



# Evaluation

*of Higher Education  
Programmes in Nicaragua and  
South-East Europe 2005–2009*

*Annex I:  
Country Report Kosovo*

## Imprint

Austrian Development Agency (ADA),  
the operational unit of the Austrian Development Cooperation  
Zelinkagasse 2, 1010 Vienna, Austria  
Tel.: +43 (0)1 90399-0  
Fax: +43 (0)1 90399-1290  
office@ada.gv.at  
www.entwicklung.at

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*Centrum für Evaluation*



*Center for Evaluation*

Dirk van den Boom  
Klaus-Peter Jacoby  
Stefan Silvestrini

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This is an independent evaluation report. Views and conclusions expressed do not necessarily represent those of the contractors.

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## Abbreviations

ADA	Austrian Development Agency
ADC	Austrian Development Cooperation
AEI	Agency for European Integration and Economic Development
BCC	Balkan Case Challenge
BGP	Brain Gain Programme
BMeiA	Außenministerium Österreich <i>Austrian Foreign Ministry</i>
BMWF	Bundesministerium für Wissenschaft und Forschung <i>Federal Ministry of Education and Research</i>
CDP	Curriculum Development Programme
CEP	Centre for Education Policy
CITT	Centre for Innovation Support and Technology Transfer
CEval	Center for Evaluation at the Saarland University
DAC	Development Assistance Committee (OECD)
EC	European Commission
ECTS	European Credit Transfer System
ENQA	European Association for Quality Assurance in Higher Education
EZA	Entwicklungszusammenarbeit <i>Development Cooperation</i>
GDP	Gross Domestic Product
HE	Higher Education
IRDP	Integrated Regional Development Program
KAA	Kosova Accreditation Agency
KAIP	Kosova – Austria Institutional Partnership
K-CIRT	Kosova Centre for International Higher Education, Research and Technology Co-operation
KEC	Kosovo Education Centre
MEST	Ministry of Education, Science and Technology
MoU	Memorandum of Understanding
MSDP	Master Studies Development Program
NARIC	National Academic Recognition & Information Centre
NGO	Non-governmental organization
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OSCE	Organisation for Security and Cooperation in Europe
R&D	Research and Development
SIDA	Swedish International Development Cooperation Agency
SMART	Specific Measurable Attainable Realistic Timely Achievable
SOE	Region Süd-Ost-Europa <i>Region Southern and Eastern Europe</i>
TOR	Terms of Reference
VET	Vocational Education and Training
UP	University of Pristina
WUS	World University Service

## **1. Executive Summary**

### **Purpose of this evaluation**

The purpose of this evaluation is to scrutinize higher-education-support programs financed by Austrian Development Agency (ADA) in Kosovo.

### **Program context and strategies**

Kosovo has developed a number of strategic visions for its HE-sector. Kosovo can boast of a Higher Education Strategy with a timeframe up to 2015, a Higher Education Law which is currently under reform and a newly produced National Research Plan. In addition, the University of Pristina as the center of HE in the country has developed quite recently a strategy on its own. Although the current country-program for Kosovo by ADA has been written before the current HE-strategy of ADA was put in place, a lot of congruence is discernible. On the other hand, important aspects like e.g. brain-circulation are missing.

### **Program portfolios**

The activities in Kosovo can be differentiated between the big multi-dimensional KAIP-project, which aims in general to support the establishment of a Kosovar HE-system meeting EU standards on various levels, and the activities of the World University Service, concentrated on support for the university, especially in development of Master studies.

### **Relevance**

Activities are fully in line with official policy in regard to the HE-sector, be it the strategies developed by the Kosovar government, be it the general desire to participate fully in the Bologna-process on the Serbian side. In Kosovo, the KAIP project relies heavily on the contributions of partner-institutions and their implementation-capabilities. WUS-activities in Kosovo are more service-oriented and do not rely on the University's capacities for implementation as much. Basic principles of capacity-development, as outlined by ADA in relevant documents, are not always adhered to.

### **Effectiveness**

Not all the activities in Kosovo can be described as truly program-based. Activities within KAIP are not always clearly linked to each other, which is understandable because of the different levels of intervention. There is no coherence between KAIP- and WUS-activities by design. In regard to the relationship between input and output, the general assessment is positive, with certain deficits in regard to the input by the relevant ministry in KAIP-activities. All in all, Kosovar programs have fulfilled most of their indicators, only few components have achieved progress as planned. Donor-coordination in the sector of HE is currently still a challenging task. Coherence within the Austrian system is satisfactory.

## **Sustainability**

In Kosovo, the impact of activities in the HE-sector is clearly visible and positive. Some indicators in the KAIP-program are too ambitious. The LogFrame of the WUS-activities has serious deficits and shows a lack of knowledge of this planning method.

## **Outcome and impact**

Activities will not only fail to curb the brain-drain-effect, they will inevitably support it. In Kosovo, aside from the gender aspect, issues of inclusion of ethnic minorities and people with disabilities are not apparent in any of the activities. The link of the projects to the labour-market is feeble and virtually non-existent. ADA-activities have contributed positively to the integration into the EU-education and research policy, but political obstacles remain.

## **Recommendations**

For Kosovo, the report recommends to continue activities with both the universities as well as the Ministry, but to follow a cautious approach in regard to the establishment of the new university in Prizren and to commit considerable resources only after careful scrutiny, focusing on activities which clearly emphasize labour-market issues, integration of ethnic minorities and a realistic planning. WUS-activities of the past should be continued, but be implemented from within university-structures, not by an outside service-provider. Some elements of the current KAIP should be discontinued – like the research grants – and the concept of labour-mobility and brain-circulation should be considered more intensely. Support for a career-service-center and alumni-network will help to focus more on the labour-market.

## **2. Acknowledgements**

This evaluation took place with the support of a multitude of stakeholders. Staff of Austrian Development Agency in Vienna and World University Service in Graz has been most helpful in the preparation of this evaluation and has given valuable information leading to the Inception Report. The office of ADA in Pristina lend tremendous support in making the plans for the field-trips. During the trip, the local consultant, Mr. Hysen Bytyqi, has assisted and participated in the evaluation and has given important advice, reflection and information, not least organizational support. The author of this report would like to express his sincere thanks for the input of the local consultant. As the local consultant has not been part of report-writing, all mistakes and shortcomings are solely in the responsible of the author.

Partners and the international donors have been most supportive during the field-trips and have established an enabling environment for open discussion also of critical issues. A common interest in learning and improving has transcended every interview. Without their support, this evaluation report would not have been possible.

### **3. Purpose and objective of evaluation**

This report is part of an evaluation of higher education support programs financed by Austrian Development Cooperation in Kosovo, Serbia and Nicaragua. The findings of this report will be included in an overall final report to be submitted later in May. In case of Kosovo, the major purpose was to evaluate key issues in regard to the programs conducted in the time 2005-2009, but also to make recommendations on a strategic level for future activities, as those programs will end either end of 2010 or beginning of 2011. A critical assessment of outputs, outcomes and impacts is asked for. As this evaluation is not supposed to be a detailed project evaluation – one has recently been concluded in Kosovo for the “multidimensional project” – not all activities are reflected upon up to the smallest detail. A more strategic approach, mixed with pragmatic recommendations and based on comprehensive lessons learnt is the focus of this report.

#### **3.1 Composition of expert group and course of evaluation**

Dirk van den Boom, Ph.D., has been the team-leader for the evaluation in Kosovo. He has been supported by Mr. Hysen Bytyqi as local consultant and resource person. In addition, backstopping has been provided by Mr. Stefan Silvestrini of the Center for Evaluation of Saarland University.

For this report, the following steps have been taken:

In the 1st phase, desk-research and a first workshop at ADA-office in Vienna has laid the basis for further elaborations. These and interviews with desk- and program-officers in the office in Vienna as well as a telephone-interview with WUS Austria have led to an Inception Report provided in the end of February 2010.

The field-phase took place between the 6th and the 14th of March 2010. During the field-phase, a de-briefing took place with officials of the ADA-offices.

The final phase of this country-report consisted of drafting and submitting this report. It will lead – together with the report about the field-trip to Nicaragua – to an overall report to be submitted in May.

#### **3.2 Methodology of the Evaluation**

Generally, the methodology followed the terms of reference on which the bid of CEval has been based and the discussions made during the kick-off workshop in Vienna in February 2010. The inception phase leading to the Inception Report was meant to clarify all outstanding issues and to prove that the evaluators have a clear understanding of the needs and interests of ADA in regard to this mission.

Following data collection methods have been used in preparation of this report:

- Desk-research in regard to documents and material provided by ADA Vienna and material collected during the field-trips (please see annex for a full list)
- Telephone-interviews in preparation of the field-trips

- Exploratory interviews based on a semi-structured guideline with ADA-staff in Vienna
- Interviews with key stakeholders, international donors, project-leaders and other relevant interviewees during the field-trips.
- Site-visits to the universities supported

The exact time-plan of the field-trips and the list of institutions and individuals interviewed can be seen in the annex of this report. Despite the limited time available, it has been the desire of the evaluators to visit as many project-sites as possible to get a comprehensive overview and gather as many opinions as available in order to triangulate information on all critical issues that emerged. From the documentation of the interviews with the different stakeholders and continuous reflection with the local consultant, triangulation has been possible. Therefore the author of this report is confident that the information and the assessment provided here are both valid as well as supportive for further strategic decisions.

## **4. Program context in Kosovo**

### **4.1 Strategic plans and concepts**

For a strategic evaluation, available strategy-papers are of high importance as they are supposed to include all the necessary milestones and assumptions which lead to a successful program- and project-implementation. Still, a general reservation has to be made in regard to the comparability of strategy papers available and their validity as a basis of any further consideration.

In the case of Kosovo, the current country strategy has been developed before the current higher education strategy of ADA. Therefore, the content of the higher education strategy has not been reflected in writing the country strategy. This report will therefore mostly make suggestions in how far the higher education strategy should be reflected in future improvements of the country strategy. Secondly, the available strategies established by the authorities in Kosovo, foremost the “Strategy for the Development of Higher Education in Kosovo (2005-2015)” (published 2004) and the “Strategy University Prishtina 2009-2013” (published 2009), are generally well prepared, but lack hints in regard to implementation. The latter strategy is actually no strategy, but a compendium of papers in regard to strategic issues and therefore lacks comprehensiveness. In addition to that, a new Kosovar research program with the aim to enhance research and development has recently been drafted and some kick-off funding has been provided for its implementation. All in all, these plans may be light-houses which illuminate the general direction but have only been executed in a tangible way. Donors are in agreement of the fact that within the Ministry of Education, Science and Technology (MEST) a gap exists between planning and budgeting, with a limited understanding of the staff in charge of the one for the other. In addition, the MEST is not yet used to employ evidence based planning tools to implement strategic goals, therefore monitoring is difficult and sometimes inconsistent.

On the other hand, the foundation of the new University in Prizren is well in line with the basic principles laid down in the Higher Education strategy of 2004.

The Higher Education Strategy for Kosovo identifies six major so-called strategic goals:

- **Objective 1:** Elaborating and implementing a contemporary and all-inclusive education policy and finalizing the higher education legislation
- **Objective 2:** Advancing of management and coordination in higher education.
- **Objective 3:** Developing of the management system of the higher education quality.
- **Objective 4:** Advancing of the capacity for research and scientific work.
- **Objective 5:** Establishing mechanisms for the provision and efficient managing of financial resources for the higher education development.
- **Objective 6:** Development of a complete and functional infrastructure of the higher education.

Based on the information gathered during the evaluation, it has to be conceded that apparent activities are discernible in regard to all six objectives. These do also touch some important issues for this evaluation, like objective 1 which refers indirectly to the integration of ethnic minorities as well. The current process of quality-management, supported also mainly by ADA, is directly linked to objective 3. The recently developed research plan is in congruence with objective 4. Objective 5 is an activity where SIDA is involved in the MEST for capacity development. And objective 6 is clearly targeted by the establishment of the University in Prizren and the development of an infrastructure master-plan for the new university coming year. Therefore, all criticism in mind, it cannot be said that the Higher Education Strategy is a complete “paper tiger”, actually both the Kosovar government as well as the donor community have initiated a number of activities which are capable to foster the strategic objectives as mentioned. In summary, the author sees a good degree of congruence and coherence between the activities of ADA in regard to higher education and the overall goals of the strategy decided by the government.

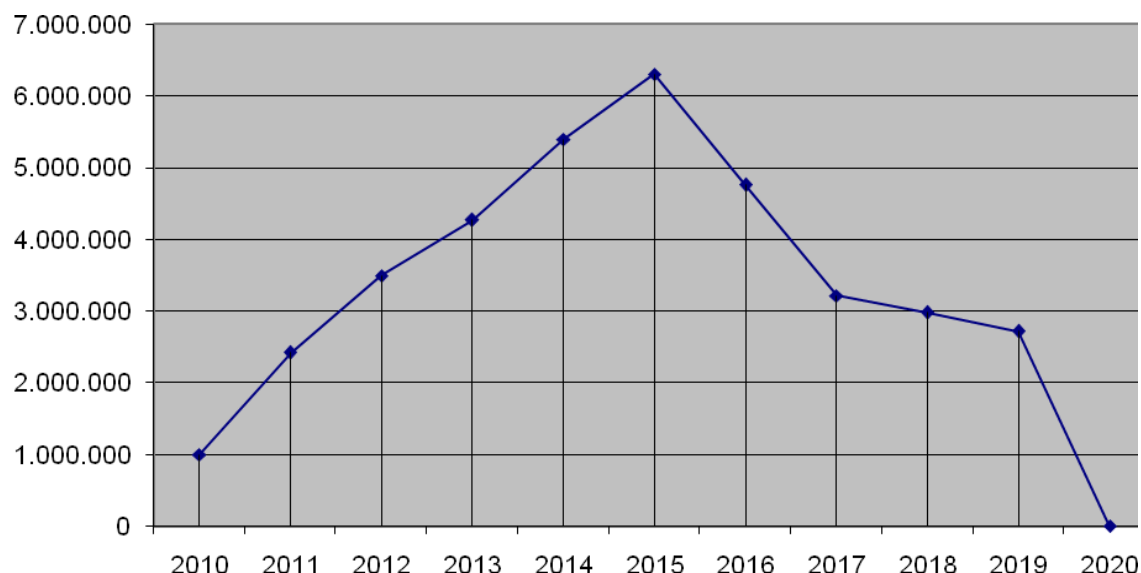
The strategy for the University of Prishtina has been developed within and with the aid of the KAIP-project. Therefore, if we see its primary objectives as laid out in chapter 8 and the preceding elaborations, they have come out of the work of ADA-projects and reflect these activities. It is therefore not surprising that ADA-activities of the recent years fit very well into the structure of objectives of the Universities’ strategy.

The research program is new and therefore such a recent achievement that it is difficult to judge about the question in how far it is or will be an important guideline for future ADA-activities in Kosovo. At this point of time, the EU-Commission sees the new research program as a good starting point to open Kosovo for tenders related to research from EU-funding, although with some fears in regard to the capability of the University to be able to successfully apply for it. The major sectors to be targeted by the research program are:

1. Environment, Energy and Natural Resources
2. Agricultural Production and Food Safety
3. Medical Research
4. Development of a Knowledge Based Society
5. Linguistic, Historic and Cultural Studies

In addition, IT-technologies as a cross-cutting-issue will be considered as priority as well. For the implementation, the National Research Plan foresees both a contribution by the Kosovar government but also the use of foreign funds, especially from the EU. The initial sum of 1 Mio. € has already been dedicated by the government.

*Fig. 1: Yearly budget appropriations in € to implement the National Research Programme until 2015 (source: National Research program)*



In summary, the strategies available from the side of the Kosovar government are either of such a general nature – as the Higher Education Strategy – that the ADA-activities fit well into them without much thinking, or they have been developed with direct and indirect support from ADA implementing agencies, which leads in this case to “automatic coherence” with the goals of supporting higher education in Kosovo.

From the Austrian side, two strategic documents are imperative for the programs: The country-strategy (or country program), specifically outlining the goals for Kosovo, and the more general higher education strategy (“Higher Education and Scientific Cooperation”). The current country program has been published in May 2008 and is valid for the time-period 2008-2011. The higher education strategy has been published in June 2009. Therefore, the current country program could not have taken the overall strategy into account.

For the sector of higher education, the country program specifies as goals on a general level (p. 14):

“ADC, therefore, is determined to help creating tangible perspectives for the youth of Kosovo by providing them with the education and training opportunities they need to become the agents of change in Kosovo’s socio-economic development.”

To accomplish this general goal, ADA committed itself to participate in activities concerning

- “support the establishment of a well-functioning (higher) education system on the basis of European standards and values as laid down in the Lisbon Strategy and the Bologna-Declaration

- enhance both capacities and quality standards of the educational system including RTDI;
- strengthen public institutions in the field of education by securing good governance on all levels;
- increase the practical relevance of educational programs, especially regarding employability;
- provide benefit for the most disadvantaged groups, especially the young, women and minorities
- support the process of re-integration of minorities into the educational system.”

For this evaluation, the goals formulated in regard to the Bologna process, the employability aspect and the benefits for the disadvantaged groups will be highlighted specifically, as the Terms of Reference ask for a special focus on these issues.

Despite the fact that the country-program has been written earlier than the Higher Education Strategy, it is in visible congruence with many of the goals described in the latter. If we refer to the strategic goals formulated in the chapter “General framework”, all important aspects there are well reflected in the country program already, at least on the level of goal-formulation<sup>1</sup>.

The country-program does not reflect on coherence issues with other donors – especially the EU – in regard to the HE-sector. This might become more and more important with increased access to EU-funding, especially after the approval of the national research program. Generally, the program does not reflect on national strategies much, which is not in line with the principle of partner-orientation. Totally missing in regard to the HE-sector are any suggestions in regard to labour-mobility, especially international one, despite the reference to migration and brain-circulation in the HE-strategy. This will be a very important issue in the future and has to be included in any new country program.

## **4.2 The situation of the higher education sector in Kosovo**

Kosovo is the youngest country in Europe, with a percentage of 50% below the age of 25. Every year 20000-25000 new students finish secondary school, most of them with the aim of seeking higher education. The only public universities existing so far are the University of Pristina, which has an intake of currently around 40.000 students with an academic staff of around 2000. This is grossly inadequate. The second institution is the University of Mitrovica. Because of the fact that Mitrovica is, basically, the “Serbian” university in Kosovo and because of the political problems in regard to the recognition of Kosovo, the University of Mitrovica is basically a parallel structure, funded by the Serbian government, and currently not an inherent part of the Kosovar higher education system. This will remain to be the case up until the issue of recognition and a permanent settlement in the international relations between Serbia and Kosovo will be achieved.

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<sup>1</sup> In how far the projects actually contribute to issues like employability and therefore maybe indirectly to questions of poverty reduction, will be elaborated later in this report.

Aside from the University of Pristina, there are 14 private institutions of higher education which have been accredited recently. Of these, only a small number is actually allowed to conduct Master programmes (currently 4), some more are allowed to offer Bachelor-degrees, some are not allowed to offer any relevant higher education degree at all. While the quality of education in these institutions has undoubtedly improved since the beginning of the accreditation process in 2008, these institutions remain to be weak and cannot, especially in view of the problematic economic situation in the country, take in a sufficient amount of prospective students which will alleviate the congested situation at the University of Pristina.

Consequently, the government has decided to open a new public university, based on the already established Faculty of Education of the University of Pristina in the second biggest city in the country, Prizren. The open commitment of Austria to support this endeavour has led to the fact that this new university is already paraphrased as “the Austrian university” in Kosovo. This honorable dedication, unfortunately, carries some danger within.

The progress of establishment has been hasty, mainly due to political considerations. While the official announcement came in October 2009, enrolment of students is supposed to start in June 2010 and at least five programs are supposed to start by October 2010. At the point of time of the field-trip to Kosovo, the time-frame for the nomination of an international rector has been extended towards end of March because not enough suitable candidates have had expressed their interest in the position. In addition, efforts have been undertaken to search for teaching staff in the diaspora. At the time of the field-trip, no staff-recruitment has taken place.

The Bologna-process has been embraced by Kosovo with a significant degree of determination. This determination stems from the desire to go “the European path” and therefore to do everything possible to be part of the EU in the foreseeable future. The EU Commission deems the efforts of the University of Pristina as sufficient enough in regard to the implementation of the Bologna process. This can be derived from the fact that UP is not on the short-list of universities anymore which are approached for special training and advice in the implementation process. Still, mainly because of political problems, the UP has not yet signed formally its membership in the Bologna-process.

Despite these efforts, the quality of studies at the UP is until now still relatively far away from EU-standards. This is partly due to lack of competent staff and resources. Still, the situation has visibly improved in the time-period under consideration. Understaffing and non-adequate curricula are, at this point, major challenges. The hope is that the new University in Prizren will relieve the situation in Pristina. In any case, the new University is supposed to offer a program more oriented toward applied science and to the needs of the labour-market.

Please find information about the labour-market situation of graduates in Kosovo in chapter 9.

**Recommendations:** The currently country program is, despite being developed before the HE strategy, well in line with the overarching paper. For a future country program, the following issues should be highlighted:

- the direct link between support for the new university in Prizren and the need to focus on the needs of the labour-market as well as the inclusion of ethnic minorities, to make sure that the message is clear that these elements are of high importance for

#### ADA.

- a reference in regard to international labour-mobility, e.g. concepts like circular labour-migration of graduates, as even in good times Kosovo will never be able to absorb all the graduates it produces. This will become an important issue once current visa-restrictions are lifted.
- to make sure that the new country program has relevance for the HE-sector, current strategic papers developed by the Kosovar partners, especially the HE-sector-strategy as well as the new Research program should be reflected upon and aspects where ADA will contribute should be highlighted accordingly. As a new education law is currently in the making, ADA should closely monitor this process and include possible changes of the law into its own strategy.
- stronger coherence to EU-related funding programs, as ADA is aside from the EU the other major donor in HE, and this situation will probably not change in the future. The complementarity of ADA-activities in relationship to EU-funding should be highlighted prominently.

## 5. Program/project portfolio in Kosovo

Project activities in Kosovo have been ongoing for a considerable period of time and have been prolonged in the past on a nearly automatic basis, at least in regard to the WUS activities. The current programs have been initiated in April 2007 (KAIP) and October 2008 (WUS). While the KAIP-project didn't have a predecessor, WUS-activities, especially the BGP and CDP-components, have been going on for quite some time before. Naturally, the evaluation focused on the most recent activities, but always in the context of their development.

The projects in Kosovo are divided into a bigger part, the so-called "multidimensional" project or simply KAIP on the one hand, implemented by the "Agency for European Integration and Economic Development", and, on the other hand, a program run by World University Service Austria.

Both programs consist of different components. In this evaluation, not all components will be reflected upon in depth. For one, the KAIP-project has only recently been evaluated, therefore results of this evaluation are taken as known and will only be elaborated upon, when this evaluation finds the need to strengthen or contradict certain aspects. The WUS-program is planned to be evaluated in the foreseeable future based on a project-evaluation, still, here some findings might be helpful for writing the terms of that planned mission.

The components of the WUS-program are:

1. **Master Studies Development Program (MSDP).** In this component, WUS Austria supported a selected number of faculties to develop Master Programs and – in addition – facilitated a cooperation with Austrian universities for that respect; therefore the MSDP also shows some activities comparable to the twinning component of the KAIP-program.

2. **Brain Gain Program Plus (BGP+).** This is basically a scholarship-program with the aim to reconnect the academic Kosovarian diaspora with the University of Prishtina, but also for interested non-Kosovarian scholars. The BGP+-activities normally center around teaching-visits of some weeks to offer courses in certain subjects which are not available in the normal curriculum. In addition, the BGP+ program is strongly interlinked with the MSDP-efforts, as curriculum development is supported through these visits as well.
3. **Course Development Program Plus (CDP+).** This is a mix of a scholarship-program for short-term study-visits of Kosovarian scholars in – mostly – Austria, connected with the development of new courses for the curriculum of certain faculties. In some cases, small grants for equipment are also available. Again, CDP+ is closely inter-linked with MSDP and BGP+ in those faculties where the MSDP-program is executed.
4. **University Reform and Development Support Unit.** Through the activities of WUS, a Curriculum and Study Program Officer has been hired and is working within the Office for Academic Development of the UP. The task of the officer is to develop the guidelines and processes for curricula-development. Again, this activity is closely linked to the MSDP. The university has expressed its intention to retain the officer after the program has ended and continue the activities of the unit, although no clear information about the financial aspect of this intention has been available.
5. **Kosovo part of the Balkan Case Challenge Program.** WUS organizes the Kosovarian participation in the BCC, aimed at students to enable them to get an international outreach, develop their skills in four different areas in a contest and simulation-game atmosphere, with the possibility to receive awards for outstanding performance.

The KAIP-program, which aims in general to support the establishment of a Kosovarian HE-system meeting EU standards on various levels, consists of the following components:

1. **Establishment and support of the Kosovo Accreditation Agency (KAA).** The task of this Agency is to be in charge of the accreditation of both private as well as public institutions of higher learning according to the references set by the Bologna process.
2. **Center for Innovation and Technology Transfer (CITT).** CITT is supposed to create a link between the University and private business within the Ministry of Education.
3. **Kosovo Centre for International Cooperation in Research and Technology (K-CIRT).** K-CIRT is supposed to be an office within CITT and should facilitate the participation in EU-funded research programs<sup>2</sup> and the implementation of the national research plan.
4. **NARIC (National Academic Recognition & Information Centre).** Support for the Kosovarian NARIC in the recognition of academic degrees.

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<sup>2</sup> CITT and K-CIRT will, following a recommendation of the project-evaluation of 2009, be put together to be one unit in the foreseeable future.

5. **Council of Research and Technology.** Support in the development of a National Research Strategy.
6. **Research grants.** Two rounds of calls for research projects funded in cooperation with ASO.
7. **Fellowship Program.** Implemented in cooperation with OeAD, the program supports PhD candidates with scholarships for Austrian universities.
8. **University cooperation.** Support of twinning-projects in different faculties
9. **Sector programming.** Development of a University-strategy for the UP and capacity building in the university leadership through trainings.

## 6. Relevance

Ownership has to be analyzed separately between the two big activities in Kosovo. First, it is quite evident that both programs have identified the major needs of the Kosovar higher education system quite well and have developed intervention-strategies which are able to yield results (with some reservations in regard of one or the other KAIP-component, see chapter 2). The programs are fully in line with the relevant strategies on which Kosovar higher education policy is theoretically based upon. All stakeholders agree that the identified levels of intervention and the problem-analysis are generally adequate and undisputed. The expectation by the partners in Kosovo that the activities will be continued without major changes in the future, although divided upon the Universities of Prishtina and Prizren, shows a high degree of confidence in the value and content of the goal-structure of ADA-activities. This positive assessment relates primarily to the issue of demand-orientation from partner-side. Some reservations are apparent in regard to the self-responsibility-aspect of ownership. This is not necessarily related to a lack of will by the Kosovar partners – the MEST and the UP – to take responsibility in all matters, but mostly to the lack of capability. Especially the MEST lacks the necessary planning ability to take up responsible functions in implementation and planning. No evidence based planning tools seem to be available within the Ministry. The link between content-planning and budgeting seems to be weak. Donors are still forced to do work for the MEST which the Ministry is supposed to do by itself, e.g. relatively simple tasks like the drawing of TORs for external consultants or the provision of basic planning and strategic documents<sup>3</sup>. While ADA's activities are clearly adapted to national strategies, it should be added that these strategies would not exist without the support of ADA, and the content-related input ADA's implementing agencies have provided.

This assessment has to be differentiated in regard to the two implementing agencies. The KAIP project relies heavily on the contribution of the partner – with a staff of only two it would otherwise not be possible to achieve any results. Still, this reliance on the partner's responsibility directly leads to certain setbacks and one or two not very successful components because of the administrative inertia and lack of capacity to do what is needed to make all aspects of the program a success. The lackluster approach by the MEST in the establishment-

<sup>3</sup> SIDA supports an effort in capacity building within the MEST on planning capabilities. Judging from the interview with the SIDA-representative in charge of the project, progress has been very small and awareness of the necessity not yet totally pervaded through the whole institution.

process of the CITT might be sufficient as an example. Still, the consultant regards the approach of KAIP generally as useful, even if one has to accept one or the other less successful activity. Other components, like the establishment of the Accreditation Agency, show that the local partner is willing and able to establish profound ownership if the political will is strong enough to do so. This political will is, unfortunately, in Kosovo still directly linked to the individual capacities and interests of the minister himself. Once a weaker minister is in place, this driving force might be missing. Therefore, the issue of sustainability is very important in regard to these activities.

WUS Austria in Kosovo is very much a university-related office within the University of Prishtina, but not a part of the administrative structure of the institution. Many of the activities of WUS Austria, including those on a more organizational level, could be done by the University itself, e.g. by the office for international relations. WUS is highly regarded in the UP, and correctly so. This high regard seems to lead to the impression that WUS will always be there as a service provider for the university, without any serious consideration in how far the programs conducted can actually also be conducted by the university-administration itself. From the consultant's point of view should the newly created Curriculum Development Officer – with maybe some additional trained staff – be in a position to be empowered to organize and implement programs like BGP+ and CDP+ by him/herself, without any need for WUS as an implementing agency. Other activities like the Kosovar part of the BCC could be given to the LINK-office of the UP, as this office is supposed to become the career-service center of the University and already conducts activities like e.g. support for getting internships and participation in international programs like the US “work and study”-program. This is not said to disqualify the good work of WUS in Kosovo or the capabilities of the staff involved by any means. But from the observations made during this evaluation, it seems to be obvious that the next step needs to be taken – and partner-orientation and ownership in this sense means giving more resources and responsibilities directly to the University of Pristina.

An important aspect in regard to ownership is the issue of the newly founded University of Prizren. One might say that the “negative” side of “ownership” becomes apparent if we consider the obviously hastily planned process, which is more based on assumptions and the expressed political will and less on any kind of profound feasibility. Here also comes another aspect of partner-orientation and ownership to the fore: the question, who really is the beneficiary of activities financed by ADA? Partner-orientation is geared towards the state-institutions of higher education, while in the end, the beneficiaries are supposed to be students and graduates of (both) universities. As we will see in the following chapters, this issue is of high importance in regard to labour-market and employability aspects.

The support for the University of Prizren is clearly of high relevance for the higher education system in Kosovo. Still, because of the lack of implementation capacity on the side of the ministry, the consultant advises a cautionary approach to this issue to make sure that important goals of ADA's development cooperation remain in focus and are not “washed away” due to political considerations. Accepting “ownership” should not lead to the mistake to follow the generally inept planning process of the partner and throw funding into a project with uncertain outcome. There are ways to do this wisely (and in a politically face-saving way). In the following chapters, where applicable, the issue of the new University will resurface and adequate recommendations in this regard will be available.

The major goal for all capacity development is to develop a significant change in either quantity or quality of outputs of relevant institutions. In the case of the KAIP, the intention of the program is clearly in line with this basic principle. As KAIP is working through and with local institutions and is providing essential support in order to enhance their output-capabilities – although with a varying degree of success – the necessary characteristic of quality is evident. In regard to the WUS-activities, aside from the support of the Curriculum Development Officer of the University of Pristina, the necessary institutional framework is either missing or not taken into consideration, as the interventions are on a more general level. While supporting the development of Master courses has a positive outcome in regard to the ability of the institution – here the relevant department or faculty – to provide better output in regard to certain services – e.g. the delivery of education – there is no indicator available showing any profound increase in the ability of the supported institution to deliver better services in the future as well – or to be able to develop Master courses of sufficient quality without external support. While both programs have good insight knowledge about the institutions they work with, not all necessary elements for capacity development or the planning of such seem to be documented or explicitly stated, at least not in the documents available for this evaluation. Issues like internal relationships, motivation, management capacity and formal or informal purposes and strategies are not always made explicit or are not well researched. The consultant's guess is that the actors within both programs are familiar with the framework and work through with it. The exact relationship between inputs provided to enhance quantity and quality of outputs and the causality link between the input provided by the program and the input provided by the institution (e.g. the ministry or the faculty) is not always well defined, in some cases hints are only evident indirectly. A distinct analysis of internal processes of the institutions supported is either lacking or only apparent in the "brains" of those responsible for the execution of the projects; they are not always clearly discernible in any of the project documentation. Also, no clear differentiation is available between the internal as well as external factors of capacity development in the respective institution. This is understandable in the case of e.g. the Master development activities of WUS, as this is solely based on a passive offer, reacting to applications, in which the applicants are supposed to explain their lack and the need for the intervention. But in regard to the KAIP-program, the distinction between internal and external factors is supposed to be much clearer than it is right now. It sometimes surfaces in the project-reporting – especially where justification is needed for components which didn't work out well – but not in any systematic way.

If we follow the basic principles of Austrian development cooperation on capacity development<sup>4</sup>, we find that many of the criteria outlined there are not met or at least not stated as explicit as they should. The Bologna-process in itself is an obstacle to these criteria. When the basic principles ask for using locally available expertise and warn against the careless use of pre-fabricated patterns and external consultancy, then the whole Bologna-process would not be feasible for capacity development in this sense – as the process is providing a pre-fabricated pattern and heavily relies on external consultancy. Where the principles ask for a detailed analysis of the situation – basically a feasibility study – on the one hand, and for demand-oriented work towards the needs of the partners on the other, the current case of the new University of Prizren and Austria's fast commitment in regard to support the project is a contradiction in itself, as it will be started without any feasibility and analysis of the situa-

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<sup>4</sup> ADA: OEZA Qualitätskriterien Kapazitätsentwicklung, Wien o. J.

tion, because the partner obviously is not interested in such and the commitment has been made without asking for any such analysis.

In summary, the available documentation as well as the interviews during the field-trip show that the programs have not been planned with the necessary framework of capacity-development fully in mind. While individual aspects are surfacing everywhere and wide knowledge is available with those dealing with the implementation, a comprehensive strategy in regard to capacity-development, keeping in mind all necessary processes and factors, is not evident. This might, in some cases, have lead to the challenges faced in the implementation process, and might lead to new challenges when it comes to future activities (e.g. Prizren).

In regard to the issue of impact-orientation, please refer to chapter 6 and 7, as results will be discussed there. At this point, it should just be mentioned that judging from the documentation, a proper understanding of the differences between output, outcome and impact is missing in most cases. This will be elaborated further in the course of this report.

**Recommendations:**

- Future activities now inherent in the WUS-program should, if the decision is taken that they should be continued, be implemented from within the University of Pristina. Strengthening relevant offices and institutions to provide support for the different faculties of the university also in regard to Master development is needed, especially in view of issues like sustainability. A new project implementation agency for the future should only be responsible for implementation itself where it is evident that capacity does not exist at all.
- While respecting the principle of partner-orientation and ownership, the consultant suggests a very cautious and step-by-step-approach in regard to the support of the University of Prizren. Initially, the support should be on a very pragmatic and basic level, e.g. help for the administration of the new university to effectively register new students (software, training) or provision of curriculum-development support in one or two distinct programs with the highest probability of success. Any other activity has to be based on a feasibility-study, even if one might not call it that way. Before any major investment of funds and activities are done in Prizren, ADA will need clear information in regard to the whole internal and external factors for effective – and efficient – capacity development there. Despite all political pressure, there is not way this can be left out or disregarded. Without this important precondition for any development strategy for the new institution, the danger of failure is considerably higher than with it.
- In writing the tender for the new program, ADA should refer directly to current papers on the principles of capacity development and ask bidders to explain their view on these issues with special consideration to the case of Kosovo. Without a clear view on all necessary aspects, including a clear assessment of both drivers as well as constraints of change, it might be that an intervention is actually placed at the wrong level, without addressing the core problem.

## 7. Effectiveness

Seen by themselves, the two programs have indeed important characteristics of program-based and holistic interventions. Still, judging from the documentation and the interviews, the impression is that the WUS-activities are more closely interlinked and interconnected than those of the KAIP project. This is surely related partially to the fact that KAIP intervenes in nine different components (with sub-components) on different levels and, within the structure of higher education, different target-groups, goals and stakeholders. As in some cases the basis for any holistic interlinking had to be established first, the evaluator expects that in a second phase it will be possible to connect the different aspects more visibly. For the WUS-program, the interconnection between the four major components – the BCC aside – is easily visible. Faculties and individual professors have been beneficiaries of several components at the same time, and content-wise they are wisely connected. For a new master program – like that for Mechatronics at the Faculty for Mechanical Engineering – MSDP-activities took place, the new course has been bolstered by expatriates through the BGP and individual courses benefitted from the CDP-component. In the WUS activities the different components are bundled if it furthers the overall goal, in this case the efficient and effective support for the establishment of a new Master Course.

If we consider the interconnectivity and holistic nature of the overall activities, the author comes to a more sober appreciation.

Although ADA is the biggest bilateral donor in the field of higher-education, the overall budget is not immensely big. Still, as ADA – with the exception of some expenditure in the CDP+ - does not finance infrastructure, the money goes a long way to support the “soft” aspect of capacity building. Generally, both programs have a good (WUS) or an acceptable ratio of input vs. output, at least from the impression gathered from the documentation available. The fact that KAIP has been able to be prolonged for a year without additional funding available – mainly because programmed budget has not been spent due to some shortcomings in some of the components – shows that in general the input on the financial side has been used wisely and with consideration. In regard to input beyond financial means, all stakeholders agree that the external expertise used and provided has been fully adequate and qualified for the support of the goals of the program. This is especially important for the “networking”-aspect of both programs, as this kind of service enabled both the – not originally planned – institutional aspect of the MSDP of WUS<sup>5</sup> as well as the creation of an expert-pool for the KAA to fulfill its task. Input from the side of the partners, especially from the MEST, has been the major obstacle for the KAIP-project, and has been instrumental for the relative slow establishment e.g. of the CITT. Again, as has already been said in chapter 5, this is an aspect of “ownership” less relevant for the financial side – e.g. in co-financing – but more for the conceptual and capability-side of input. Here, the ADA-projects were either by design. i.e. planned and considerate (WUS) or by default, i.e. because of the complexity of the matter and the need for advice and input (KAIP) too much involved in providing the necessary input in order for activities to actually start.

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<sup>5</sup> In order to implement the MSDP successfully, WUS initiated a twinning-component, not unlike the one in the KAIP, between the departments who developed a new Master programme and another, mostly Austrian HE-institution, supported by activities through the CDP+ and BGP-component where feasible.

If we follow the indicators set out in the project-plans of both programs, all components have been successful, with the notable exception of the CITT/K-CIRT-component in KAIP and some reservations in regard to the twinning-component (which is still running and is supposed to fulfill indicators by the end of the project). For the WUS-program, all quantitative indicators are not only fulfilled, some are more than fulfilled. Unfortunately, as will be discussed in chapter 7, most of the measurable indicators are output-oriented, some indicators more goals than indicators, and both documentation as well as monitoring as of now do not include relevant information about outcomes and impact (with some information about short-term outcomes available). Therefore, the question in how far target groups and partners have benefited from the activities is only to be answered tentatively. As this has not been a detailed project-evaluation, not all the indicators of the LogFrame were scrutinized in relationship to the plan. As another evaluation of the WUS-activities is planned, this was not deemed to be necessary.

In regard to the components of the WUS-program:

1. **Master Studies Development Program (MSDP).** In quantitative terms, the goals were more than achieved, as more than the planned Master courses were realized. As well, outside the original planning, the Master course development has been done with a twinning-component, establishing good links between the relevant departments of the UP and universities abroad. From information gathered during the field-visit, all Master programs realized have a good number of students interested, sometimes more than expected. The MSDP has been complemented by Tempus-projects, also implemented by WUS, to develop more Master courses which were not covered either by the ADA-budget for WUS or the Master development activities by KAIP. As most of these Master studies are still underway, no information about the quality of exams and the whereabouts of graduates has been available at the time of the evaluation. **Indicators:** All quantitative indicators mentioned in the LogFrame have been either reached or even exceeded. Unfortunately, not all the indicators are SMART, an issue, which will be discussed below.
2. **Brain Gain Program Plus (BGP+).** The consultant has been provided with an impressive list of 21 scholars – from the Kosovarian diaspora – who participated in the BGP and have afterwards either returned to Kosovo or at least took up part-time employment at the UP. Among former participants of the BGP are very prominent stakeholders of the Kosovarian elite, like the current deputy minister of energy and mining, the acting ambassador of Kosovo to Germany and the current director for the department of Higher Education at the MEST, the direct counterpart of ADA-activities in Kosovo. Also, the current director of the K-CIRT, which is part of the KAIP-activities, has been a beneficiary of BGP. Having said this, there is of course not always a direct link of causality between participation in the BGP and the decision to take up a permanent position in Kosovo. In many cases, the BGP has surely helped scholars to come to the decision that an engagement in the country of origin might be worth the effort. Still, it is to be expected that the attribution-gap between the intervention and this outcome is significant, as many other factors surely play a decisive role in this positive development. Nevertheless, from the information obtained, it can be said that the BGP has worked sufficiently well as a catalyst and facilitating mechanism to support not only the transfer of knowledge from abroad, but also for return of diaspora-

academicians to Kosovo. **Indicators:** All quantitative indicators mentioned in the LogFrame have been achieved.

3. **Course Development Program Plus (CDP+).** The CDP+ program has reached its quantitative goals and, from the few participants the consultant has been able to meet, has been executed with good results. In many cases, the CDP+, the BGP and the MSDP-program were combined to achieve maximum results in the development of new Master courses. This bundling of resources is very commendable. Course development at the UP sometimes still faces some criticism from less modern or progressive professors in some departments. Therefore it is a good program to identify change agents within the university-structure. In addition, CDP as well as BGP are one of the few programs available for non-technical faculties – like philosophy – to develop the quality of their teaching. **Indicators:** The indicators planned to realize half of the CDP-activities in cooperation with the multidimensional project (KAIP). As this cooperation did not materialize, this indicator has not been met.
4. **University Reform and Development Support Unit.** All fully functional office for academic development with a curriculum development officer in its core has been established and is working. The officer participated in the development of new Master courses – is therefore again closely linked to the MSDP – and is contribution to the capacity development of the university as a whole. Still, the office is quite small and there is the danger that its embedding within the vast structure of the UP-"dinosaur" leaves to be desired. It seems that additional strengthening of the office's function, which is primarily of an advisory role, is needed. **Indicators:** All indicators have been met, the office has been established, the staff is employed. Unfortunately, the measurable indicators are on the output-level, while the qualitative indicators are either goals in itself or not measurable in many cases.
5. **Kosovo part of the Balkan Case Challenge Program.** Judging from the reports of recent participants from Kosovo in the BCC, all organizational aspects have been handled very well. For the Kosovar participants the fact that they were allowed to participate although some of the participating countries are not recognizing Kosovo as an independent country has been of high importance and has contributed positively to their self-esteem as Kosovarians.

In summary, an in reflection of the recent KAIP-evaluation, which is one important basis for consideration, the KAIP-results can be summarized as this:

1. **Establishment and support of the Kosovo Accreditation Agency (KAA).** The Agency has been established and has successfully undertaken the first round of accreditation. It is renowned for its independence and quality of scrutiny, and it currently protected in its status by the Education ministry. From the quality of practice and setup, the KAA can be easily compared with agencies in the EU.
2. **Center for Innovation and Technology Transfer (CITT).** The CITT has been established, but has not performed its tasks until now. The major point – getting the business-sector involved – has generally failed.
3. **Kosovo Centre for International Cooperation in Research and Technology (K-CIRT).** The K-CIRT exists, but has not fulfilled its duties until now. The evaluation

suggests its complete fusion with CITT, of which it is a department. A strengthening of resources has been recommended as well.

4. **NARIC.** NARIC is fully functional and performed its duties in a very satisfactory manner.
5. **Council of Research and Technology.** The Research strategy exists and has been approved by the relevant authorities.
6. **Research grants.** Research grants have been given. Interest has been growing in the two rounds of application, as well as quality of applications. The scheme seems to be a good preparation for access to EU-funding in the foreseeable future.
7. **Fellowship Program.** The fellowship-program provided an important contribution to scholar's qualification and mobility, but has not been very impressive in numbers. The evaluation report suggested an increase in quantity.
8. **University cooperation.** After some delays, the twinning-activities have started with at least three universities. Still, from the documentation at least, the institutional aspect of these twinning-arrangements is not easily discernible, despite the claims of the project-staff that it is otherwise. While the documentation lists the efforts to link individuals from the selected departments to Austrian counterparts (without clear information how these have been selected), the narrative claims that the twinning goes well beyond these individuals and has had already a clear institutional impact. This difference cannot be evaluated without a much closer look into the twinning-arrangements in place, for which the time in Kosovo during this evaluation has been too limited. In any case, experiences from the twinning-activities might be vital for the support of the new university in Prizren.
9. **Sector programming.** A strategy has been developed and published. From the consultant's view, the strategy document reads more like a collection of related articles and less like a comprehensive, visionary paper. If in future a strategy-process in Prizren should be supported, a different format should be used.

Please refer for more detailed information, especially in regard to the indicators met or not, to the already mentioned KAIP-evaluation conducted last year.

Donor-coordination in the field of education in general is in Kosovo a challenging task. There are several reasons for this: First, around 25 donors are on different levels involved in the field. Second, the MEST has until recently not had a working department for donor-coordination<sup>6</sup>. Third, in some areas of donor-activities, significant overlapping of activities exists. Fourth, efforts by SIDA to coordinate donors in the field of education have only resulted in some meetings, but SIDA did obviously not play an active coordinative role. So far, donor-coordination has not taken place effectively. SIDA has currently the role of a "focal point" for education, but is not involved in anything more than facilitation of regular donor-meetings and therefore enhancing regular information-flows. This challenging picture is, fortunately, less problematic on the field of higher education. Here ADA has volunteered, as the biggest bilateral donor, to head a sub-sector-group on higher education, which has until now not materialized into a working committee. Still, the need for donor-coordination is much less

<sup>6</sup> At the end of the field-trip, the MEST announced the appointment of a new head of the donor-coordination-department for the following week.

evident in this field, as aside from ADA the engagement of other donors is highly limited. Aside from the already mentioned capacity-building activities of SIDA, which are supposed to benefit at least indirectly also the higher education department, it is mostly multilateral donors who are active. The EU-commission is offering its familiar range of funding possibilities (Tempus etc.), which are, at least in the case of Tempus, actively sought after<sup>7</sup>. In the future, with the new research strategy in place, support for research grants will also be available for Kosovo. The World Bank is active on a consultancy-basis on a more strategic level, and with a more general approach and less a focus on higher education. The current new draft of the higher education law is designed by a British professor from the British Accreditation Council. OSCE is financing small projects and studies, like a recent study on the progress of the Bologna-process in Kosovo and one on the inclusion of ethnic minorities in education. Other donors are only visible in very single and specific activities. As one of the interviewees said: "In the end, it's only Austria."

Having said this, it doesn't mean that donor-cooperation shouldn't be high on the agenda. Two reasons call indeed for a higher quality: First, the probable need for a concerted donor-effort to make the new University of Prizren work, second, the cross-cutting issues related to a new university which is supposed to be more concentrated on applied sciences and connection to the labour market. Here other donors involved in issues like VET need to be included also in deliberations about curricular development and issues of labour-market orientation, e.g. in the training of teachers for colleges and other vocational institutions or for the field of adult education. The danger in dividing the education field into sub-sectors is clear: With a too strong focus on one's "favourite field", the look into cross-cutting issues which touch the activities of other donors might get lost. At this point of time, the consultant has serious doubts that the MEST will be able to provide the still very much needed overall guidance for the sector.

Coherence within the Austrian activities is identifiable on three different levels: within the two programs, between the two programs and between the two engaged ministries/agencies in regard to the KAIP-project. The issue of coherence within the two programs has been elaborated in paragraph 6.1.1. Coherence between the two programs in Kosovo is non-existent in regard to active cooperation. "Accidentally", coherence appears. An example is the Institute for Political Science of the University of Pristina, where two new lecturers, attracted into permanent employment through the WUS-administered Brain-Gain-Program, were instrumental to get the necessary accreditation of the curriculum by the KAIP-supported Accreditation Agency. There might be other examples like this, which are unavoidable, as both programs are active in the same field. But cooperation or even communication seems to be extremely limited. The reasons for this are lying in the past of the establishment of KAIP and, probably, have an interpersonal component as well. Whatever the reason is, this lack of cooperation is unjustifiable from a content-viewpoint. As the situation is, the consultant does not expect any improvement before the end of the current phase of both programs.

In regard to inter-ministerial coherence between the efforts of ADA and the Foreign Ministry of Austria on the one hand and the Ministry for Science and Research of Austria on the other side, some issues need to be discussed. In general, all stakeholders interviewed agree that the current cooperation is a role-model of inter-ministerial cooperation and coordination and

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<sup>7</sup> WUS is implementing Tempus-projects to facilitate the support in the development of Master-programs not covered by ADA-activities.

therefore a very good and positive development. There is some evidence that not all of ADA's "development terminology" and its inherent content – like important cross-cutting issues or ADA's commitment to poverty reduction – are either fully understood or taken very seriously in all relevant aspects by the BMWF. Still, this is understandable as the BMWF's mission is generally of a different nature than ADA's. Despite the fact that both institutions are represented within the steering committee of KAIP and that decisions there are normally made on a consensual basis, some instances of miscommunication have emerged. Having said this, the consultant is of the opinion that continuous communication and a constructive atmosphere in cooperation can easily overcome minor misunderstandings, therefore these instances should be seen as an opportunity to develop the positive aspects of the working relationship even further. From the conduct of this evaluation, and in regard to the KAIP-project, there was no evidence for really serious problems in the cooperation of both ministries which lead to negative repercussions for the implementation of the project. For the Kosovar partners, the differentiation between one or the other Austrian ministry is obviously of minor importance. It is Austria "as a whole", and represented through different stakeholders in the process, which matters. For a second phase of KAIP – or whatever name a new, unified and comprehensive program might carry – the current process of communication and cooperation can easily be continued and deepened without any specific new instrument, body or mechanism.

**Recommendations:**

- For a new program, continue those elements of both programs which have proven to be effective so far and can be used in both universities – Pristina and Prizren – without a great amount of additional administrative effort. This recommendation includes specifically the BGP, the MSDP and the CDP. It could be considered to discontinue the CDP in favor of more Master course development. BGP should be continued because of the high importance of the diaspora for HE-development in the country, exemplified by active efforts of the MEST to seek staff for the new university in Prizren among expatriate scholars. This link should be encouraged and strengthened; BGP seems to be a good tool for this goal.
- Programs benefiting the universities from within should be executed by the universities or by staff employed through the program, but working within the university-structure, not outside of it.
- From the KAIP, the research-grant-program should be discontinued. With the new research plan available, Kosovo will have access to EU research funding. The new program should concentrate on backstopping for effective application for EU-funding, e.g. beta-reading of applications or trainings in application and financial administration of research grants.
- The cooperation with the Accreditation Agency should be reduced to a level which can best be described as "political support". It will continue to be necessary to have some leverage in the KAA, in order to protect the agency from undue political influence and therefore enable it to develop and strengthen its own "standing". This can best be done by an "Austrian umbrella", signifying the continued interest of Austrian development cooperation in the autonomy of the KAA. This will not require a lot of fi-

nancial commitment.

- Twinning-activities will be of high importance for the new University of Prizren, but might actually be too early to embark upon. The new program should follow a step-by-step-approach for twinning-activities with Prizren, from the simple, problem-oriented facilitation of contact up to real twinning processes later in the development of the new institution.
- The new University in Prizren will need a strategy, which will include issues like the inclusion of ethnic minorities and the dedication towards the needs of the labour-market. Experiences from the strategy-process handled by KAIP should be used to support such a strategy-process in Prizren, if and insofar the new rectorate there will find this feasible.
- Activities in donor-coordination and inter-ministerial coherence between Austrian ministries should continue as planned or already implemented. A new tender for a comprehensive program in Kosovo should be developed in close cooperation by both relevant ministries and the internal structure of cooperation should be well defined in order to avoid any misunderstanding. The already established concept of a steering-committee should be continued.
- Donor-coordination should concentrate both on cross-cutting issues (like VET and secondary education and its linkage to the HE-sector) as well as on the university of Prizren and possible opportunities for a concerted effort there. In addition, donor-coordination might look into the question in how far other bilateral donors aside from ADA can be attracted to put some resources into the sector. This will be important if the current plans of the government to open even a second new university will actually materialize.

## 8. Sustainability

For recommendations in regard to the inclusion of important elements of the HE-strategy of ADA into a future country-program, please refer to chapter 4.

In Kosovo, the impact of ADA-activities over the last five years is clearly visible in the higher education sector. This can be plausibly asserted despite the fact that the documentation in regard to mid-term outcomes and impacts leaves a lot to be desired. Some aspects which evolved can be highlighted:

- Without the support of the multidimensional project, progress in the accreditation process and its quality, independence and legitimacy would not have happened, at least not within such a short time-frame. This had a visible impact on the quality of the private education sector in Kosovo, which has been before the inauguration of the accreditation process an industry of self-serving, widely corrupt and inefficient industry of questionable reputation.
- Without the support of both programs, the badly needed establishment of properly planned Master courses in many faculties would have either been impossible, improb-

able or at least been delayed further. Instead, the students would have continued to suffer badly designed courses which would most probably not survived a proper accreditation process.

- Without the support of the exchange and scholarship-programs, especially the BGP, the access of the Kosovarian diaspora into the higher education would not have been so smooth and presumably a quite smaller number of academics would have decided to return to their country of origin. This, consequently, would have affected badly the accreditation process within the University of Pristina.

The University of Pristina is crucial for the development of Kosovo. It is the cultural, intellectual and economical centerpiece not only of the capital, but of the whole country. One interviewee remarked: "The university changes the country, but it doesn't change itself." Obviously, the reality is different. Despite the fact that the "dinosaur" the UP still is moves only slowly and sometimes deviates from the way, movement is discernible. And whatever one might think about the Bologna-process itself, the positive impact of a well governed and supported process is easily discernible. This would have been quite impossible, at least much delayed, without the support by ADA.

At this point of time, the sustainable impact of the efforts of the multidimensional project in regard to the wider higher education sector still need to be asserted. Very positive developments like the KAA, NARIC, the research grant program and others show that potential for sustainable impact is visible. Still, too much relies on the political will of the government in place, as a professional, non-politicized staff is not available yet. Micro-management by politically appointed department heads does not bode well for a long-term sustainable impact. Therefore, at least at this point of time, no definite analysis can be made if the impact has contributed on the development of the higher education sector in a sustainable way. This information might be available after the end of the coming phase.

The indicators set for the multidimensional program are mostly workable in a methodical way, but in many cases have been designed without a proper feasibility study of the surrounding framework and circumstances. It is obvious that the original plan made by ZSI did not take the special environment of Kosovo into consideration and it is for the consultant totally inconceivable how some of the indicators have been developed<sup>8</sup>, especially looking at the challenges which are still apparent in the higher education sector presently. It is not surprising that both time-planning as well as a number of quantitative indicators have been difficult to meet and some of the goals were unattainable altogether. The consultant is very much in favor of measurable and time-bound indicators, but it is always necessary to keep them adjusted to the local environment. As it is one of the goals that the MEST will be able to draw the design of the next phase, it has to be considered that also Kosovarians are not always bound to be realistic about possibilities and challenges, and prefer sometimes to expedite projects for the purpose of appearance and maybe a little bit less for results.

Unfortunately, many indicators selected for the WUS-program are not indicators, but sub-results. An indicator like "Full compliance of the program with relevant *ADC goals for Kosovo*,

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<sup>8</sup> For example the number of proposals to be advised through K-CIRT, among them 10 through IP7, two fully drafted Research programs by the end of the program through the Research Council etc. It seems that indicators from another country with a different starting point have been "copied" into the Kosovarian experience. It is possible that the feasibility study of the KAIP-project did not take the seriousness of the circumstances well into consideration.

the *Multidimensional project*, the goals of the Draft of the *Kosovo/a Development Strategy (Dec 2006)* and the *Strategy for Development of Higher Education in Kosova (2005-2015)*, and with the European goals for Higher Education set in the *Bologna Process and the Lisbon Convention* to support the integration of Kosovo into the EHEA” is not reflecting fully the requirement to be SMART – specific, measurable, achievable, relevant and time bound. In fact, the “full compliance” is a goal, which needs additional indicators to be defined. Once an indicator needs an indicator, it is a goal or result, not an indicator anymore. Other “indicators” like “increased awareness” – which, again, needs an indicator and is therefore none – “increased employability” and “increased cooperation” show the same problem. Other indicators in the program’s LogFrame are actually better and quantifiable. It is obvious that whoever wrote the LogFrame of the WUS-program had only a very limited understanding of how to formulate indicators and how to develop an impact-chain. As an example some indicators from the WUS-LogFrame located at the outcome-level:

Indicator used on outcome-level of the Log-Frame (project purpose)	Commentary
1. Cooperation measures of proposed actions with Multidimensional project	- not measurable, no cooperation existent <sup>9</sup>
2. Increased awareness for the benefits of economy-university cooperation at universities and companies/institutions (4 round tables and presentation held at universities; 10 meetings held with rectors, deans and potential candidates, 3 press conferences held)	- "increased awareness" is a goal, not an indicator. The quantitative aspect of the indicator makes only sense when properly defined: participants of the meetings and round-tables (how many from the business-partners are to be expected?), reactions within the media after the press-conferences etc. So far, only output is measured, no outcome.
3. Increased awareness for the necessity to modernise higher education in Kosovo in accordance with European standards and incorporating labour market relevance into the curricula at local stakeholders and wider public (5 articles published in local newspapers, presentations at the local radio);	- "increased awareness" is a goal, not an indicator. The relevant, measurable "European standards" have to be defined (all of them? On which level? Based on which agreement/strategy?) and those chosen which should be the basis of measurement. Labour market "relevance" is a goal, not an indicator, and has to be properly defined. Relevance for whom? Who decides what is relevant? The local newspapers and radio who should report about it?
4. Increased employability of the graduates in the fields that are needed most by the Kosovo labour market;	- employability is a goal, not an indicator. Based on which baseline/benchmark is employability to be measured? Where is the baseline-study to define an "increase" of employability?
5. Increased cooperation with Austrian and EU universities;	Actually, the relevant indicator has been shifted to "sources of verification", where it does not belong (partnership agreements), therefore it

<sup>9</sup> A LogFrame is not a fixed document which can never be changed. Once it has been clear that cooperation with KAIP was not forthcoming, the LogFrame should have been revised accordingly to reflect the reality of the activities more properly.

	doesn't have a definite quantitative target (5 agreements or 10 agreements or whatsoever), therefore it is not measurable.
6. Enhanced knowledge transfer from Austria and other European countries as well as reduction of brain drain effects through engagement of BGP+ lecturers and researchers outside of MSDP;	Reduction of brain-drain-effect is a goal, not an indicator. As there is no empirical data about the brain-drain-effect in Kosovo available, a reduction is not measurable, as there is no baseline.
7. Modernised curricula and teaching methods;	"Modernisation" is a goal which relates to a baseline from which modernisation takes place. The correct indicator is, again, in "sources of verification" (peer review reports), and there it is without quantity (e.g. 80% positive peer review reports on proposals), therefore it is not measurable.
8. Enhanced individual and institutional academic cooperation through BGP+ lecturers and researchers.	A goal, not an indicator. The indicator is the quantity set under "expected results".
9. Strengthened UP capacity to initiate and conduct reforms in accordance with the needs of the HE in Kosovo and European standards	A goal, not an indicator. The correct indicator is under "source of verification" indirectly mentioned: "A university strategy for the University of Pristina exists", with sub-indicators like: "an operational plan for the implementation of the university-strategy exists" or "The university strategy meets standard A, B and C of the Bologna-process" (to be measured by e.g. a peer-review).

A common issue with both programs is the fact that they define a lot on the output-level, but are reluctant to properly define the short-term and medium-term outcomes and the long-term impact. Sometimes, especially in the WUS-LogFrame, outputs and outcomes are mixed and inconsistent. It is not visible where in the monitoring of outcomes and impact the attribution gap is located and generally, a M&E system is only developed rudimental<sup>10</sup>.

As has already been mentioned, the ability of the partner institutions to independently develop and continue with the efforts started by both programs is limited, although much less in regard to the University of Pristina. Capacity building at the UP has given fruit to a certain degree so that some activities can and should be given to appropriate units within the University-structure for continuation (if the continuation is deemed desirable). Still, in some areas, like curricular development or the whole issue of labour-market-orientation, further support is necessary. Therefore, in conclusion, a limited ability to take over certain activities is visible, but some more support would be wise.

In the case of the MEST, the situation is much more difficult, as has been outlined on several occasions in this report. Here, the consultant has serious doubt in the capability of the Minis-

<sup>10</sup> WUS Austria has accepted this criticism without hesitation and announced to the consultant that the organisation has taken measures to train its staff in impact-monitoring and result-oriented planning. ADA office in Vienna has already a new reporting- and planning format in the making, including M&E systems. Therefore, the general awareness of stakeholders in the process for the mentioned shortcomings is high and everyone involved seems to be ready to progress in that matter, which is a very positive sign for future project planning.

try to do “things on its own”. In all important activities, donors are “chipping in” with external consultants and obviously guide processes. The ability for reliable planning based on a well-designed and professional internal structure is not discernible at this point of time. Also in the future it is to be predicted that the Ministry will rely heavily on external expertise and planning resources to fulfill its role. Having said this, and to repeat it, this is profoundly dependent on the will and strategic thinking of the minister in charge. As many stakeholders say that the current office-holder is “the first education minister who deserves that name”, there is a window of opportunity that things might change slowly within the ministry. This process will require nonetheless a lot more time.

### **Recommendations:**

- All future bids for a tender for a comprehensive program for Kosovo should make sure that they understand the current development-terminology well and are able to differentiate between the different levels of the DAC-impact-chain. The reference to this should be made explicit in the tender-text.
- All future bids for a tender have to prove that they understand the relevant planning methods well and be aware of the fact that this will be scrutinized in detail by ADA. ADA should emphasize the proper use of LogFrames as a basic precondition of acceptance of any bid for any tender.
- To increase sustainability, the new program should generally be more embedded in given structures of the Kosovar government. KAIP has done a very good first step to do exactly that, the WUS-components should follow where possible. A very important precondition is the strengthening of general capacities of the Ministry of Education. Here increased donor-cooperation in that effect will be necessary; this cannot be achieved by ADA alone.
- If possible, structures within the MEST should benefit more from capacity-development. The core issues are lack of evidence based planning tools in all departments of the Ministry and a missing link between planning in terms of content and in terms of budget. Financial officers do not understand content, content-planners do not understand the financial implications. Project-cycle-management and related tools should be introduced. Close cooperation with SIDA will be necessary as SIDA has already started such a process, although with very limited impact.

## **9. Outcomes and impact**

Activities to enhance the quality of the HE sector in Kosovo will always enhance the brain-drain-effect. Actually, that is exactly the strategy of the Kosovar Ministry of Education: To produce graduates for the international, predominantly European labour-market. Even in the best of times, Kosovo's labour-market will not be able to absorb the multitude of graduates the country is producing. The Ministry has repeatedly suggested that because of the very young population of the country, it should provide badly needed young professionals for the region and the European Union – and therefore, the HE institutions have to meet the standards of these potential labour-markets.

Therefore, the question of the "danger" of brain-drain is misplaced in this context. "Brain-drain" is the strategy of the government. This is not necessarily true for the universities itself, as the government is trying to attract the intellectual diaspora back to Kosovo, e.g. as teaching staff for the new university at Prizren. But in the long term, the government's efforts are clearly targeted at out-migration of professionals.

Therefore, it is absolutely inevitable that graduates who have benefited from better Master programs will eventually be ready and willing to seek their fortunes abroad as well. As the connection of courses to the labour-market is, as has been stated, feeble at best, this is only logical. It will surely even be enhanced by a more applied university in Prizren, which will produce graduates without any feasibility-study in regard to the local labour-market. The biggest impediment to labour-migration at this point of time is the visa-regime. It is quite evident that once the visa-regime will be relaxed, labour-migration of graduates in considerable numbers is the inevitable consequence.

This is no negative development at all, if migration is managed correctly. At this point of time, neither ADA nor the Kosovar authorities have any viable strategy in regard to migration. As social engineering in this area hardly ever works in order to *contain* migration, it will be most beneficial to discuss a strategy to *manage* migration. Especially for highly qualified job-seekers, a concept like "circular migration" – or, as the ADA-HE-strategy puts it: "brain circulation" - comes immediately to mind. At this point of time, the relevant stakeholders are relatively far away from this kind of discussion. This has to change once the visa-regime will allow free access to the EU-labour-market. It is the consultant's conviction that ADA-programs for the HE-sector should be prepared for that moment.

The benefit for destination countries is that circular migrants will be less likely to apply for social welfare benefits, as they will be less likely to establish themselves permanently in the destination country and will be less inclined to have their family members join them there. Circular migration patterns create opportunities for migrants to develop a transnational identity, which would in turn probably make them better equipped to take advantage of new developments in an increasingly globalised world, which is extremely important for the HE sector which is traditionally at the forefront of globalization.

Present policies often prevent the development of circular migration patterns, for example because countries limit temporary migration to no more than one 'migration circle', or because migrants are required to largely integrate/assimilate into their destination country, or because dual nationality is made impossible by law or considered socially unacceptable. Linking social insurance and welfare benefits to national borders also limits the development of circular migration flows. Therefore, a comprehensive "brain-circulation-policy" for the HE-sector involves much more than just another program, it has to be directly linked to the basic structure of migration policy itself. This includes both a national as well as an EU-vision, as more and more aspects of migration-policy are considered at the EU-level. To make a distinct recommendation for the Austrian case, the first step would be an analysis of the Austrian migration regime, which is way beyond the scope of this evaluation. It would be wise to look to other EU-countries for best practices or pilot projects<sup>11</sup>. In the end, a basic precondition

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<sup>11</sup> The Dutch government (through the department for development cooperation of the Foreign Ministry) is currently implementing a pilot project on circular migration with Indonesia and South Africa. While the scope of the project is not focussed on HE (but on more practical skills in production), it is well embedded into the national migration policy and regulation. In addition, EU-pilot-projects are planned or underway (see: "Circular

tion will be a bilateral agreement on circular migration between Kosovo and Austria, in which the HE-component can be embedded.

To reflect on the issue of non-discrimination in regard to the three important target-groups – women, ethnic minorities and people with disabilities – it will be necessary to target each group separately as the results of the evaluation vary in this case. First of all, the support for women is evident in many aspects of both programs. Within KAIP, special consideration is given for women who had children in regard to the eligibility for scholarships. WUS has supported the translation of gender-guidelines from the University of Graz to be implemented especially in the development of new Master-programs. All in all, the special consideration of gender-issues seems to be satisfactory.

Much less satisfactory is the consideration of the other two groups. In fact, they don't appear anywhere in both programs. People with disabilities surely have a very problematic situation in Kosovo, and also in regard to access to the higher education sector. This has less to do with a formal barrier – if they pass the necessary requirements, they can of course take up studies like everyone else -, but more a physical one. From own observation in a variety of buildings on the campus of Pristina, it has been evident that these building have not been built with special consideration for mobility-problems of people with disabilities. There is currently no special policy of the University of Pristina in regard to students with disabilities, although it is planned that the already mentioned LINK-office is supposed to deal with this aspect in the future.

It might be useful, if in the future ADA wishes to take up this cause more diligently, to consider this issue more deeply in regard to the foundation of the new University of Prizren, even if ADA itself is not capable of investing in infrastructure.

In regard to ethnic minorities, we have first to discuss the general situation of ethnic minorities in the education sector. If we differentiate between the major ethnic groups and the Serbs – who have with the University of Mitrovica “their own” university and therefore easy access to higher education -, then it becomes evident that further diversity exists. On the one hand, we have ethnic minorities who can rely on an outside country for resources and advocacy – the Bosniaks in relation to Bosnia and Herzegovina and the Turks in relation to Turkey. Actually, the government of Turkey offers a very generous scholarship program which is, although not formally restricted to Kosovo-Turks, mostly used by them. For efforts in higher education in regard to these two groups – and there are special courses for them available at the Faculty of Education of the UP in Prizren already -, the institutions can rely on personnel and scientific material like e.g. books from these two countries and additional indigenous development is not that necessary.

On the other hand, the most marginalized ethnic minorities are those without an outside country to refer to, especially the Egyptians, Ashkali and Roma. Their representation already in the secondary education is quite limited; many children don't even enter primary school. A statistical overview of the representation of ethnic minorities in secondary schools in 2008/2009 gives more insight into the matter:

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migration and mobility partnerships between the European Union and third countries", MEMO/07/197, (<http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/07/197>). Finally, the World Bank has initiated a number of pilot projects on the matter

*Tab. 1 Students from ethnic minorities in the secondary schools in Kosovo, school year 2008/2009<sup>12</sup> (total students in Kosovo: 96.172)*

Bosniaks	958 <sup>13</sup>
Ashkali	204
Roma	34
Turks	823 <sup>14</sup>
Egyptians	124
Gorani <sup>15</sup>	33
Tjere	9
<b>Total</b>	<b>2185</b>

Even if we are very optimistic and assume that all of these students actually finish secondary school – in fact, the drop-out-rate is quite high – experience shows that not more than a third of a cohort will actually consider to study. In the case e.g. of the Roma, this would result in not more than around 10 students from this cohort.

The University of Pristina is following an open-door-policy for ethnic minorities. For them, a quota system has been established which enables students from those minorities to start studies without entrance exams. In addition, for the most marginalized communities, scholarship-schemes exist. Still, only very few actually attend higher education. Most are from the Bosniak and Turkish community, as they find courses in their language in Prizren. Only very few – mostly those who do not want to become teachers and are willing to speak and learn in Albanian – attend the University of Pristina. Here, teachers are generally willing and open to accept e.g. a bachelor-thesis in a local language instead of Albanian to make it easy for the candidates. All in all, there is no legal barrier for students from the minorities to attend university, on the opposite: a system of passive positive discrimination is in place.

The most urgent problem, the most marginalized minorities, can not be solved by creating special courses in their language, as the efficiency of such courses would hardly be justifiable because of the very small number of potential candidates. Indeed, for the Roma, Ashkali and Egyptians, the highest barrier is to reach the end of secondary school, or even primary school, less the follow-up towards higher education. Furthermore, ethnic communities like the Turkish do very well economically without any higher education. Turks are among the highest income-earners in Kosovo, with an average living standard above the common Albanian household. This is related to their successful activities as farmers and their trading-network. The desire to enter higher education in order to, in the end, obtain a much less well paid job maybe in the civil service is not very attractive for a young Turk, who actually can earn a lot more and faster if entering the communities' traditional business activities as soon as possible.

<sup>12</sup> Source: Official statistics of MEST.

<sup>13</sup> Nearly all of them in the cities of Prizren and Peja.

<sup>14</sup> More than two third in the city of Prizren and a close-by town named Mamushe.

<sup>15</sup> Although Gorani are registered as a distinct ethnic minority, they speak the Serbian language and have their economic focus in Serbia. Therefore, a Gorani who wants to study normally goes to the University of Mitrovica.

Still, it is the consultant's opinion that especially the foundation of the new University in Prizren can be instrumental in focusing more on the issue of inclusion of ethnic minorities in the future. The MEST itself claims that it endeavors to create a multi-ethnic and multi-lingual university, unfortunately without going into detail how to achieve this and based in which strategy. The ADA-office in Pristina claims that this issue is supposed to be a "conditio sine qua non" for support of ADA in Prizren. The consultant wouldn't go so far, but surely some efforts in this area should be seen from the partners and can be supported.

The connection between the activities of WUS Austria and the "multidimensional project" and the needs of the labour-market are either weak or non-existing. First of all, all stakeholders lack comprehensive empirical data of what exactly this labour-market is about. In the design of Master Studies, an effort has been made to look into labour-market-issues, but with a not very convincing methodical approach. The Ministry of Education has no or nearly no information about the labour-market for graduates. The University, and the different faculties, work on certain assumptions, which are either not based on evidence or are based on the individual experiences of professors who claim to be interested into issues of employability. Aside from a small career-service-office named LINK, labour-market-guidance for graduates is either non-existing or based on individual advice given by professors, not always, as has been mentioned, based on a deep knowledge. In addition, the international labour-market seems to be a very distant and "hazy" phenomenon for the University. Aside from the "Balkan Case Challenge", where students are on an individual level confronted with issues of international cooperation and are learning to use secondary skills in exercises normally not commonly strengthened at the University-level, some individual impact in regard to enhanced employability can be assumed. In some specific areas – like based on the demands of the banking-sector – internship-programs have been developed and cooperation between the University and the labour-market exists. These are few, but notable exceptions.

The "multidimensional"-project KAIP tried to establish a closer link to the labour-market with the development of the CITT-component. This has, so far, failed.

Labour-market issues will become even more pressing if we take into consideration that the new University at Prizren is one supposed to focus more on applied sciences and the needs of the economy. Unfortunately, again, no feasibility-study has been made and therefore the focus on a variety of initial courses – like translation-services or IT – is based on more or less informed assumptions. This does not bode well for the planned close connection to the labour-market, be it the internal one or the international.

The Ministry for Education clearly acknowledges that even in the best of times, Kosovo will not be able to absorb the high number of graduates it produces. Therefore, an employment-strategy has to gear towards the closer and wider region. So far, at least from the consultant's point of view, any clear strategy in that regard is totally missing both on the level of the Ministry as well as on that of the University of Pristina. It can be assumed no such strategy will be available for Prizren as well. One has to be aware of the fact that the communication problem towards the businesses is often from both sides: The University has not yet learned to communicate with the relevant stakeholders, but the companies themselves have not

been able to communicate their demands and needs properly to the University as well, even, if there has been readiness to listen<sup>16</sup>.

The Ministry of Labour, which is in charge of the job-service, collects some data based on the database of their agencies involved in mediation of job-opportunities to the unemployed. These statistics are widely regarded as inaccurate in reflecting the true state of the internal labour-market, as the degree of informality is very high. Current statistics give nevertheless some tentative indicators, as they differentiate between degrees of skills. The most recent performance report of the placement-activities reports an under-proportional placement-vacancy-ratio for the high-skilled segment of 29%, while the PVR for skilled or semi-skilled job-seekers is 92 or 103% respectively. This indicates that in the segment of higher skilled personnel seemingly restrictions are on the basis of labour-supply<sup>17</sup>. These statistics have to be consumed with caution, as individual networks and relationships are much more important for job-placement than the official labour-agencies in the country.

In summary, the impact or even the orientation of ADA-activities in regard to the Kosovar labour-market can neither be described as sufficient nor as even apparent.

The Bologna-process is the imperative guideline for Kosovar HE-policy. Therefore, the inclusion into the wider European context is of high value of all stakeholders. ADA-activities through both programs have visibly contributed positively towards the achievement of this goal. The establishment of the Accreditation Agency, the development of capacities in curricular development according to ECTS-standards, the support of quality assurance and the support in regard to strategies as well as raising awareness are considerable and important contributions. ADA's commitment is the major source of support for the government to come closer to EU-higher education standards aside from the general budget-lines of the EU-Commission. All stakeholders are convinced that both programs have facilitated significant progress in this regard. The University of Pristina's progress in reform and adjustment to the Bologna-process is rated as comparatively high. Many faculties have, based on both the twinning-activities by KAIP but as well through the twinning-element of the Master development activities of WUS, established good and steady relationships with foreign, especially Austrian universities. Austrian curricula are seen as instrumental for the establishment of the new University of Prizren. Generally, the problem of inclusion of Kosovar institutions of higher education into the European network is a political one. The University of Pristina has not been able to formally sign the membership in the Bologna-process because of political considerations, as not all EU-member-states have acknowledged the independence of Kosovo yet. Formal membership in international bodies of HE is therefore difficult to attain for Kosovo. This will also include the desire of the Accreditation Agency to become a member of ENQA. Therefore, the support given has to stay at the level of inter-university-relationships and cannot, at this point of time, be widened into a long-term partnership in networks where issues of sovereignty are touched. Still, aside from ADA-activities, the University of Pristina takes part in a number of Tempus-programs, which always include international partnerships. It is to be expected that as soon as the issue of international recognition is solved at least

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<sup>16</sup> This situation is not improved by the fact that in Kosovo, the self-organisation of businesses is weak and competing organizations exists which claim representation, but most often do not have them. This is also coming with serious in-fighting. Therefore, in establishing communication, one cannot rely on institutions which in other countries might be the point of first entry, e. h. chambers of commerce or association of manufacturers.

<sup>17</sup> Department for Labour and Employment: Employment Promotion. Performance Report 2008/2009, 06/2008-06/2009, Pristina 2009, p. 29.

with the four remaining EU-countries refusing so far, the inclusion into the EU-HE-space will be smooth and well prepared.

In general, only few activities of ADA in Kosovo are connected to other long-term partnerships or networks. The twinning-component of KAIP has the potential of evolving into a long-term-partnership between the relevant faculties or departments, but evidence is too scarce at this moment to make an assessment. The already mentioned obstacles for international co-operation because of the political situation do not bode well for lasting networks and partnerships which touch issues of political sovereignty at this point of time. Partnerships and networks of individual departments or faculties are possible, and have been proven to work e.g. within the TEMPUS-activities, but they exist either alongside activities of ADA or are not deeply connected. From the impression gathered during the evaluation, efforts are not made to identify other networks or partnerships with the desire to connect to them.

### **Recommendations:**

- In regard to the new university in Prizren, ADA should make a clear concept for a multi-ethnic university a precondition for any wider support of the new institution. While willingness and awareness on the Kosovar side in this regard is visible, a clear vision is lacking and only declarations of good intent are currently available. This is not sufficient. ADA can contribute to this discussion through a "feasibility"-study even after the university has started to work.
- In regard to the new university of Prizren, keeping in mind, that ADA is not providing infrastructural support, ADA should press for a clear concept for the inclusion of students with disabilities in the infrastructural plan and in any renovation undergoing. This should also be made a topic of donor-cooperation once the Kosovar government will approach the donor-community for infrastructural funding.
- ADA should support the development of a strategy for the University of Pristina to include students with disabilities and to develop an infrastructural development plan for upgrading facilities in that respect. ADA could support the authorities in seeking for donor-support in providing the necessary infrastructure especially for enhanced physical access.
- In regard to all application processes for programs in the future – like CDP, Master development, BGP or other – questions should be added in the application forms which directly reflect the cross-cutting issues of people with disabilities and gender. As gender-guidelines for master courses already exist, ADA activities should support efforts to include the needs of people with disabilities as well. E. g. for an application for a master development, applicants should be obliged to describe the gender-situation in their department and the framework for access to education for people with disabilities. In e-learning-components, special consideration should be taken in access for students with impaired vision.
- ADA should make itself familiar with current concepts on circular labour-migration, especially for highly qualified migrants, and use these concepts in order to widen the activities of their HE-program to manage the – inevitable – out-migration in a way that

will both benefit the migrants as well as countries of origin and of destination. Programs of time-bound employment in Austrian companies, long-term study-visits to Austrian universities (like for Master or PhD-programs) and internship-programs like the one run by Zoran-Djindjic-Foundation in Serbia are first steps into that direction. Support for contacts with diaspora-alumni – like it is already available with the BGP – should be strengthened and widened through the establishment of communication-platforms and alumni-networks.

- In order to further capacity-development in regard to labour-market-issues, possibilities to support a career-guidance-center based on the LINK-office in Pristina should be explored, including activities to strengthen the alumni-culture at the different faculties (e.g. through some conditions in that regard in the MSDP).

## 10. Three scenarios for future activities in Kosovo

**Scenario 1:** Follow the wishes of the partner and concentrate activities on the new University of Prizren, with only some limited engagement for the University of Pristina. Focus on all relevant activities, from curricular development to twinning projects to support of equipment. Give full advice on planning and administration and facilitate strong bonds with Austrian universities.

*Rationale:* As partner-orientation is important and a commitment has been made, it is imperative to ensure that the new project will be successful. As the new university is already dubbed the "Austrian university" in Kosovo, the stakes are high and any setback might be detrimental for Austria. Therefore, the University of Pristina should be more or less left to its own devices to focus on the new university, especially as it gives a chance to avoid mistakes which make the reform process in Pristina so difficult.

*Challenge:* The University of Pristina is and will remain to be the focal point of higher education in Kosovo. To withdraw substantially from there without a proper exit-strategy and without replacement to support activities in place endangers sustainability and will cause serious criticism and apprehension. In addition, the reform process at the University of Pristina will continue to need focused support, especially if it is supposed to follow the successful role-model of a new and modern university in Prizren. By withdrawing, important steps to strengthen the capacity of the university cannot be taken. At this point of time, more general programs like Tempus will not be able to fill that gap. In addition, important work to strengthen the HE-sector beyond the universities – like technology exchange and accreditation-processes – will suffer.

As the planning for the new university lacks feasibility and a proper time-plan and many activities are based on political needs and less facts, dangers are evident that the new project will face setbacks which will reflect badly on Austrian engagement, especially as the project is closely connected to Austria in the public eye. The higher the initial investment by ADA, the higher the chances that challenges will be put on the laps of Austrian development cooperation and less on those responsible in the MEST.

**Scenario 2:** Divide the activities evenly between Pristina and Prizren and reserve therefore at least half of the budget for the new university.

*Rationale:* While considering the political importance of the new university in Prizren, there is need to continue the reform process in Pristina as well. In addition, activities with the wider HE-system – departments of the MEST and related agencies – will continue as well. At the same time, a strong commitment to the new university will be visible.

*Challenge:* The same as in scenario 1: As the planning for the new university lacks feasibility and a proper time-plan and many activities are based on political needs and less facts, dangers are evident that the new project will face setbacks which will reflect badly on Austrian engagement, especially as the project is closely connected to Austria in the public eye. The higher the initial investment by ADA, the higher the chances that challenges will be put on the laps of Austrian development cooperation and less on those responsible in the MEST.

**Scenario 3:** Continue the activities with the University of Pristina and the MEST, scrutinize the initial stages of the new University of Prizren carefully and make limited funding available for dedicated and focused engagement in specific areas where the deficits in planning from the Kosovar side will not be a negative influence.

*Rationale:* As the non-existent planning process on side of the MEST cannot be compensated by ADA-intervention in time, it will be necessary to be very careful in the approach towards Prizren. With a limited activity in areas which are less vulnerable to effects of bad planning, ADA both save the face and contribute meaningful with the promise of increased engagement once a clear picture of the emerging new university appears. Areas of focus could be administrative issues (e.g. support in students-registration, training of administrative staff) or curricular development in those courses who actually manage to take off in time. At the same time, necessary activities at the University of Pristina can be continued and strengthened, as well as activities outside the university itself (like e.g. the Accreditation Agency or additional activities in regard to the topic of employability and the labour-market).

*Challenge:* This strategy might not be what the MEST and the Kosovar side in general expects from ADA. The challenge will be to "sell" a limited intervention in Prizren – with the tentative promise to do more in the future – as a significant contribution at this stage of development.

**Recommendation:** Follow scenario 3. Engage diplomatically to alleviate any misgivings.

## 11. Conclusions

### 11.1 Conclusions in regard to the strategy

1. Activities in Kosovo are well embedded in the country's strategy in regard to Higher Education and correlate to the expressed will of both the government as well as the University of Pristina.

2. The current country-program for Kosovo reflects well important issues of the Higher Education Strategy of ADA, but some important points are missing, which need to be included in a future country-program, especially the issue of migration, the existence and reflection of current national strategies in Kosovo and the efforts in regard to the extension of the HE-system, notably the new university in Prizren.

## **11.2 Conclusions in regard to relevance**

1. In Kosovo, ownership is relatively high, as the activities correspond well with the overall strategies and are clearly demand-oriented, also, they fit into the general desire to follow the Bologna-process diligently. In regard to taking over responsibility of implementation, ownership is more weakly, and in regard to the WUS-program not asked for sufficiently. In regard to the plans to establish the new University of Prizren, a too strong partner-orientation might actually pose a certain risk as the planning-process so far has been clearly inadequate. Capacity development is a clear focus of attention and follows at least partly the current guidelines and international standards. On the other hand, many criteria outlined by Austria's basic principles on capacity development are not met.

## **11.3 Conclusions in regard to effectiveness**

1. Both programs in Kosovo try to work in a holistic way, with the WUS-components stronger interconnected than those of KAIP. While in the end the different activities of the KAIP will – hopefully – lead to a better integrated Kosovar HE-system, the different levels – working with the Ministry, with executing agencies and with the University of Pristina – will most probably be closer linked in the second phase. On the other hand, coherence between the two programs is only by chance and not by design. Ratio of input vs. output is satisfactory. Input from the side of partners is not always strong and has led to less successful components of KAIP-activities. Generally, with some few exceptions, the components of both programs have been successful, although information available is only relevant for the output and short-term-outcome, much less so for mid-term outcome, and with a considerable question mark for any impact. Donor-coordination has not been established, neither on the side of the donor-community nor on the side of the responsible ministry. Coherence of Austrian activities is significant in regard to the ministerial level, but non-existent in regard to the relationship of the two programs.

## **11.4 Conclusions in regard to sustainability**

1. In Kosovo, a high plausibility for an assumption of considerable impact is discernible. This is clearly visible in some distinct components, for others the intervention has not been long enough and will need a follow-up. Indicators are well defined in regard to the KAIP, but do not take local conditions into consideration. The LogFrame used for the WUS-program has serious inadequacies. Many indicators here are not SMART. Results are generally defined predominantly at the output-level. In general, capacity within the University of Pristina is good enough to take over some activities, while the Ministry still needs further external support.

## **11.5 Conclusions in regard to outcomes and impact**

1. The brain-drain-effect will not be combated successfully through the ADA-programs in Kosovo, the opposite is more likely the case. Non-discrimination in regard to gender is relatively well established within the activities, while inclusion of both people with disabilities as well as ethnic minorities is not visible at all. For the latter, most marginalized minorities, the challenge begins already with the entry into primary education, not to speak of higher education. Links to the labour-market are weak or non-existent. Contribution towards the inclusion in the Bologna-process is visible. The biggest obstacle seems to be of political nature (the issue of recognition of Kosovo's independence) and less the efforts of the projects or the Kosovar government.

## **12. Lessons learnt**

### **12.1 Lessons in regard to strategy**

1. The strategic development process in Kosovo is dynamic and sometimes faster than the one done by ADA, especially in the HE-sector. Still, the quality of ADA-strategies on both the country- as well as the sector-level is sufficiently high to cater for these changes and make adjustments easy. It is important to have a general strategy which helps to put national specifics into account without losing the "big picture". It is an important lesson that Kosovar strategies are more than mere "paper tigers" and that currently political will is apparent to implement strategies and to develop them further.

### **12.2 Lessons in regard to relevance**

1. Ownership is more than just following the partner's demand. The case in Kosovo shows that caution and good advice from donor-side has to be part of partner-oriented work and it is not wise to "swallow" every proposal because of political convenience. If ownership develops in such a way that demands from the partners are not met by their capacity to execute these demands, the question about the reasonable degree of ADA-involvement at a given time has to be considered. The development of the new university of Prizren teaches the lesson that political expedience can actually be a danger for sustainability and effectiveness of development cooperation if not managed carefully.

In regard to the WUS activities, the position of WUS in the context of HE in Kosovo gives the observer a lesson about the consequences of supporting and nurturing an independent implementing agency outside a given partner-structure, but closely connected to it. The consequence is twofold: Accumulated expertise makes the partner attractive for continued support; the same accumulated expertise makes it more difficult to shift responsibilities from the implementing agency towards the partner-institution, especially if a smooth and problem-free process is desired. In this context, sometimes the exact point in time when it would have been wise to shift ownership more towards the partner-institution can be missed.

In regard to capacity-development, the absence of knowledge about the basic principles of ADA-capacity-development in planning and implementation of some of the activities shows that ADA might have a communication-problem with its implementing agencies. In order to implement the activities up to the current standards, it is necessary to reflect on them on a continuous basis. Producing a guideline or list of principles which afterwards is not inserted into the activities of implementing agencies is not very effective. This leads to serious contradictions.

### **12.3 Lessons in regard to effectiveness**

1. A major lessons learnt is – again – the insight that without capacity-development at the political level – especially the Ministry – working through partner-organizations with the aim of setting up new and innovative structures – like the CITT – will not work. If general capacity-development and political will can either not be provided or generated and if other donor's activities are not complementary to efforts in changing ministerial policies, the results will always be less effective then otherwise. On the other hand, the successful components of both programs teach the lesson that if agents of change are identified properly and energetic dedication by partners is apparent, the success even against obstacles is assured. This can both be said for the KAA as well as of successful Master studies development.

In regard to donor-cooperation the Kosovarian example shows that the gap between declaration and implementation of the Paris Declaration and subsequent documents is still wide and that the interest of donors to fill these declarations with life is as limited as that of the partner-ministry. It is obvious that the possible drawbacks of donor-coordination and –cooperation are more prominent in the mind of actors than the advantages.

In regard to coherence, the example of Kosovo teaches the lesson that cooperation between a development-agency and a ministry without a genuine developmental approach is possible if stakeholders involved agree to discuss issues in a pragmatic manner. While differences in the basic approach or programmatic "ideology" may persist, these do not necessarily have to overshadow activities on the ground. A basis for this success is continuous and open communication. Once this transparency is endangered, the coherence is in danger as well.

### **12.4 Lessons in regard to sustainability**

1. A major lesson learnt is that using planning tools in a formalistic way without the deeper understanding of the various elements and without the "threat" that commitments formulated in these tools – like the indicators filled in the LogFrame – will one day be scrutinized or even regularly monitored, the whole implementation of planning tools is not an inherent part of the process, but the execution of an obligation, not filled with life. For evidence based planning tools, a major lesson is that both sides – the implementing agency as well as the funding agency – have to have a common and full understanding of the tool used, how it is used, how far its results are supposed to influence implementation and how it will be monitored (especially in regard to the degree of diligence). If the perception is evident that an activity-based reporting and negligence of indicators can actually "work", tools are meaningless. This assessment is true for both programs – KAIP and WUS –, as existing LogFrames have not

been adjusted towards changed project realities, which points to a "formalistic" attitude towards them<sup>18</sup>.

2. Again, the lesson learnt in 12.2 is of the highest importance, especially in regard to sustainability.

## 12.5 Lessons in regard to outcomes and impact

1. Any activity geared at enhancing the HE-sector in a small country like Kosovo will inadvertently lead to a higher probability in brain-drain-processes. When a HE-policy is focused, especially in times of economic crisis, to keep a substantial number of young people out of the labour-market in order to contain the rising number of unemployed and not artificially strengthen the informal sector, any activity in managing migration is bound to failure. Issues of brain-drain in small countries have a very different perspective from big countries, as they will never be able to absorb their graduates even in times of economic booms.

Awareness about cross-cutting issues is always difficult to spread, even within implementing agencies. They have the tendency to be seen as formalistic obligations. It is therefore necessary to emphasize the need for them and to communicate them differently from other, more subject-specific issues. The major lesson here is that just mentioned cross-cutting issues as such will not develop into any meaningful consideration by either partner-institutions or implementing agencies. Cross-cutting issues need permanent and specific monitoring and repeated, insistent communication.

The major lesson in regard to labour-market-issues is that no one can expect any link to the labour-market – and subsequently to poverty eradication, as this is the rationale behind it – as long as knowledge about the very topic does not pervade all relevant institutions. This goes for both countries. In a country with a very high degree of informality in the economy, profound knowledge about the local, the regional and the continental market is a precondition for effective targeting the labour-market for graduates. If this knowledge only exists with few, and is not used in any systematic way – as it is to be feared for the new university in Prizren – any labour-market-orientation will remain to be lip-service.

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<sup>18</sup> Again: LogFrames are no static tools, they are not a "bible of project", they are supposed to serve the project implementation. Once they do not reflect project reality anymore, they are supposed to be tools for re-planning and adjustment as well, especially if the assumptions have changed or are not describing reality anymore. This has obviously not been considered in any of the projects.

### 13. Summary of recommendations

#	For whom?	Recommendation
1	ADA Office Pristina and ADA country desk Kosovo, BMWF where applicable	<p>In regard to a general strategy:</p> <ul style="list-style-type: none"> <li>Continue the activities with the University of Pristina and the MEST, scrutinize the initial stages of the new University of Prizren carefully and make limited funding available for dedicated and focused engagement in specific areas where the deficits in planning from the Kosovar side will not be a negative influence.</li> </ul>
2	ADA Office Pristina and ADA / BmEIA country desk Kosovo	<p>The new country-program should emphasize:</p> <ul style="list-style-type: none"> <li>the direct link between support for the new university in Prizren and the need to focus on the needs of the labour-market as well as the inclusion of ethnic minorities, to make sure that the message is clear that these elements are of high importance for ADA.</li> <li>a reference in regard to international labour-mobility, e.g. concepts like circular labour-migration of graduates, as even in good times Kosovo will never be able to absorb all the graduates it produces. This will become an important issue once current visa-restrictions are lifted.</li> <li>To make sure that the new country program has relevance for the HE-sector, current strategic papers developed by the Kosovar partners, especially the HE-sector-strategy as well as the new Research program should be reflected upon and aspects where ADA will contribute should be highlighted accordingly. As a new education law is currently in the making, ADA should closely monitor this process and include possible changes of the law into its own strategy.</li> <li>stronger coherence to EU-related funding programs, as ADA is aside from the EU the other major donor in HE, and this situation will probably not change in the future. Coordination and information-sharing should be enhanced to avoid any duplication of efforts. The complementarity of ADA-activities in relationship to EU-funding should be highlighted prominently.</li> </ul>
3	ADA Office Pristina and ADA country desk	<p>In regard to the new establishment of a university in Prizren and ADA's participation for this effort:</p> <ul style="list-style-type: none"> <li>While respecting the principle of partner-orientation and ownership, the consultant suggests a very cautious and step-by-step-approach in regard to the support of the University of Prizren. Initially, the support should be on a very pragmatic and basic level, e.g. help for the administration of the new university to effectively register new students (software, training) or provision of curriculum-development support in one or two distinct programs with the highest probability of success. Any other activity has to be based on a feasibility-study, even if one might not call it that way. Before any major investment of funds and activities are done in Prizren, ADA will need clear information in regard to the whole internal and external factors for effective – and efficient – capacity development there. Despite all political pressure, there is no way this can be left out or disregarded. Without this important precondition for any development strategy for the new institution, the danger of failure is considerably higher than with it.</li> <li>Twinning-activities will be of high importance for the new University of Prizren, but might actually be too early to</li> </ul>

#	For whom?	Recommendation
		<p>embark upon. The new program should follow a step-by-step-approach for twinning-activities with Prizren, from the simple, problem-oriented facilitation of contact up to real twinning processes later in the development of the new institution.</p> <ul style="list-style-type: none"> <li>• The new University in Prizren will need a strategy, which will include issues like the inclusion of ethnic minorities and the dedication towards the needs of the labour-market. Experiences from the strategy-process handled by KAIP should be used to support such a strategy-process in Prizren, if and insofar the new rectorate there will find this feasible.</li> <li>• ADA should make a clear concept for a multi-ethnic university a precondition for any wider support of the new institution. While willingness and awareness on the Kosovar side in this regard is visible, a clear vision is lacking and only declarations of good intent are currently available. This is not sufficient. ADA can contribute to this discussion through a "feasibility"-study even after the university has started to work.</li> <li>• ADA should press for a clear concept for the inclusion of students with disabilities in the infrastructural plan and in any renovation undergoing. This should also be made a topic of donor-cooperation once the Kosovar government will approach the donor-community for infrastructural funding.</li> </ul>
4	ADA Office Pristina and ADA country desk Kosovo	<p>In preparation of a new tender for a comprehensive program for HE-support in Kosovo, the following aspects should be considered:</p> <ul style="list-style-type: none"> <li>• Future activities now inherent in the WUS-program should, if the decision is taken that they should be continued, be implemented from within the University of Pristina. Strengthening relevant offices and institutions to provide support for the different faculties of the university also in regard to Master development is needed, especially in view of issues like sustainability. A new project implementation agency for the future should only be responsible for implementation itself where it is evident that capacity is not existing at all.</li> <li>• In writing the tender for the new program, ADA should refer directly to current papers on the principles of capacity development and ask bidders to explain their view on these issues with special consideration to the case of Kosovo. Without a clear view on all necessary aspects, including a clear assessment of both drivers as well as constraints of change, it might be that an intervention is actually placed at the wrong level, without addressing the core problem.</li> <li>• All future bids for a tender for a comprehensive program for Kosovo should make sure that they understand the current development-terminology well and are able to differentiate between the different levels of the DAC-impact-chain. The reference to this should be made explicit in the tender-text.</li> <li>• All future bids for a tender have to prove that they understand the relevant planning methods well and be aware of the fact that this will be scrutinized in detail by ADA. ADA should emphasize the proper use of LogFrames as a basic precondition of acceptance of any bid for any tender.</li> <li>• To increase sustainability, the new program should generally be more embedded in given structures of the Kosovar government. KAIP has done a very good first step to do exactly that, the WUS-components should follow where possible. A very important precondition is the strengthening of general capacities of the Ministry of Education. Here increased donor-cooperation in that effect will be necessary: this cannot be achieved by ADA</li> </ul>

#	For whom?	Recommendation
		<p>alone.</p> <ul style="list-style-type: none"> <li>• For a new program, continue those elements of both programs which have proven to be effective so far and can be used in both universities – Pristina and Prizren – without a great amount of additional administrative effort. This recommendation includes specifically the BGP, the MSDP and the CDP. It could be considered to discontinue the CDP in favor of more Master course development. BGP should be continued because of the high importance of the diaspora for HE-development in the country, exemplified by active efforts of the MEST to seek staff for the new university in Prizren among expatriate scholars. This link should be encouraged and strengthened, BGP seems to be a good tool for this goal.</li> <li>• Generally: Programs benefiting the universities from within should be executed by the universities or by staff employed through the program, but working within the university-structure, not outside of it.</li> <li>• From the KAIP, the research-grant-program should be discontinued. With the new research plan available, Kosovo will have access to EU research funding. The new program should concentrate on backstopping for effective application for EU-funding, e.g. beta-reading of applications or trainings in application and financial administration of research grants.</li> <li>• The cooperation with the Accreditation Agency should be reduced to a level which can best be described as "political support". It will continue to be necessary to have some leverage in the KAA, in order to protect the agency from undue political influence and therefore enable it to develop and strengthen its own "standing". This can best be done by an "Austrian umbrella", signifying the continued interest of Austrian development cooperation in the autonomy of the KAA. This will not require a lot of financial commitment.</li> <li>• Activities in donor-coordination and inter-ministerial coherence between Austrian ministries should continue as planned or already implemented. A new tender for a comprehensive program in Kosovo should be developed in close cooperation by both relevant ministries and the internal structure of cooperation should be well defined in order to avoid any misunderstanding. The already established concept of a steering-committee should be continued.</li> <li>• Donor-coordination should concentrate both on cross-cutting issues (like VET and secondary education and its linkage to the HE-sector) as well as on the university of Prizren and possible opportunities for a concerted effort there. In addition, donor-coordination might look into the question in how far other bilateral donors aside from ADA can be attracted to put some resources into the sector. This will be important if the current plans of the government to open even a second new university will actually materialize.</li> <li>• ADA should support the development of a strategy for the University of Pristina to include students with disabilities and to develop an infrastructural development plan for upgrading facilities in that respect. ADA could support the authorities in seeking for donor-support in providing the necessary infrastructure especially for enhanced physical access.</li> <li>• In regard to all application processes for programs in the future – like CDP, Master development, BGP or other – questions should be added in the application forms which directly reflect the cross-cutting issues of people with disabilities and gender. As gender-guidelines for master courses already exist, ADA activities should support efforts to include the needs of people with disabilities as well. E. g. for an application for a master devel-</li> </ul>

#	For whom?	Recommendation
		<p>opment, applicants should be obliged to describe the gender-situation in their department and the framework for access to education for people with disabilities. In e-learning-components, special consideration should be taken in access for students with impaired vision.</p> <ul style="list-style-type: none"> <li>• ADA should make itself familiar with current concepts on circular labour-migration, especially for highly qualified migrants, and use these concepts in order to widen the activities of their HE-program to manage the – inevitable - out-migration in a way that will both benefit the migrants as well as countries of origin and of destination. Programs of time-bound employment in Austrian companies, long-term study-visits to Austrian universities (like for Master or PhD-programs) and internship-programs like the one run by Zoran-Djindjic-Foundation in Serbia are first steps into that direction. Support for contacts with diaspora-alumni – like it is already available with the BGP – should be strengthened and widened through the establishment of communication-platforms and alumni-networks.</li> <li>• In order to further capacity-development in regard to labour-market-issues, possibilities to support a career-guidance-center based on the LINK-office in Pristina should be explored, including activities to strengthen the alumni-culture at the different faculties (e.g. through some conditions in that regard in the MSDP).</li> <li>• If possible, structures within the MEST should benefit more from capacity-development. The core issues are lack of evidence based planning tools in all departments of the Ministry and a missing link between planning in terms of content and in terms of budget. Financial officers do not understand content, content-planners do not understand the financial implications. Project-cycle-management and related tools should be introduced. Close cooperation with SIDA will be necessary as SIDA has already started such a process, although with very limited impact.</li> </ul>

## **14. Annex**

### **14.1 List of interviewees**

1. Alija, Avdulla (Director, MEST)
2. Aliu, Luljeta (student)
3. Aziri, Asim (ADA)
4. Beaumont, Sophie (EU-Delegation Pristina)
5. Beka, Arlinda (LINK-office)
6. Bigagli, Francesco (OSCE)
7. Buza, Shaban (Professor UP)
8. Dedaj, But (WUS)
9. Dragaj, Adnan (Advisor, MEST)
10. Ericson, Lovisa (SIDA)
11. Geosits, Christian (ADA)
12. Günther, Johann (KAIP)
13. Hoti, Veli (student)
14. Ilazi, Hasnije (Professor UP)
15. Kelmendi, Flora (Worldbank)
16. Lushaku, Jehona (KAIP)
17. Mrasori, Naser (Vice-rector UP)
18. Mjerky, Milaim (student)
19. Muja, Basri (KAA)
20. Nikocheviq, Elmedina (LINK-office)
21. Pupovci, Dukagjin (Director KEC)
22. Rifaj, Defrim (Director, Ministry of Labour)
23. Shtufi, Kriste (Professor UP)

## 14.2 Schedule of field-trip

Date	Time	Location	Activity	Counterpart
<b>Sat – 06 March</b>				
Arrival in Pristina				
<b>Sat – 06 March</b>				
13.00-17.00 Briefing with local consultant, study of documents				
<b>Mon – 08 March</b>				
	09:00 – 10:30	Kobü Prishtina	Briefing	Kobü Leiter, Christian Geosits
	10:30 – 11:30	<b>WUS Austria office</b>	Meeting, Project activity briefing	But Dedaj, Regional Manager
	14:00-15:00	LINK-office, University of Belgrade	Meeting	N.N.
	16:00 – 17:00	European Commission building	Meeting	Sophie Beaumont, Task Manager / Social Dev.
<b>Tue – 09 March</b>				
	09:00 – 10:00	University Prishtina Rectorate building	Meeting	Naser Mrasori, Vice Rector for International Relations
	10:30 – 11:30	University Prishtina Rectorate building Cancelled because of students demonstration	Meeting	Dr.Bajram Berisha, Vice Rector for Education
	13:00 – 14:30	KEC, Kosova Education Centre	Meeting	Dukagjin Pupovci, Director
	15:00 – 16:30	MEST, Minister's cabinet	Meeting	Adnan Dragaj, Advisor to Minister, HE, Prizren Univ.
<b>Wed – 10 March</b>				
	9:00 – 10:00	SIDA (Swedish Embassy, St. Perandori Justinian 19 (Pejton)	Meeting	Lovisa Ericson Education Programme Officer
	11:00-12:00	World Bank, St. Mujo Ulqinaku 3	Meeting	Flora Kelmendi, Operations Officer
	13:00 – 14:00	OSCE building	Meeting	Francesco Bigagli, Ph.D. Chief, HE section
	15:00-16:00	CITT (MEST building) Cancelled because of earthquake	Meeting	Naim Hasani, Head of CITT
	16:00-18:00	KAIP Project (Student mensa building, UP)	Meeting, Project activity briefing	Dr. Johann Günther, Project Manager
<b>Thu – 11 March</b>				
	9:00 – 10:00	UP Professors, beneficiaries form BGP and CDP program;	Organized by WUS Austria (follow up for details with WUS)	See list of interviewees
	10:00 – 12:00	UP Students	Organized by WUS Austria (follow up for details with WUS)	See list of interviewees
	14:00 – 15:00	Ministry of labour and social welfare; Department of labour and employment	Meeting,	Defrim Rifaj, Director
	15:30 –	KAA-Kosovo Accreditation	Meeting	Mr. Basri Muja, Head of KAA

	16:30	Agency, UP student mensa building		
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<b>Fri – 12 March</b>				
	09:00 10:30	ADA office Prishtina	De-briefing	Christian Geosits Arsim Aziri
	13:00- 14:00	MEST, HE Directorate	Meeting	Dr. Avdulla Alija, Director
	14:30 – 16:30	KAA-Kosovo Accreditation Agency, UP student mensa building	Meeting	Mr. Basri Muja, Head of KAA
<b>Sa – 13 March</b>				
Report writing				
<b>So – 14 March</b>				
Departure				

### 14.3 List of documents and publications

#### General Documents

ADA: Leitfaden für Projekt- und Programmevaluierungen, Wien 2008

ADA: Higher Education and Scientific Cooperation. Strategy. Wien 2009.

ADA: Umsetzungsmatrix zur Hochschulstrategie 2009

ADA: Formatvorlage Country strategies (02b Formatvorlage Länderstrategie 20090116.doc)

ADA: OEZA – Qualitätskriterien Glossar. Wien o. J.

ADA: OEZA – Qualitätskriterien Armutsminderung. Wien o. J.

ADA: OEZA – Qualitätskriterien Bildung. Wien o. J.

ADA: OEZA – Qualitätskriterien Gender-sensitive Entwicklungszusammenarbeit. Wien o. J.

ADA: OEZA – Qualitätskriterien Kapazitätsentwicklung. Wien o. J.

ADA: Allgemeininformation zur Österreichischen Entwicklungszusammenarbeit (OEZA) bzw. Austrian Development Agency (ADA), Power Point Presentation, Wien o. J.

ADA: Allgemeininformation zum OEZA Bildungssektor. Power Point Presentation, Wien o. J.

ADA: Ausschreibungsunterlage (Aufforderung zur Angebotsabgabe) für das Verhandlungsverfahren nach dem Bundesvergabegesetz 2006 zum OEZA-Projekt „Evaluierung Hochschulbildung in Nicaragua und Südosteuropa 2005-2009“. Wien 2009.

ÖSB Consulting/ L&R Sozialforschung: Bildungssektorevaluierung 2007 (inkl. Länderberichte)

**Kosovo**

*Short project descriptions and short internal comments are not documented here.*

ADA: Strategie Hochschulbildung, Wien 2009

ADA/Government of Kosovo: Strategy University Prishtina 2009-2013, Prishtina 2009

ADA: Projektdokumentation Bosnien und Montenegro (inkl. Evaluierung)

Bekan, Noda: CAREER CENTER AS A BRIDGE BETWEEN UNIVERSITY AND LABOR MARKET, Pristina o. J.

BIRN: SITUATION AND PROBLEMS AT THE UNIVERSITY OF PRISHTINA, Prishtina 2009

Department for Labour and Employment: Employment Promotion. Performance Report 2008/2009, 06/2008-06/2009, Pristina 2009

KAIP: Multidimensional Project for the Implementation of an Institutionalised Partnership between Austria and Kosova in the Field of Higher Education, Research and Innovation, Activity Report, Prishtina 2007

KAIP: Multidimensional Project for the Implementation of an Institutionalised Partnership between Austria and Kosova in the Field of Higher Education, Research and Innovation, Activity Report, Prishtina 2008

KAIP: Multidimensional Project for the Implementation of an Institutionalised Partnership between Austria and Kosova in the Field of Higher Education, Research and Innovation, Midterm-Report Oct 2008-April 2009, Prishtina 2009

KAIP: Multidimensional Project for the Implementation of an Institutionalised Partnership between Austria and Kosova in the Field of Higher Education, Research and Innovation, Midterm-Report May-Oct 2009, Prishtina 2009

KEK/CDC: Country Programme Evaluation 2006-2008, Zurich 2008

KEK/CDC/nadel: Interim Evaluation of the "Multidimensional Project for the Implementation of an Institutionalised Partnership between Austria and Kosova in the Field of Higher Education, Research and Innovation" (KAIP). Minutes of the lessons learnt workshop in Vienna 17.11.2009

Ministry of Education, Science and Technology: STRATEGY FOR DEVELOPMENT OF HIGHER EDUCATION IN KOSOVA (2005-2015), Prishtina 2004

ÖSB/LR: Evaluation of the Education Sector of Austrian Development Cooperation and Cooperation with South-East Europe, Wien 2007

OSZE: A Study on the Implementation of the Bologna Process at the University of Prishtinë/Priština, Prishtina 2009

o. V.: Multidimensional Project for the Implementation of an Institutionalised Partnership between Austria and Kosova in the Field of Higher Education, Research and Innovation, o. O. 2006

UNMIK: A Strategy for Education for Rural People in Kosovo (2004 – 2009), Prishtina o. J.

SIPU: Joint Education Sector Consultancy Feasibility Study for Sector Wide Approach in Kosovo – Inception Report, Prishtina 2008

SIPU: ASSESSMENT OF THE SECTOR STRATEGIES, Prishtina 2008

SIPU: KOSOVO ROADMAP FOR IMPROVED EDUCATION SECTOR PERFORMANCE AND AID EFFECTIVENESS, Prishtina 2008

SIPU: Capacity Development & Education Reform Programme (CBERP) in Kosovo 2009-2010, Inception Report, Prishtina 2009

United Nations Kosovo Team: STRENGTHENING THE HUMAN CAPITAL OF KOSOVO AVENUE TO ACCELERATED HUMAN DEVELOPMENT, Paper, Prishtina 2008

WIIW: Positionierung der österreichischen bilateralen Ostzusammenarbeit 2008-2015, Wien 2007

WUS: Building Quality, Knowledge and Skills for Social and Economic Development – Support to Reforms of Higher Education in Kosovo 2008-2011, Project Proposal, Graz 2007