbian cake and Interex-Kosovo want the exact cake, but with a different name. He says the changes are all minimal and not a problem for him.
Impact/Sustainability	The Interex-Kosovo signing is a remarkable achievement. Although the deal is with the Albanian-Kosovo subsidiary, he expects that, in the future, he could expand to other countries because Interex is international with a global reputation.

F. Kosovo Policy Action Network

The Kosovo Policy Action Network (KPAN) is a network of civil society NGOs whose aim is a society of active and equal citizens, regardless of ethnic, religious or social background, who meaningfully participate in decision-making processes within their communities and within their country. KPAN is committed to the principles of: (1) human rights and freedom of movement; (2) personal liberty; (3) expression and communication; (4) economic prosperity; and (5) quality of life.⁴⁵

Outputs

Established by IPCP, the network commenced with 12 NGOs at its inaugural conference in June 2009. Marked by inaction for the first year – described as “dead space”⁴⁶ by its President, Sasa Ilic, as a result of “a collective irresponsibility and lack of understanding on how the network should function,”⁴⁷ IPCP hired a replacement sub-contractor to provide technical assistance to KPAN from March 2010.⁴⁸ Center for Peace and Tolerance (CPT), a part of the KPAN Board for Security and Freedom of Movement, and is responsible for the provision of technical assistance and overarching guidance to the network.

From March 2010 the network grew substantially from 12 NGOs to over 80 NGOs (567% growth) to July 2011 due to an aggressive outreach campaign by CPT which was effective in increasing KPAN’s visibility and recognition, and therefore diversifying its membership. In the same period, it opened an office in Gracanice/Gracanica in February 2011 (a ground floor office in a central location), produced a logo and branding material, opened a bank account, registered the network with the government, agreed on a set of guiding principles, democratically elected a president, established a code of ethics, developed a website, conducted management and communication trainings, conducted two public debates, participated in three public debates, organized a regional commission (RECOM) conference, visited three adjacent municipalities to gain support and cooperation, participated in roundtable discussions in the region, and organized two annual KPAN conferences (July 2010/July 2011).

Effectiveness: strengths

The impressive development of KPAN over the final year of the IPCP has been a major strength in defining its recognition as a civil society network. For example, at the second annual conference attended by the evaluator, a newly established NGO (FK Ibar) in Leposaviq/Leposavic, joined KPAN to be

⁴⁵ KPAN, Bulletin No.1, Year 1, July 2011, pp2-3, Kosovo Policy Action Network, www.kpan-ksam.net

⁴⁶ Sasa Ilic, President KPAN, Second Annual Conference, July 18, 2011, Opening address

⁴⁷ KPAN, Work Report of the KPAN 2010/2011, July 2011, p1

⁴⁸ The first sub-contractor was the Center for Civil Society Development (CCSD)

better connected to the Serbian community and to cooperate on a range of civil society projects. The manager was able to join online quickly and easily with no membership fees, and expressed his excitement at the prospect of “unity within a professional network of like-minded NGOs.”⁴⁹ Another NGO member stated that the importance of KPAN was “a forum for open communication as a step toward finding democratic solutions to issues.”⁵⁰ Therefore, networking has been its strength to date.

The way forward

The evaluator attended the second annual KPAN conference to listen to speakers, observe interactions between members, and to interview member NGOs. In several countries in which the evaluator has conducted civil society assessments, NGOs have been vocal and vying for leadership, but with no established professional network. In comparison, KPAN has a clearly identifiable network, but potential leaders are not readily forthcoming. From June 2009 to July 2011, it had three presidents. During presidential voting at the second annual KPAN conference, there were four nominations, but two declined. Members voted 80% in favor of a second term for current president Sasa Ilic.

The emphasis on building the number of NGO membership and the recognition of KPAN have left limited attention to ‘policy action’ in the form of strengthening NGOs to conduct advocacy activities, such as campaigns, roundtable discussions, public debates, and policy reforms. Future attention should focus on more active representation, particularly on policy forums, to go beyond recognition as a network and move toward a professional reputation as an active network.

An example of the debates that KPAN has organized or participated in during 2010 and 2011 included: (1) use of official languages on traffic signs; (2) illegal usurpation of property; (3) the census process in Kosovo; and (4) negotiations between Pristina and Belgrade. These debates were topical and appropriately addressed current NMC issues. However, more are required. Increased capacity on communication and presentation skills, as well as how to advocate for change, would enhance their quality and quantity. NGO applications for grants to address civil society issues were also limited in quantity and quality, predominantly because they had limited knowledge of advocacy functions. Moreover, “donor agencies assessed that capacities of some organizations are weak ... so projects were rejected because of lack of professional staff, equipment and experience.”⁵¹ Therefore, capacity building of civil society NGOs is critical for the network. KPAN has already planned to hold 16 specialized training sessions for member organizations in financial management and introduce a staff exchange program. A capacity building needs assessment and training plan for the next stage of their three-year technical support under USAID’s CAIP, through the TA of CPT, may enable KPAN to plan for future civil society NGO capacity building.

In addition, administrative and communication activities for the network are essential. This includes an effective web page, access to all members, and visibility. Retaining the Gracanice/Gracinica office would ensure a visible presence, a meeting place, and a training venue to enable future activities to continue to expand.

The aim of the CPT TA is to eventually handover all responsibility for administration and management to the KPAN presidency, management team, and member NGOs. While KPAN is not yet ready for handover, it has the potential for continued growth, recognition, and reputation over the next three

⁴⁹ Interview with Dejan Andjelkovic, July 18, 2011, Second Annual KPAN Conference

⁵⁰ Interview with NGO Kameni Most manager from Mitrovica/North Mitrovica, July 18, 2011, Second Annual KPAN Conference

⁵¹ KPAN, Work Report of the KPAN 2010/2011, July 2011, p6

years. Youth have indicated their willingness and eagerness to participate in the network, and KPAN could capitalize and maximize their potential. To date, it has functioned with a short term strategy. A longer term strategy and a sustainability plan would provide KPAN with a clear vision by which to implement its guiding principles and activities.

G. Support to the Prime Minister's Office of Community Affairs

The Kosovo Government took positive steps to reinforce diversity and respect for the rights of all communities by creating the Prime Minister's Office of Community Affairs within its secretariat. The aim was to improve communication channels between the government and NMC; help form and implement policies that incorporate Kosovo Serb participation in Kosovo affairs; and implement quick impact economic and social projects benefiting NMCs. To meet its objectives to support the PMOCA in addressing NMC needs, the IPCP provided technical assistance to PMOCA to improve and guide the government's grants program. Funding by the PMOCA and the IPCP to the value of \$375,000 would be jointly used to identify and fund community projects under a joint grants program. CPFs were the conduit for the identification of projects and recipients of the community grants, while IPCP managed the funding account.

Outputs

Four infrastructure projects were identified by CPFs (with total expenditure of \$375,000), through a series of forum meetings and a priority voting system. These included: (1) the construction of an administrative building in Gracanice/Gracanica; (2) the construction of a community center in Preoce in the municipality of Gracanice/Gracanica; (3) the construction of a school annex in Shillove in the municipality of Gjilan/Gnjilane; and (4) the construction of a cultural center in Zebince in the municipality of Novoberde/Novo Brdo. The mayor of Novoberde/Novo Brdo confirmed the community's decision for the construction of the cultural center as a representative process from VPFs, CPFs and RPFs. He described the building, officially opened in 2010, as "a beautiful landscaped center in the right place for the right reason."⁵² The target of 1,600 NMCs impacted by projects co-implemented by IPCP and PMOCA was under-achieved: 1,220 people (76%). Nevertheless, members of CPFs in the recipient municipalities expect public use of the facilities will expand as activities and events are organized and promoted throughout adjacent communities.

Effectiveness: strengths

The strength of the assistance to the PMOCA was visible at the community level. Municipality and community representatives recognized the joint contribution by the central government and donor community in terms of funding, and praised the community decision-making process as fair, representative, consultative, appropriate, and relevant.

The way forward

The IPCP intended to fund the salary of two positions: a public information officer and a grants manager. After one year, to September 2009, IPCP seconded a community liaison officer to the Office of Community Affairs to act as deputy director, but the PMOCA had yet to recruit the two positions. When a grants manager was appointed, training was provided on grants administration, transparency and accountability, and risk management. However, the number of technical assistance visits to PMOCA fell significantly short of the 30 targeted, with only 11 visits (37% of the target) due to donor priority shifts to other program components. In 2010 the IPCP dismissed the CLO seconded to the Office due to

⁵² Interview with Mayor Bajrush Ymeri, Novoberde/Novo Brdo, July 22, 2011

performance and ethical reasons. Because the joint grant funding had been expended, no further TA was provided. The decision appeared appropriate and the evaluator makes no recommendations for continued similar support to the PMOCA in the future.⁵³

H. Lessons Learned / Good Practices

Integration of program components

The components of the IPCP focused on the main goal of community confidence building within three parameters: quality of life, economic security, and freedom of movement. The program targets communities in order to empower them, connect them to local government, and improve their decision-making to ensure rural and community development. Development activities are integrated into the community, not only through community progress forums and infrastructure projects built by local contractors, but also by direct support to civil society NGOs and small or family businesses that employ residents from within their community. This is an example of an effective bottom-up approach that, if coupled with a stronger top-down municipality support, could strengthen community mobilization to impact change. The evaluator noted that the community-driven approach to change and development strengthened unity and social integration, and created a stronger sense of community ownership. Communities were therefore exceptionally keen for this approach to continue and be further strengthened.

Effective administration of grants programs

The ICPC grant programs were highly effective due to their extensive public outreach, rigorous selection criteria, follow-up site visits before selection, ongoing communication with grantees, a supportive and mentoring approach, quality equipment procurement, diversification of grants, inclusivity of all non-majority communities, and a focus on marketing, branding, advertising, and labeling for micro-enterprises.

Working at the ministry level

The intention to work at the ministry level to improve the government's grant process and procedures was an effective component of the program design, despite implementation issues and shifting donor priorities. Nevertheless, for future programs, the trend in assistance programs with longer term TA (LTTA) or short term TA (STTA) is to situate the TA within the ministry for day-to-day assistance over a period of time, rather than TA 'visits' or sporadic meetings. This embedded approach would enable smoother transition to changing administrative procedures, regular feedback, and more responsive procedural improvements.

5. FINDINGS: EFFICIENCY

This section provides an analysis of the strategies employed by the project in terms of the resources used (inputs) compared with its qualitative and quantitative impacts (outputs).

⁵³ No representative from PMOCA was available for interview during the evaluation

A. Resources and re-alignment

Cost benefit analysis

A cost-benefit analysis was not conducted as part of this analysis, but stakeholders have confirmed that the program was mindful of cost-efficiency without compromising quality, particularly in the procurement of grant equipment. A micro-enterprise grant recipient praised the IPCP procurement procedures, especially in locating his equipment in Europe, rather than in America, because it would reduce his maintenance costs by: (1) not going through a distributor; (2) reducing the cost of freight for spare parts; and (3) reducing the delivery time for spare parts thus reducing his production 'down time.' A civil society grant recipient also praised the procurement process which saved her \$1,600 on the purchase of the equipment which enabled her to buy a critical attachment that would have increased costs beyond the budgeted amount.

Management and staff

The program's current management strengths include: (1) cohesion toward a common goal; (2) continuous reflection and refinement of strategies and activities; (3) and a strong cadre of professional and dedicated office and field staff, focusing on teamwork, cooperation, and unity.

Given the implementation challenges due to a change of initial leadership, KPAN sub-contractor changes, political tensions, community mistrust of NGOs and government entities, and a four-month period of suspension beyond their control, all program staff were operating within relevant national, municipality, and community forums and meetings to actively improve the quality of life, freedom of movement, and economic security for non-majority communities, with a special focus on the Serb community. All program staff worked cooperatively to advocate for policy reform, build confidence and trust, and model the attitudes, behaviors, and actions that lead to inter-ethnic tolerance, understanding, reconciliation, and integration.

Sub-contractors

The IPCP sub-contracted three components to local NGOs in Kosovo: Developing Together for engineering assessments on infrastructure projects; Link Productions for the production of the video ombudsman series; and the Centre for Peace and Tolerance for the administration of KPAN. All sub-contractors indicated that they had clearly defined roles and responsibilities; stringent procurement and financial procedures; a thorough reporting and feedback system; and effective cooperation, communication and interactions with all program staff.

After the first year, the IPCP terminated two sub-contractors due to their limited capacity: one in relation to construction and infrastructure technical advice and the other related to KPAN. This indicates that performance management and accountability for program responsibilities was a priority for the management team. By the second year, replacement sub-contractors had established a working relationship that focused on outputs, client relationships, and teamwork.

Course corrections and re-alignments

During the three-year program, it implemented a number of course corrections to capitalize on opportunistic interventions, to improve the effectiveness of existing structures, or to advance the quality or quantity of indicator targets and objectives. These originated either from the program's management team or from USAID recommendations and discussions.

For example, in alignment with its increased emphasis on community mobilization, the IPCP provided training for its staff involved in CPF activities by organizing a Training of Trainers (TOT) workshop on topics such as participatory decision-making, community mobilization, and monitoring and evaluation in order to transfer skills to CPF members. A USAID decision to make a strong shift to the north from September 2010, which was considered too challenging in the early stages of the program, resulted in the establishment of CPFs in two municipalities, and grants awarded to civil society and micro-enterprises from all four northern municipalities.

B. Lessons Learned / Good Practices

The main lesson learned is to be flexible and adaptable to resource limitations and implications. Another lesson learned is to be opportunistic amid simmering tensions in which non-majority communities remain mistrustful of the government. Therefore involvement with local government municipalities, community mobilization, and linking NMC communities to local government and each other, although challenging, are instrumental in affecting change.

6. FINDINGS: IMPACT

Where possible, this section provides an assessment of the positive and negative changes (intended and unintended, direct and indirect) of the program's activities on the beneficiaries, taking into account the social and economic environment of Kosovo.

A. Impacts – immediate results

Over the life of the project, community forum members noted significant positive changes to their communities as a result of the program, such as: (1) tangible infrastructure that they haven't had in 30 years; (2) action planning to prioritize development activities can impact the wider community; (3) people are working together for the community instead of for their individual needs; (4) the realization that active participation is better than passive dependence; (5) the Balkans have a new way of interacting with each other; (6) community decisions can lead to work for local contractors; (7) everyone in the community can influence the quality of development projects; and (8) children learn from their parents and people in society, and therefore, role modelling is important.

With micro-enterprise and civil society grants, immediate results have included: (1) employment for local residents on a potentially long term basis; (2) essential equipment responsive to the communities' health, social, psychological, and physical needs; (3) transparent selection procedures; (4) social integration through trade and business; and (5) shared experiences and knowledge at the local and national level through networks, media, advocacy, and active participation.

Immediate results appear to have contributed to the program's overall goal of confidence building, particularly for many CPF members, micro-enterprise grantees, and civil society grantees. During discussions with program beneficiaries, they were more aware of their own ability to make changes, "small changes a bit at a time and slowly" even though they admitted to still feeling "frustrated with the government because it does nothing for us; only USAID helps us." Some were still angry, particularly when unemployment issues were raised. Many admitted that it would take more time to address their concerns because they still felt marginalized, even though life has changed for the better in terms of quality of life. Youth strongly felt the pressure to stay in Kosovo, but the need to find work was paramount, and consequently many were contemplating a move to Belgrade. The consensus by

beneficiaries is that quality of life has improved; freedom of movement is stable but restricted due more to transport costs than security fears; and economic security has declined.

B. Lessons Learned / Good Practices

Learning and connecting through media

Program beneficiaries, in all components, commented on the importance of the media at the local level: not only for gaining and sharing information, but also to connect with others, particularly as many felt confined to the home due to unemployment. Television, radio and newspapers were their connection to their communities, to Kosovo, and to the wider world. In addition, in communities where computers and internet cafes were priority projects, youth said “it was the best thing that happened and something that we can use.” Businesses and NGOs that developed websites, through program support, agreed that it expanded people’s awareness of their products or services.

However, media activities conducted by the program had the greatest impact on non-majority communities, such as the Link Production documentary series shown on television and through screenings to CPFs (“an eye-opener regarding issues important to us”) and the NGO Mediale Media Center (MCC) weekly talk show “Slobodno Srpski” shown on television and through the company’s website (“the programs reflect what we want to know and say”). The critical factor is that these programs reach a wide audience, and they can be viewed repeatedly (through DVD and website streaming). The weekly talk show, for example, has grown in audience viewing by 41% for website visits in six months in 2011 compared with the previous six month period, and reaches people in adjacent countries, Europe, and the United States.⁵⁴ These programs should be continued and distributed widely in Kosovo and globally.

“Our media”

Another good practice related to media, is the program’s diversification, with grants and activities not only for media reaching the Serb communities, but also for media reaching a range of minorities within the non-majority communities. These included a community radio grant to Radio Astra in Prizren, the first Bosnian language radio in Kosovo; and journalism/broadcasting training by NGO Equality for Bosniak women in Prizren. The young women had written several articles for the local Bosniak magazine as a result of the program. Enhancing TV Plus in Gjilan/Gnjilane was also a grant that impacted people widely. At the time of the evaluation, TV Plus screened a men’s water polo match between Serbia and Australia⁵⁵ which was enthusiastically viewed by each subsequent interviewee on that day, including at the local restaurant during lunch. The audience commented that “it’s important to have television programs that are about us, but more important is if it’s our TV station.”

7. FINDINGS: SUSTAINABILITY

This section provides an account of the program’s steps to ensure continuation of activities or components on completion of the project, including sources of funding and partnerships with other organizations and/or the government.

⁵⁴ Pevac (July 2011) Comparative Analysis of the show “Slobodno Srpski” on the internet, Pristina

⁵⁵ The quarter-final match of the Australian European tour in Slovakia in July 2011

A. Exit strategy

The IPCP emphasized sustainability and the exit of their program from the beginning of its third year. To ensure sustainability, the IPCP processes included:

- community forums capacity building (e.g. establishment, training and manuals, action planning, fund raising, linkages with municipalities and adjacent communities, projects, decision-making process, and confidence building);
- CSO/NGO capacity building (e.g. equipment, projects, communication strategies, linkages with communities and municipalities, budgeting, reporting, and fund raising);
- KPAN capacity building and NGO networking (e.g. marketing strategies, website development, branding, advertising, office and meeting place, debates, roundtables, public recognition, increased membership, and annual conferences);
- enterprise capacity building and support (marketing strategies, website development, brand and product labeling, expansion of capabilities, finance training, technical training, and the employment of additional staff);
- sub-contractor capacity building (production of TV documentary series, marketing, packaging, and distribution of products);and
- technical assistance to the PMOCA.

B. Lessons Learned / Good Practices

Community forums and government involvement

Government municipality officials in three municipalities confirmed a close working relationship with IPCP staff and commented that their support was “timely” and “greatly appreciated.” They were aware of the program’s sustainability plan and were able to identify elements of the program that were potentially sustainable, such as the establishment of community forums and the bottom-up decision-making process. Public campaigning, advocacy, sensitization, and awareness-raising were other areas stakeholders believed could be sustained, in terms of inter-ethnic integration and tolerance. One municipality is due to receive two buses for public transport, and the deputy mayor viewed the support as sustainable because the municipality will provide the drivers’ salaries and maintenance of the vehicles. Infrastructure projects provided by the program were regarded as highly sustainable. In some municipalities, CPFs indicated that there was less support for their activities. Therefore, some municipalities, depending upon individual leadership, may not sustain the forum mechanisms established by IPCP. However, the forum decision-making process is highly replicable and, with further strengthening, some CPFs have the potential to be active proponents for change in their communities.

Program components

The outputs of the micro-enterprise grant program have an extremely high chance of sustainability. All businesses selected for equipment grants were already established and had clear visions for future development and expansion which included the employment of additional staff. Although civil society projects were less likely to be sustainable, NGOs had gained considerable experience and capacity building in finance management, reporting, and fund raising. Most civil society NGOs would need to seek additional funding to support continued training, camps, events, and other advocacy activities. Of the civil society projects visited by the evaluator, three had impressive potential for sustainability: (1) participants of the entrepreneurship training for the RAE community by NGO Initiative for Kosovo Community (IKC) in Gadime; (2) the “Slobodno Srpski” television program by NGO Mediale Media Center in Gracanice/Gracanica; and (3) the breast cancer screening and counseling for women by NGO Santa

Marija in Zvecan. All three examples reached a specific target audience and gained maximum impact (employment for RAE community members, Kosovo-wide television and website viewers, and woman from all regions of Kosovo, respectively).

KPAN as a NGO network has the potential for sustainability, but to be active and drive policy changes for NMCs, further strengthening and capacity building is needed over the next three years during the follow-on USAID-funded CAIP.

8. CONCLUSIONS

A. General

Generally, the Initiating Positive Change Program has successfully achieved its goals. Factors supporting that success include the following program approaches:

- Establishment of structures, community forums, networks, media activities, and grants programs that facilitate the outcome of intended goals and objectives.
- Assessment of the ongoing situation in Kosovo to respond to community needs.
- Support for increased accountability and legitimacy of networks representing a broad range of civil society actors, and support for their self-designed actions plans through prioritized community projects.
- Specific and general capacity building undertaken in a variety of ways.
- Support for women's and youth's participation and needs.
- Specific support to the Serb community, but incorporating the participation of all non-majority groups, such as Roma, Ashkali, Egyptians, Croats, and Bosniaks, as well as the disabled.
- Use of local contractors for community infrastructure projects.
- Modeling social integration, inclusion, tolerance, cooperation, and inter-ethnic reconciliation through their administrative and management structure.

The following factors reduced the level of program achievement temporarily:

- A management leader who was substituted at the end of year 1;
- A network secretariat sub-contractor (KPAN) who was substituted at the end of year 1;
- An engineering assessment sub-contractor who was not extended past year 1; and
- A PMOCA technical service person whose position was not extended past year 2;
- Extenuating circumstances related to a global suspension of activities for four months, beyond the control of staff in Kosovo.

The substitution of the KPAN and engineering sub-contractors, and IPCP's initial manager, were effective course corrections that resulted in significantly increased performance and outputs. Therefore, the programmatic achievements in the long term were not affected, but only enhanced, as a result of staff changes. It is noteworthy that the staffing and suspension issues were resolved and all staff worked diligently to mitigate any negative impacts. This is evidenced by the strong rapport staff developed and maintained with stakeholders, sub-contractors, NGOs, and enterprises. Staff maintained a reputation for their professionalism, transparency, respect, problem-solving, flexibility, and attention to quality.

B. Distinct linkages between ethnicities

Trust building approach

Program officers worked as a cohesive and supportive ‘family-oriented’ team, modeling inter-ethnic cooperation and integration through a trust building approach with non-majority communities. The evaluator considers this approach essential to the success of the program at the local level. This is evidenced by beneficiaries commenting to the evaluator that no other international NGO has treated them with respect before; or delivered on their promises; or clearly demonstrated that the NMC needs, opinions, and aspirations were their highest priority.

Inter-ethnic reconciliation and social integration

As a consequence of the program, there was evidence, noted by the evaluator, of distinct linkages between various ethnicities. Examples include: the mini theater for children brought together inter-ethnic groups which culminated in several successful performances, as well as enduring friendships; the entrepreneurship training for the RAE community resulted in micro-businesses serving their own community (as intended), but also the wider community (with unintended results such as loyal customers); Fratelo confectionery company signing a significant deal to supply goods to an Albanian firm; and Euroglass and Aquasana enterprises increasing their sales in Albanian-majority markets. Activities for youth further enhanced inter-ethnic reconciliation when sport and entertainment were common interests. Trade, particularly in niche-market goods, or quality products, also facilitated inter-ethnic integration.

C. Capacity building and confidence building

Capacity building

The IPCP succeeded in encouraging local civil society organizations to work through a network. This strategy has not only been beneficial for the internal development of NGO members, but has also promoted the interests of communities supported by NGOs. Most NGOs supported by the program, through KPAN or with civil society grants, will continue to build capacity if there is an active NGO network and cooperation between NGO members. Importantly, the foundation for synergy, networking, and collaboration has been established.

The understanding that civil society groups and networks need to apply and follow good governance principles continues to develop. However, they still have difficulty in integrating this new understanding into an organizational structure that subsequently becomes a reference for advocacy, operational and policy actions. Therefore, KPAN’s capacity to influence policy reforms is yet to be fully realized.

The IPCP, in general, has contributed to an increased strength in communities, through the establishment of village, community, and regional forums that link with municipalities. While IPCP does not claim to be the only factor contributing to change at the village, community and municipality levels, the increased capacity and voice of communities is contributing positively to the needs and aspirations of the NMCs being heard, acknowledged and addressed. Previously, communities did not have a broad view on using several strategies simultaneously to increase the living standards of marginalized groups. The IPCP has helped to broaden the understanding of communities through forums and development projects. In addition, there have been maximum efforts to use local facilitators, sub-contractors, and infrastructure contractors, from within communities throughout the program. Grantees and forums are

better able to mobilize NMCs as active stakeholders in society, according to their opinions, but now want to “fine-tune and strengthen” their abilities.

The IPCP has contributed to a more holistic understanding of the importance of participation, transparency, accountability, integration, and inclusive values within communities. The forums are better able to identify issues, formulate responses, and work together to achieve their common aims. The degree of perceived ownership of action plans and infrastructure projects is directly related to the eventual success in achieving their outcomes. If all participating members can agree on a common platform for action, identify local assets for achieving their common goals, and act collaboratively to achieve these goals, communities will have a greater chance for the development projects to have local ownership, be sustainable, and ultimately successful in improving their quality of life.

Confidence building

When the evaluator asked questions about confidence building, the answers were given in the context of the program, particularly referencing quality of life and economic security. In addition, it was a personal issue. Youth answered that they would feel confident when they had employment; older beneficiaries answered that they would feel confident when they could support their family to a reasonable standard of living. Therefore, beneficiaries agreed that the program had built their confidence over a period of three years, but added that confidence building was a “continuous process.” Regarding community mobilization, forum members indicated that the program had built their confidence in decision making, group work, interactions with their own community members, and managing the process of community development. Continued community mobilization, especially with municipalities, would increase their confidence building. Beneficiaries who received micro-enterprise grants or had gained employment through the program (such as the RAE entrepreneurship participants through NGO Initiative for Kosovo Community) believed that they were now “very confident” and “more hopeful for their future” than they were three years ago. Therefore positive change meant, to beneficiaries, an improvement in their employment opportunities, quality of life, and financial management. To that end, program participants agreed, almost unanimously, that ICPC had, in fact, *initiated* positive change, with an emphasis on “what has started needs to continue in the same way.”

D. Enabling and disabling factors for initiating positive change in Kosovo

The major enabling factors for initiating positive change, predominantly attitudinal change, in Kosovo include program staff, such as Community Liaison Officers, who can build trust and confidence with communities, municipalities, and individuals. Program staff indicated that they build trust by listening; respecting different opinions; delivering on promises; providing examples of people within their communities who have made positive changes; motivating people through encouragement and belief in their abilities; identifying or creating business, NGO, or community leaders; screening documentaries that depict people in similar situations; follow-up and continual communication with beneficiaries; close monitoring; and emphasizing quality of activities, projects, and equipment. Other enabling factors include rapid start projects; sound and easy-to-follow steps towards community mobilization; rigorous selection criteria for grants; micro-enterprise grants for established businesses; media projects with wide coverage and distribution produced by or for NMCs; and program staff with a commitment toward a common, clearly defined mission statement.

Major disabling factors include delays to deliverables that can erode trust; one-way communications and interactions (i.e. communities moving toward municipalities, but municipalities not reciprocating communications); and not building a long term rapport with beneficiaries. Grantees and forum

members urged future programs to continue ongoing support to beneficiaries over the life of the program, instead of supporting a high quantity of beneficiaries for short periods, such as only for one year. It is the rapport and commitment to grantees and forum members that builds their trust over time.

9. RECOMMENDATIONS

A. Key Recommendations

EXPAND IN THE NORTH WHILE CONTINUING TO FILL THE GAPS IN THE SOUTH

With the commencement of government talks between the Government of Kosovo and the Government of Serbia, it is pertinent to continue the expansion of future community mobilization in all four northern municipalities. However, municipalities in the south, such as Lipjan/Lipljan, Fushe Kosove/Kosovo Polje, and Vushtrri/Vucitrn, and Gjilan/Gnjilane in the east, remain in need of vital assistance, particularly where previous factories and industries have ceased production and unemployment is high. The critical issue for all NMCs is unemployment – there is a dire need for further education and training that leads to employment, as well as any and all forms of economic security.

Continued community-driven, bottom-up decision-making processes, and the formation of two-way links between communities and municipalities are key to confidence building. In addition, efforts on inter-ethnic social integration, reconciliation, tolerance, and cooperation should be explored through micro-enterprise activities (trade and business expansion and linkages) and civil society networking (through the existing KPAN structure and grant projects). Quality of life, economic security, and freedom of movement are critical goals, particularly economic security to enable less dependence on subsidies and salaries from Belgrade. Rapid start projects provide an entry point and tangible dividends as forum members build confidence in donor support, and their own capacity to improve their communities.

In addition to strengthening the links between forums and municipalities, the gaps in the south include:

- Infrastructure – potable water, sewerage, roads, garbage collection
- Economic security
 - Production: small factories, canneries, packaging
 - Cattle, goats, sheep farming – meat and dairy
 - Vegetable production, mini-farming, aromatic herbs
 - Village/rural tourism
- Irrigation systems
- Agricultural Mechanization
- Medical equipment
- Vocational and skills training
- Cultural and sporting activities for youth

REPLICATE IPCP COMMUNITY FORUM INITIATIVE APPROACH

The approach to the establishment of community progress forums (CPFs), through community liaison officers, was regarded in communities as ‘excellent,’ transparent, structured, and fair, due to the following factors: (1) direct and honest communication between program staff and community members to emphasize mutual understanding; (2) ‘rapid start’ projects implemented to build trust and confidence; (3) community-driven approach to solving development problems to ensure empowerment and ownership; (4) a democratic step-by-step process to ensure quality, professionalism, and

community respect; (5) action planning to provide structure; (6) local employment and sub-contracting for infrastructure projects; and (7) sustainability planning.

The key to retaining members, suggested by CPF members, is to strengthen the CPFs through regular training (which they appreciated); skills to effectively connect with municipalities; enhancing their sense of worth in their communities; and remuneration for their efforts (which was not included in IPCP). Greater networking between country-wide CPFs is recommended, as well as further strengthening of CPFs to work with and inform municipalities of their priorities and projects.

CONTINUE TO STRENGTHEN KPAN AND NGOS

KPAN is not yet ready for handover of all responsibility for administration and management. However, it has the potential for continued growth, recognition, and reputation over the next three years under the follow-on program, Community Action Initiative Program (CAIP). Capacity building of civil society NGOs is critical for the network. A capacity building needs assessment and training plan is required for future planning. Youth have indicated their willingness and eagerness to participate in the network, and KPAN could capitalize and maximize their potential. To date, it has functioned with a short term strategy. A longer term strategy and a sustainability plan would provide KPAN with a clear vision by which to implement its guiding principles and activities. In addition, administrative and communication activities for the network are essential. This includes an effective web page, access to all members, and visibility. Retaining the Gracanice/Gracinica office would ensure a visible presence, a meeting place, and a training venue to enable future activities to continue to expand.

CONTINUE INTER-ETHNIC SOCIAL INTEGRATION AND THROUGH CIVIL SOCIETY GRANTS

Civil society grants that facilitate and promote unity in settings where common goals or interests are the main focus appear to be the most preferred method of social integration for youth, women, and non-majority groups. These include art camps, cultural visits, music events, dramatic performances, health counselling, discussion groups, and skill-based or interest-based training.

UP-SCALE MICRO-ENTERPRISE GRANTS

Due to the demand for support, and the high unemployment rate, the micro-enterprise grant program is a critically important component to support economic security for NMCs in Kosovo. It was highly effective due to the extensive public outreach, rigorous selection criteria, follow-up site visits before selection, ongoing communication with grantees, a supportive and mentoring approach, quality equipment procurement, diversification of grants, inclusivity of all non-majority communities, and a focus on marketing, branding, advertising, and labeling for micro-enterprises. Hence, it should be up-scaled with a continued focus on the same criteria: established businesses with the potential for growth in existing or emerging markets to provide long term, stable employment for local residents. In rural areas where NMCs have land, grants could focus on agricultural production that increases job opportunities for residents. However, most NMCs do not own land, and therefore grants that facilitate the growth of factories, and production of marketable goods and services, could be considered.

ENCOURAGE MORE YOUTH AND FEMALE REPRESENTATION

Female representation on VPFs and CPFs remained low. Young males appeared to be represented more than women, particularly in rural villages and communities furthest from municipality centers and in municipalities with high or increasing unemployment (such as Lipjan/Lipljan, Fushe Kosove/Kosovo Polje, and Vushtrri/Vucitrn in the south; Gjilan/Gnjilane in the east; and Mitrovice/North Mitrovica in

the north). More engagement by women and youth in forums should continue to be a cross-cutting focus of future community action programs.

Employment is the critical issue for youth. Pilot programs, such as a 'start-up' grants program could be considered, with follow-up support (such as business training and mentoring), and close monitoring to ensure success. The NGO IKC project, supported under the IPCP civil society grants, "Entrepreneurship training for the RAE community" is an effective model because it focused on a rigorous selection procedure, the submission of a business plan, community selection of the potential businesses to support, and individualized entrepreneurship training for each person supported (see Case Study: NGO IKC Entrepreneurship training for the RAE community). Community grants for projects such as environmental 'clean-up' campaigns that benefit people and the community could also be considered, as this was raised by forum members as a critical issue for them in terms of quality of life.

B. Other Recommendations

CONTINUE MEDIA GRANTS AND ACTIVITIES

Program beneficiaries, in all components, commented on the importance of the media at the local level: not only for gaining and sharing information, but also to connect with others. Therefore, youth valued computer/internet projects. Businesses and NGOs that developed websites, through program support, agreed that it expanded people's awareness of their products or services. However, media activities such as documentaries and television talk shows reach a wide audience, and they can be viewed repeatedly (through DVD and website streaming). These programs should be continued and distributed widely in Kosovo and globally.

RECRUIT A DEDICATED MONITORING AND EVALUATION OFFICER

For future projects, the evaluator recommends the appointment of a dedicated M&E officer for training, oversight, consolidation, and promulgation of procedures, policies, operation manuals, and results.

EMBED TECHNICAL ADVISORS IN THE MINISTRY

The intention to work at the ministry level to improve the government's grant process and procedures was an effective component of the program design, despite implementation issues and shifting donor priorities. Nevertheless, technical advisors should be embedded within the ministry for day-to-day assistance over a period of time, rather than visits or sporadic meetings. This embedded approach would enable smoother transition to changing administrative procedures, regular feedback, and more responsive procedural improvements.

PROVIDE LOCAL JOBS, LOCAL SERVICES

A major strength of the IPCP program was the use of local sub-contractors to implement key components (such as Developing Together to conduct engineering and infrastructure assessment; Link Productions to produce a series of television programs; and the Centre for Peace and Tolerance to administer KPAN), local contractors to construct community projects (community center rehabilitation or construction, the installation of play equipment, etc.), and procurement of major equipment from the region (the Balkans and Europe). In addition to providing local jobs to reduce the unemployment levels in non-majority communities, equipment sourced from the region would assist communities by reducing their maintenance costs by: (1) not going through a distributor; (2) reducing the cost of freight for spare parts; and (3) reducing the delivery time for spare parts thus reducing his production 'down time.'

However, quality should not be compromised, as it could diminish their trust and confidence in international NGOs to respectfully provide long term sustainable outcomes.

VI. ANNEXES

Annex 1: Itinerary

DATE	SITE VISITS
PRISTINA	
July 19, 2011	<ul style="list-style-type: none"> FHI 360 Office KPAN Conference
July 20, 2011	<ul style="list-style-type: none"> USAID FHI 360 Office
GRACANICE/GRACANICA	
July 20, 2011	<ul style="list-style-type: none"> NGO Geto – Mini Theater Festival for Children (Civil Society Grant) SHTERPCE/STRPCE Fratelo Trade – Cakes and Ice-Creams (Micro-Enterprise Grant) GRACINICE/GRACINICA
July 21, 2011	<ul style="list-style-type: none"> Municipality of Gracanica – Mayoral Office GRACINICE/GRACINICA Gracanica Community Progress Forum “Klub Privrednika” GRACINICE/GRACINICA Mediale Media Center (MCC) – Weekly TV Talk Show (Civil Society Grant) GRACINICE/GRACINICA Link Productions – TV Documentary Series (Micro-Enterprise Grant) GRACINICE/GRACINICA Initiative for Kosova Community (IKC) – Entrepreneurship Training (Civil Society Grant) GADIME
EAST	
July 22, 2011	<ul style="list-style-type: none"> Municipality of Novo Brdo – Mayoral Office NOVOBERDE/NOVO BRDO Novo Brdo Community Progress Forum NOVOBERDE/NOVO BRDO TV Puls – TV Station (Micro-Enterprise Grant) GJILANE/GNJILANE Aquasana – Bottled Water (Micro-Enterprise Grant) KLLOKOT/KLOKOT
NORTH	
July 25, 2011	<ul style="list-style-type: none"> Leposavic Community Progress Forum LEPOSAVIQ/LEPOSAVIC Socanica Sports Building LEPOSAVIQ/LEPOSAVIC Etno Selo – Restaurant & Hotel (Micro-Enterprise Grant) ZVECAN NGO Santa Marija – Breast Cancer Screening & Counseling (Civil Society Grant) ZVECAN
SOUTH	
July 26, 2011	<p>[Site visit to the north was re-scheduled due to protests]</p> <ul style="list-style-type: none"> Euroglass – Glazier (Micro-Enterprise Grant) PRIZREN PMSH (“For Healthy Mind”) – Inter-ethnic Understanding (Civil Society Grant) PRIZREN Radio Astra (Micro-Enterprise Grant) PRIZREN
July 27, 2011	<p>[Site visit to the north was re-scheduled due to protests]</p> <ul style="list-style-type: none"> Fushe Kosovo Polje Community Progress Forum FUSHE KOSOVE/KOSOVO POLJE Lipjan Community Progress Forum LIPJAN/LIPLJAN Vushtrri Community Progress Forum VUSHTRRI/VICITRN
SOUTH	
July 28, 2011	<ul style="list-style-type: none"> Municipality of Strpce – Mayoral Office SHTERPCE/STRPCE Strpce Community Progress Forum SHTERPCE/STRPCE NGO Equality – Journalism Training for Bosniak Women (Civil Society Grant) PRIZREN
PRISTINA	
July 28, 2011	<ul style="list-style-type: none"> FHI 360 Office debriefing
July 29, 2011	<ul style="list-style-type: none"> USAID debriefing

Annex 2: List of People Interviewed

Name	Position	Organization/Location
USG		
Ms. Lejla Kolenovic	Cognizant Technical Officer	USAID, Pristina
Mr. Urim Ahmeti	Alternate Cognizant Technical Officer	USAID, Pristina
IPCP STAFF		
Mr. Matthew Pietz	Chief of Party	FHI 360, Pristina
Mr. Andrija Mijanovic	Senior Program Manager	FHI 360, Pristina
Mr. Rade Krnjeta	Senior Grants & Finance Manager	FHI 360, Pristina
Mr. Bekim Sadiku	Procurement & Logistics Assistant	FHI 360, Pristina
Ms. Besime Vuthaj	Program Manager, Community Mobilization	FHI 360, Pristina
Ms. Merima Dubova	Finance & Grants Associate	FHI 360, Pristina
Ms. Vesna Golubovic	Economic Growth Officer	FHI 360, Pristina
Mr. Dejan Dimitrijevic	Community Liaison Officer Team Leader	FHI 360, Pristina
Ms. Sladjana Mitic	Community Liaison Officer	FHI 360, Pristina
Mr. Agim Salihu	Community Liaison Officer	FHI 360, Pristina
Mr. Arber Berisha	Civil Engineer	FHI 360, Pristina
IPCP SUB-CONTRACTORS		
Mr. Nehad Maksimovic	Executive Director CPT	Center for Peace & Tolerance
Mr. Driton Tafalleri	Director	Developing Together
Ms. Aleksandra Jovanovic	Producer	Link Productions
KOSOVO POLICY ACTION NETWORK		
Mr. Nehad Maksimovic	Acting President KPAN	Center for Peace & Tolerance
4 KPAN Members	NGO Representatives	NGO EKOSS; NGO Women's Right NDO Activ; NGO Kameni Most
COMMUNITY PROGRESS FORUMS & MUNICIPALITIES		
Mr. Igor Aritonovic	Deputy Mayor	Municipality of Gracanica
5 Males, 3 Females	Village/Community/Regional Members	Gracanica CPF
Mr. Bajrush Ymeri	Mayor	Municipality of Novo Brdo
1 Male, 2 Females	Village/Community/Regional Members	Novo Brodo CPF
5 Males	Village/Community/Regional Members	Leposavic CPF
4 Males	Village/Community/Regional Members	Fushe Kosovo Polje CPF
5 Males	Village/Community/Regional Members	Lipjan CPF
5 Males	Village/Community/Regional Members	Vushtrri CPF
Mr. Dalibor Jevtic	Mayoral Advisor & Chief of Staff	Municipality of Strpce
3 Males, 3 Females	Village/Community Members	Strpce CPF
CIVIL SOCIETY GRANTS		
Mr. Zoran B. Ristic	Theater Director, Mini Theater Festival	NGO Geto, Strpce
Mr. Budimir Nivic	Director/Host TV program "Slobodno Srpski"	NGO MCC, Gracanica
Mr. Ekrem Bajrami	Executive Director	NGO IKC, Gadime
Ms. -	Manager	NGO Santa Marija, Zvecan
Mr. Afrim Meligevig	Program Manager	NGO PMSH, Prizren
Ms. Valbona Misini	Youth Officer	NGO PMSH, Prizren
Ms. Samela Lutvic	Director – Journalism Training for Women	NGO Equality, Prizren
3 Females	Participants in Journalism Training	NGO Equality, Prizren
MICRO-ENTERPRISE GRANTS		
Mr. -	Confectionery Producer	Fratelo, Gracanica
Mr. Nenad Milenkovic & Staff	Manager & Journalists/Technicians	TV Puls, Gnjilane
Mr. Strahinja Spasic & Staff	Owner & Production Line/Bottling Staff	Aquasana, Klokot
Mr. -	Restaurant & Hotel Owner	Etno Selo, Zvecan
Mr. Bozidar Projovic	Glazier	Euroglass, Prizren
Mr. Raif Ademi	Owner	Radio Astra, Prizren

Annex 3: Terms of Reference/Evaluation Plan

Background to IPCP in Kosovo

Since September 2008, Academy for Educational Development (AED) has been implementing the Initiating Positive Change Program (IPCP) in Kosovo. This is a three-year program funded by USAID for a total of \$10,000,000. The goal of the program is to build the confidence of non-majority communities and increase the role of these as active stakeholders in society. On July 1, 2011, FHI 360 acquired the programs and assets of AED and the IPCP contract was subsequently novated to FHI 360. For the sake of clarity, all program documents refer solely to FHI 360 as the implementer of IPCP.

The objectives were:

Objective 1: Develop capacity within the non-majority communities to address their needs and improve their quality of life (QL), economic security (ES), and freedom of movement (FM);

Activities: *Community Progress Forum Initiative*
Video Ombudsman Series
Civil Society Annual Program Statement
Micro-enterprise Annual Program Statement

Objective 2: Improved ability of non-majority communities to affect policies that increase their role as stakeholders in society; and

Activities: *Kosovo Policy Action Network*

Objective 3: Support the Prime Minister's Office of Community Affairs (PMOCA) in addressing identified non-majority community needs.

The program has established community forums in non-majority communities to provide a platform for them to show leadership and engage Government of Kosovo institutions to effect change. Through participatory action planning, these forums have prioritized needs that improve non-majority quality of life, freedom of movement, and economic security. IPCP also implements a grant program with Kosovo civil society organizations that addresses quality of life and freedom of movement in Kosovo Serb areas. A second grant portfolio focuses on micro-enterprise support for businesses working or supplying non-majority communities. Finally, IPCP supports the newly formed Kosovo Policy Action Network, comprised of non-majority NGOs, to advocate for non-majority issues.

Purpose and objectives of the evaluation

The evaluation primarily aims to assess and document the impact of the IPCP in Kosovo by examining program results against their overall goal and objectives, summarizing findings, addressing lessons learned, and providing recommendations for its follow-on program and future USAID programming. The evaluation will have the following specific objectives:

- To establish an understanding of how the strategy, implementation and results of IPCP activities in Kosovo have contributed to the overall goal of the program.
- To highlight the strengths and weaknesses of different activities within IPCP in terms of their efficiency, effectiveness, relevance and sustainability.
- To identify the enabling and disabling factors that affect USAID's ability to play an effective role in initiating positive change in Kosovo.
- To identify lessons learned and provide recommendations for future continued support and to contribute to continued learning in relation to USAID programming.

Scope of the evaluation

The evaluation's focus will be on the following criteria: relevance, effectiveness, efficiency, impact, and sustainability. The criterion of impact will be considered to the degree to which it is appropriate. For the wider

impacts gained from the program's support to the process of building confidence to materialize, a longer term analysis is required. However, short term, or immediate results (outputs and outcomes), such as the goal to increase participation, may be assessed to a greater degree. Other secondary evaluation criteria related to the support to Kosovo will include; coherence, complementarity, coverage and coordination. The evaluation criteria will be applied to all IPCP activities and management of the program over the three-year project, noting changes in strategies and implementation that has resulted in a shift or adaptation of activities as the program was implemented over time.

Approach and methodology

The evaluation will be evidence-based using a mixed methods approach, where qualitative methods (interviews and case studies) will be used to complement the quantitative IPCP data (program statistics, documents, and information). The mixed methods approach will use a variety of methodologies to include geographic, gender, and age analyses, such as the following (Table 1):

Table 1: Approach and Methodology

Tools	Specifications	Limitations
Desk & data review	Program/IPCP documents, reports, studies, surveys etc. including contractual agreement, annual work plans, M&E plan, performance monitoring statistical data; progress reports & other related documentation	
FIELDWORK		
Interviews	These will be open-ended qualitative key-informant interviews, with individuals or 2-3 people.	Scheduling/timing problems. Lack of confidence/freedom of expression may bias responses (but will inform the evaluation against program's goal and objectives – i.e. confidence building)
Focus groups (FGs)	Focus group discussions will be used to gain information and opinions from groups of beneficiaries from similar committees, groups, organizations etc.	Quieter individuals may either feel threatened or safer in a group environment, hence group interview skills and group dynamics will be considered.
Case studies	3-5 case studies will be used to represent a sequence of events and outcome(s) as a result of the program. Suggested case studies include beneficiaries from: <ul style="list-style-type: none"> • Community Progress Forum Initiative • Civil society APS • Micro-enterprise APS • Kosovo Policy Action Network (KPAN) • Video Ombudsman Series 	Challenges of choosing appropriate examples of beneficiary support across a representative range of case studies.

Data collection protocols

The fieldwork will supplement secondary data sources with detailed information, as well as to gather information that can contribute to validation and triangulation of the analysis. It will include interviews and group discussions with direct beneficiaries, key stakeholders and informants, central and local governments, implementing actors, and other relevant organizations in the field. The itinerary will be prepared by program staff in conjunction with the evaluator.

As part of the field work a number of case studies will be undertaken, taking into account the representation of relevant major program activities. Since it is not expected to be feasible to ensure full representation of cases, the sampling criteria will ensure an appropriate coverage, as well as address the issue of the external validity of the

findings. The evaluation will explicitly consider limitations with regards to coverage of regions, activities, and beneficiaries on the basis of the field visits and case studies included in the evaluation when drawing its conclusions and recommendations.

Sampling Plan

The specific sampling strategy is provided below. It will be responsive to situations in country during the evaluation and therefore will be flexible, adjusting if necessary to itinerary changes and stakeholder availability.

Table 2: Indicative Sampling Plan

	Sampling	Methodologies
STAKEHOLDERS/IMPLEMENTERS/PARTNERS		
Government of Kosovo	1 PMOCA At least 3 Municipality Officers	Individual interviews
Embassy/USAID	USG Officers	Individual interviews (Briefing/Debriefing as appropriate)
IPCP FHI 360	5-7 Key Officers	Individual interviews Group meeting & presentations
Subcontractors	Link Production Officer representative Developing Together (DT) representative	Individual interviews
BENEFICIARIES OF ACTIVITIES/INTERVENTIONS		
Forums	About 8 Focus Groups – selection will be cross-cutting (overlap between VPF, CPF, RPF members)	FGs across a variety of capacities & activities; and a mix of forum members & beneficiaries Case study
Grant Component Civil Society Annual Program Statement (APS)	5-6 grantee organizations 5-10 beneficiaries of grants	Individual interviews FGs across a variety of capacities & activities; and a mix of organization members & beneficiaries (new employees & possibly suppliers) Case study
Grant Component Micro-Enterprise APS	6-8 grantee organizations 2-3 FGs – include end beneficiaries (newly hired)	Individual or small group interviews FGs across a variety of capacities & activities; and a mix of organization members & beneficiaries Case study
Kosovo Policy Action Network (KPAN)	KPAN representatives during KPAN Annual Conference on 19 July	FGs across a variety of capacities & activities Case study Conference Observation

The evaluation will undertake a 12-day field visit to Kosovo from July 18-29, 2011. The itinerary, prepared by IPCP officers, estimates 1 day to interview USG and IPCP officers, 1 day with subcontractors and government officials, 4 days for the forum initiatives, and 6 days with Micro-enterprise/Civil Society APS and KPAN members and beneficiaries. The itinerary will maximize opportunities and thus individual interviews will be scheduled when appropriate to ensure that group meetings remain as scheduled, where possible.

Evaluation questions and criteria

The evaluation will be guided by impact-focused questions suggested in the Scope of Work, as follows:

Goal level questions

- To what extent has the confidence of non-majority populations been built to enable them to participate as stakeholders in society?

- To what extent has the role of non-majority communities as active stakeholders in Kosovo society expanded as a result of this program?
- To what extent has stability in Kosovo increased as a result of non-majority communities becoming more active stakeholders in society?

Objective level questions

The impact of projects funded:

- To what extent have the grantees and forums funded had an impact on improving non-majority quality of life, economic security, and freedom of movement?
- To what extent has the capacity of non-majority communities to address needs and affect policies increased?
 - ❖ What IPC programmatic inputs supported this capacity?
 - ❖ What strengths and challenges exist for non-majority organizations to network effectively?

The effectiveness of mobilizing non-majority communities:

- To what extent are the grantees and forums better able to mobilize minorities as active stakeholders in society?
 - ❖ How have program participants used these mobilization skills outside of the IPCP context, if at all?

In addition, the evaluator compiled a list of questions to guide interviews and focus group discussions during fieldwork.

Evaluation Questions Guide

The questions below are a guide only, depending upon stakeholders interviewed, and grants/projects visited or forums are associated with.

GENERAL

- What does confidence building mean to you? How would you know whether it has been achieved or not, in your view? What factors do you look for when assessing the level of confidence?
- What does positive change mean to you? How is 'initiating change' approached in the IPCP context?
- What evidence do you have that supports or otherwise the outcome of the project that confidence has been built and that non-majority communities (NMC) are active participants in society – or that positive change has occurred?
 - What are the employment opportunities now among NMC?
 - What evidence is there that people can move freely throughout the county?
 - Describe the level of cultural activities and their accessibility to the public, especially NMC.
 - What does an 'improved quality of life' mean to people/you? (i.e. health & education access, freedom of movement etc.)
 - Have linkages between people & the government increased – has people's involvement in local politics increased – are more people voting, running for office, engaged in political issues etc.?
 - What about local government to national government (and vice versa) – whether and how people look to & engage with the Serbian government/Kosovo Government – before the program and now?
 - What is the situation now with illegally occupied properties? What are people's perceptions before and now of Kosovo as an independent state – do they recognize independence?
- Are NMCs becoming leaders in society now? How, in what way, under what circumstances? What makes an effective leader? What evidence do you have that NMCs have the capacity, or otherwise, to become effective leaders? Are their leadership roles sustainability – will they be able to impact lasting change? If not, why? What external factors could challenge their roles as leaders?

- Essentially, are the basic needs of citizens being met, especially for NMC: enough to ensure that they can develop lasting roots if they wish to? What would the challenge be now for them?
- Describe in your view the strengths of the IPCP? Describe in your view the challenges? Why? What elements of the IPCP would you like to take forward into the new or any future programs?
- How has the program adapted and developed during its 3 years? Were they strategic decisions or mitigating/external circumstances that led to adaptations?
- What is the grants process (for each separate grant program – Civil Society and Micro-Enterprise)? Are you satisfied with the grants process and the type of grants being awarded? What were the challenges/complaints? What determined the success of the grants? What determined the weaknesses?
- Describe the strategies for the northward expansion. Why was it important? Was timing or other factors important in the decision? Was enough done in the south? What remains to be done in the south (what are the gaps?)
- What are your (staff/USAUD) opinions about the process of the Community Progress Forums – how effective was the methodology, how effective were the trainings, etc.? What are your (staff/USAUD) opinions about the process of KPAN – what are the challenges of a NMC civil society network in Kosovo, how effective was it and what improvements can be made, or what successes have been facilitated?
- What's your view of the management of the program? How have the communications and cooperation been supported amongst stakeholders? How has management addressed problems or challenges?
- How does the general public know about the IPCP? What is their view of the program? What are the indirect benefits or concerns for them?
- What changes have you seen in your (staff & partner staff) personal and work associates over the life of the program (i.e. inter-ethnic relationships & interactions)? Observe whether the team modelled the changes being fostered as aims of the program.
- How did you work toward the goals of the program – i.e. processes? How did you build trust within communities – what was your role in the process? What strategies, approaches, tactics worked and what didn't, and why? What did you learn from the process?
- What are the program's plans for sustainability? Are they feasible and achievable – in the short term and the long term? What would you change to improve the program?

BENEFICIARIES OF ACTIVITIES/INTERVENTIONS

Government/Municipalities

- What's your involvement with IPCP? What were your original views of the nature of the program and have they changed over time? Does this type of program lead to building confidence in communities?
- What are the strengths of the program? What are the challenges for you? What support to get from the program team?
- Explain the relationships – and their changes, if any – between the municipalities and NMCs – before the program and now?
- Linkages to Community Progress Forums: Do you know what your community needs? How do you know this? What are your thoughts about what the municipality needs? How will you respond to them? What plans do you have to link CPFs to economic activities?

- What makes an effective forum? What are the strengths and weaknesses of the forums in your municipality? How do you address shortfalls in capacity – for the municipality and for the forums?
- What are the program’s plans – and the municipality’s plans – for sustainability of program processes, components, or activities – which ones will you adopt and why, or how will you modify what you have learned from the program?

Forums

Village Progress Forums (VPF) - \$1,000 / Community Progress Forums (CPF) - \$55,000 / Regional Progress Forums (RPF) - \$90,000

- Tell me about your community – the size, the nature, the strengths and challenges etc.
- (Profile) Why did you decide to participate in this forum initiative? Have you ever participated in something like this before? What were your expectations and were they met?
- What support had the IPCP provided to you? What trainings were you given and what did you learn from them? Have you used any of the skills that you learned – how did you apply the skills outside of the forum in other contexts?
- Has your CPF/forum created an action plan? What assistance did you receive to help you write it? Tell me about its development. What’s happened as a result of the action plan? What issues have occurred? What happens when issues can’t be addressed in the action plan? Tell me how you’ll maintain the plan after IPCP?
- Has your VPF/CPF/forum created a project proposal? What was it for? Who or how did you determine the need for the project? What was the outcome of the proposal? What have you learned from the process of creating project proposals?
- Tell me about the projects your forum has implemented? How did they come about? Were there any implementation challenges and if so, how did you resolve them? What were the outcomes (if completed)? How was this project received by your community and other communities? Would you consider it a success or not – explain? What have you learned from implementing the project? What would you change? How satisfied are you with this project?
- (If not a forum member): Do you know about the IPCP and the forums created by the program; what do you know; and how did you find out? Did they seek your input into the project proposal or implementation? How was the municipality involved? What is your view of their choice of project? What are the benefits for you? What are your concerns about the project? Does it reflect your priorities? How would you change things – change the project completely or change some ways of implementing it? What’s your overall level of satisfaction?
- Explain the relationships and links between the (RPFs and CPFs) CPFs and VPFs? Do you know what other CPFs/VPFs are doing? In what way are these linkages effective or ineffective?
- Do you know what the municipality is doing? How do you know this? What are your thoughts about what the municipality is doing? How do you inform your municipality of your community needs?
- Have the forums created sustainability plans? Do the sustainability plans include strategies for fund raising? Do they include strategies for maintaining community participation?

KPAN

- What’s your involvement with IPCP? What support were you given by IPCP? What trainings were you given and what did you learn from them?

- What is the goal of the Kosovo Policy Action Network? Do you have the capacity to fulfil your goals? How is membership determined? How often do you meet and what are the meeting protocols?
- Elaborate on the policy issues that guide your work? Have there been any policy actions – how many funded and how many not funded?
- Describe the activities you undertake? What topics? How are these topics determined? What has been the response from the public (NMC)?
- How do you communicate to the public about what you do or the issues you wish to raise? Has the media been responsive – i.e. are they interested in what KPAN is doing – are you getting effective coverage?
- What support do you have from the government – at national and local levels?
- Has KPAN created sustainability plans? What do the plans include and are they feasible and achievable? Do the plans include seeking funds from other donors or fundraising locally?

Civil Society APS Grants

- What's your involvement with IPCP? What support were you given by IPCP? What trainings were you given and what did you learn from them?
- What is the goal of the civil society grants? Do the goals reflect the critical needs in (1) quality of life; (2) economic security; and (3) freedom of movement? What is the process? Do you have the capacity to fulfil your goals? How many grants have been awarded? What kinds of grants have been awarded? What are the strengths of the grant process? What are the challenges to the selection of grants?
- Grant beneficiaries: What did you receive from the NGO? Was it what you expected? Were your needs met? Do you know where the NGO got its funding? Why did you think the American government wanted to fund an activity like this?
- How do you monitor the grants? How do you know whether they've been successful or not? What's your success rate in terms of numerical targets? What quality assurance process is in place? Do program staff visit and participate in grant monitoring?
- What have been the implementation strengths? What have been the implementation challenges? How do you resolve problems during the administration and implementation of grants? What have you learned from implementing the grants? What would you change?
- What have been the outcomes – the success stories/ the not-so-successful stories? What will continue into the future as a result of these grants?
- Is there a networking process in place – explain?
- Is there a sustainability plan? What does the plan include and is it feasible and achievable? Do the plans include seeking funds from other donors or fundraising locally?

Micro-Enterprise APS Grants

- What's your involvement with IPCP? What support were you given by IPCP? What trainings were you given and what did you learn from them?
- What is the goal of the micro-enterprise grants? Do the goals reflect the critical needs in (1) quality of life; (2) economic security; and (3) freedom of movement? What is the process? Do you have the capacity to fulfil your goals? How many grants have been awarded? What kinds of grants have been awarded? What are the strengths of the grant process? What are the challenges to the selection of grants?

- How do you monitor the grants? How do you know whether they've been successful or not? What's your success rate in terms of numerical targets? What quality assurance process is in place? Do program staff visit and participate in grant monitoring?
- What have been the implementation strengths? What have been the implementation challenges? How do you resolve problems during the administration and implementation of grants? What have you learned from implementing the grants? What would you change?
- What have been the outcomes – the success stories/ the not-so-successful stories? How many small businesses are in place and what is their capacity to continue? What is the extent to which jobs have been created? How have individual families benefited?
- Micro-Enterprise grant beneficiaries (people who have new jobs): Were you employed before this job? How did you find out about it? What training have you received? How do you feel about your working conditions? Do you know where this new equipment came from? Why do you think the American government wants to support minority businesses? Do you feel this is an effective way to improve people's quality of life?
- How many grantees have not been successful in meeting the minimum criteria? What happens in these cases?
- Is there a sustainability plan? What does the plan include and is it feasible and achievable? Do the plans include seeking funds from other donors or fundraising locally?

Video Ombudsman Series

- Link: What was the process for selecting the video topics? How did you feel about the topics personally? What was FHI 360's involvement and support? What did you expect from people watching the videos?
- How did you know about the screening of the documentaries? How many have you seen? How many people attend the screenings? Who attends?
- What are the screenings about? What messages are there in the documentaries? What do you think about these messages? Do these messages concern you and your family or community – are the issues current and relevant for you? Describe 3 things that you've learned from the screening?
- What is the level of employment here? Are there basic services close to you that you can access – education and health for example? Do you feel that your community is included in the country's strategies to serve the nation? Do you feel safe in your village/community?
- What evidence is there that people can move freely throughout the county? Do you travel outside your village/community? Where do you go and why do you go? Is traveling easy – are there adequate transport services? Do you feel traveling?
- What cultural activities are there for you to do? How often do you visit cultural places and attend cultural activities?
- What do you think about the idea of sports bringing communities together?
- What does confidence mean to you? What does it mean for your children? How will you know whether you or your children have confidence? (Confidence to be what/to do what/to say what/confidence in the government/in yourself?)
- Has life changed for you over the past 3 years? How, in what way – positive or negative? Do you intend to stay here or move on – under what circumstances, when?

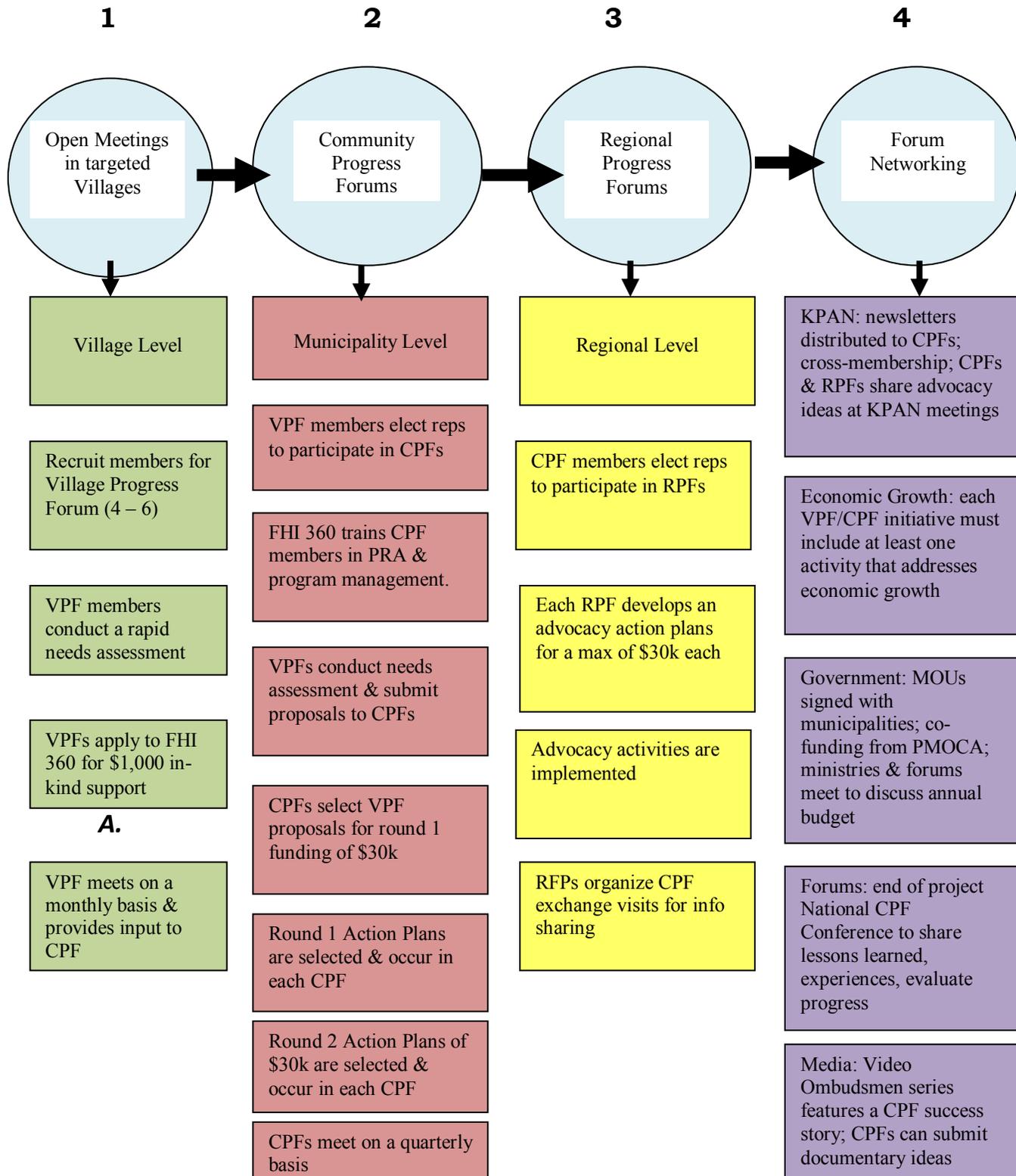
Annex 4: Geographical Coverage

TABLE A: Geographical Coverage

DECENTRALIZED MUNICIPALITIES		EXISTING KOSOVO SERB-MAJORITY MUNICIPALITIES		SERB ENCLAVES IN KOSOVO-ALBANIAN MUNICIPALITIES	
USAID PROPOSED	IPCP	USAID PROPOSED	IPCP	USAID PROPOSED	IPCP
Gracanice/Gracanica Mitrovice/North Mitrovica Novoberde/Novo Brdo Ranillug/Ranilug Partes/Partesh Klllokot-Verboc/Klokot-Vrbovac	All	Leposaviq/Leposavic Shterpce/Strpce Zubin Potak Zvecan	All	Decan/Decani Fushe Kosove/Kosovo Polje Gjilan/Gnjilane Gjakove/Djakovica Istog/Istok Kamenice/Kamenica Kline/Klina Lipjan/Lipljan Peje/Pec Prishtine/Prishtina Rahovec/Orahovac Vushtrri/Vucitrn	Excluded: Decan/Decani Istog/Istok

Annex 5: IPCP Life Cycle – Progress Forums

Source: FHI 360, Kosovo, July 20, 2011



Annex 6: References and Bibliography

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