

# **Albania**

## **Mid-Term Evaluation**

**Thematic window: Youth, Employment & Migration**

**Programme Title: Youth Migration: Reaping the Benefits and Mitigating the Risks**

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## **Prologue**

The current mid-term evaluation report is part of the efforts being implemented by the Millennium Development Goal Secretariat (MDG-F), as part of its monitoring and evaluation strategy, to promote learning and to improve the quality of the 128 joint programs in 8 development thematic windows according to the basic evaluation criteria inherent to evaluation; relevance, efficiency, effectiveness and sustainability.

The aforementioned mid-term evaluations have been carried out amidst the backdrop of an institutional context that is both rich and varied, and where several UN organizations, working hand in hand with governmental agencies and civil society, cooperate in an attempt to achieve priority development objectives at the local, regional, and national levels. Thus the mid-term evaluations have been conducted in line with the principles outlined in the Evaluation network of the Development Assistant Committee (DAC) - as well as those of the United Nations Evaluation Group (UNEG). In this respect, the evaluation process included a reference group comprising the main stakeholders involved in the joint programme, who were active participants in decisions making during all stages of the evaluation; design, implementation, dissemination and improvement phase.

The analysis contained in the mid-term evaluation focuses on the joint program at its mid-term point of implementation- approximately 18 months after it was launched. Bearing in mind the limited time period for implementation of the programs (3 years at most), the mid-term evaluations have been devised to serve as short-term evaluation exercises. This has limited the scope and depth of the evaluation in comparison to a more standard evaluation exercise that would take much longer time and resources to be conducted. Yet it is clearly focusing on the utility and use of the evaluation as a learning tool to improve the joint programs and widely disseminating lessons learnt.

This exercise is both a first opportunity to constitute an independent "snapshot" of progress made and the challenges posed by initiatives of this nature as regards the 3 objectives being pursued by the MDG-F; the change in living conditions for the various populations vis-à-vis the Millennium Development Goals, the improved quality in terms of assistance provided in line with the terms and conditions outlined by the Declaration of Paris as well as progress made regarding the reform of the United Nations system following the "Delivering as One" initiative.

As a direct result of such mid-term evaluation processes, plans aimed at improving each joint program have been drafted and as such, the recommendations contained in the report have now become specific initiatives, seeking to improve upon implementation of all joint programs evaluated, which are closely monitored by the MDG-F Secretariat.

Conscious of the individual and collective efforts deployed to successfully perform this mid-term evaluation, we would like to thank all partners involved and to dedicate this current document to all those who have contributed to the drafting of the same and who have helped it become a reality (members of the reference group, the teams comprising the governmental agencies, the joint program team, consultants, beneficiaries, local authorities, the team from the Secretariat as well as a wide range of institutions and individuals from the public and private sectors). Once again, our heartfelt thanks.

The analysis and recommendations of this evaluation report do not necessarily reflect the views of the MDG-F Secretariat.

DIETMAR AIGNER

**MID-TERM EVALUATION OF THE MILLENIUM  
DEVELOPMENT GOAL ACHIEVEMENT FUND**

# Youth Migration: Reaping the Benefits and Mitigating the Risks

Spanish MDG Achievement Fund for Youth, Employment and Migration  
A Government of Albania programme implemented by the United Nations  
and financed by the Government of Spain

**DRAFT EVALUATION REPORT**

**05 December 2010**

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## GLOSSARY OF ACRONYMS

ABCCI	Albanian British Chamber of Commerce and Industries
ALMP	Active Labour Market Policies/ Programmes
AS@N	Albanian Students Abroad Network
CSR	Corporate Social Responsibility
CTA	Chief Technical Adviser
EF	Employment Fund
GDP	Gross Domestic Product
ILO	International Labour Organisation
INSTAT	National Institute of Statistics
IOM	International Organisation for Migration
JP	Joint Programme
LFS	Labour Force Survey
LMIA	Labour Market Information and Analysis
MDG	Millennium Development Goal(s)
MDG-F	Millennium Development Goals Trust Fund
MFA	Ministry of Foreign Affairs
MoLSAEO	Ministry of Labour, Social Affairs and Equal Opportunities
MTCYS	Ministry of Tourism, Culture, Youth and Sports
NAP	[Youth Employment] National Action Plan
NES	National Employment Service
NSDI	National Strategy for Development and Integration
ONE UN	One United Nations Programme for Albania
PMC	Programme Management Committee
PPP	Public Private Partnership
TEP	Territorial Employment Pact
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNRC	United Nations Resident Coordinator
UNICEF	United Nations Children's Fund
YEM	Youth, Employment and Migration [Joint Programme]
YES	Youth Employment Services

## **PREFACE**

This Mid-term evaluation covers assistance to the Republic of Albania's youth employment and youth migration measures financed under the joint programme "Youth Migration: Reaping the Benefits and Mitigating the Risks", a Government of Albania programme implemented by the United Nations and financed by the Government of Spain under the Spanish MDG Achievement Fund for Youth, Employment and Migration.

This Evaluation Report has been prepared by Dietmar Aigner during the period September to October 2010 and reflects the situation at 12 October 2010, the cut-off date for the Report. The factual basis was provided by formal programme documentation, regular programme progress reports, other relevant sectoral and regional documents and materials, and interviews with the main parties.

## EXECUTIVE SUMMARY

### INTRODUCTION

This mid-term evaluation covers technical assistance provided to the Government of Albania through the One UN Joint Programme *Youth Migration: Reaping the benefits and mitigating the risks*. The joint programme, financed by the Government of Spain through the Millennium Development Goals Achievement Fund, with a contribution of US\$3.2 million, is being implemented in partnership with the Ministry of Labour, Social Affairs, and Equal Opportunities (MoLSAEO), the Ministry of Culture, Tourism, Youth and Sports, and the Ministry of Foreign Affairs. Some of the key implementing partners include the National Institute of Statistics, the National Employment Service, the regional governments, and social partners.

The mid-term evaluation has the following specific objectives:

- *To know about the quality of the design and the internal coherence of the joint programme, the external coherence to the United Nations Development Assistance Framework and national development Strategies and up to what extent national ownership is present in the implementation of joint programmes according to the terms defined by the Paris Declaration and Accra Action Agenda.*
- *To know about the implementation of the joint programme, the efficiency of the management system with regards to planning, coordination, and use of the designated resources for its implementation.*
- *To know about the degree of effectiveness of the programme in terms of; beneficiaries, contribution to the thematic window as well as to the Millennium Development Objectives at local level and/or in the country.*
- *A preliminary assessment of the sustainability context including the joint programme outcomes as well as barriers and counter-measures in order to ensure sustainability.*

### THE INTERVENTION

The long term goal of the Youth Employment and Migration joint programme (YEM JP) is to contribute to the success of the One UN Programme endorsed in October 2007, particularly to two out of the five outcomes - more transparent and accountable governance and regional development. The programme complements the Albanian planning framework, such as the overall National Strategy for Development and Integration, and the National Youth Strategy or the Employment Strategy. Its implementation approach is based on a set of coordinated interventions that draw on the mandate, expertise and added value of the national and local partners, as well as that of the four participating UN agencies. The expected results at the end of the JP include:

- Improved capacity of the Albanian government to monitor youth labour market indicators;
- Existence of an inter-institutional mechanism able to design, monitor and evaluate youth employment and migration policies;
- A permanent partnership mechanism between the public and private sectors;
- Improved knowledge and understanding of integrated policies and measures to tackle the informal economy and their impact on migration;
- Coordination system for social pacts for youth employment at local levels, and
- A system for mobilising resources from Albanian communities abroad.

Implementation of the YEM JP started in early January 2009. Initial progress has been slow due to a number of factors, including: the need to strengthen effective technical cooperation between the various UN agencies involved; the prevailing political environment where national elections and changes in the government led to a temporary loss of decision-making and implementation capacity within the Albanian administration.; and particular difficulties in

setting up the Regional Employment Fund, and in obtaining office space for YEM JP implementation staff and one regional Youth Employment Service Centre. After a slow start the programme is now rapidly catching up. Three interlinked outcomes were planned:

***Outcome 1. Youth employment is a priority of the National Strategy for Development and Integration***

Work on the nationwide survey on trends in youth employment and migration of young people in Albania has been completed and is available to support the design of employment policies and targeted labour market measures aiming to minimize the risks of engaging in irregular migration. Implementation of a staff development programme on the use and production of statistical indicators on youth employment, informal employment and migration has been on-going. The Inter-institutional Working Group on Labour Market Information and Analysis delivered a manual/ guidance document recommendations for producers and users of labour market information. Training sessions have explained the relevance, concepts and measurements, international standards, measurement, and indicators for informal employment and informal sector employment. This exercise will facilitate the preparation of a national definition of informal employment and informal sector employment and measures for employment in the informal economy. Further training is being delivered. The Youth Employment National Action Plan (NAP) has been prepared by an inter-institutional working group under the leadership of MoLSAEO. It is now up to MoLSAEO to present the NAP to the Government and to seek for timely approval. A major concern remains however, due to a prevailing resource gap of US\$7.5 million.

***Outcome 2. Risks of migration are reduced through innovative employment programmes targeting disadvantaged youth in two pilot regions***

Progress in addressing the objective of improving youth employment coordination, especially the role of regions in promoting youth employment through financing mechanisms such as regional employment funds has been slow. The main problem for timely establishment of the Regional Employment Fund has been the lack of a financial procedure for the transfer of the funds. UNICEF is supporting the development of national standards on counselling, which are shared and consulted accordingly with MoLSAEO. The skills survey for assessing skill needs in the regions of Kukes and Shkodra has been completed and the outputs of this survey will contribute to better design and delivery of labour market training. As part of the interventions to counteract informal employment, a comprehensive programme on Youth Rights at Work has been designed.

The Youth Employment Services (YES) Centre Shkodra has been operational since March 2010 and operations of YES Kukes started in October 2010. The JP envisages continued YES support until 2011, to build capacities and provide state of the art services. Gradually, the Shkodra office is taking a proactive approach by proposing opportunities for employment and vocational education to its youth clients. The goal remains to deliver full guidance and counselling services in both Shkodra and Kukes offices.

Vacancies in enterprises all over Albania were identified to conduct work-training/ wage subsidiaries programmes. Following an assessment of the applications received in compliance with the programme selection criteria outlined in the operational guidelines, more than 300 vacancies were deemed as having the potential of leading to long-term sustainable employment for disadvantaged youth. Implementation started in June 2010 in Shkodra with other regions to follow.



***Outcome 3. The positive impact of migration is increased through enhanced linkages between Albanian communities abroad and home communities***

One output has been integrated in the delivery of youth programmes under the PPP framework. Operational guidelines for this measure have been drafted. The online mapping of Albanian students abroad was completed by the end of June 2010, in parallel with the identification of vacancies in the private sector. A 6-month long internship/ employment scheme had commenced by July 2010. Concerning the second output, IOM is undertaking the necessary preparatory work to adjust the planned activities for mobilising Albanian communities to the needs of the programme and is coordinating the relevant inputs from ILO and UNDP. Implementation is expected to progress significantly from the beginning of 2011 onwards.

**EVALUATION FINDINGS**

**Relevance:** Overall, the YEM JP is highly relevant and needed, but ambitious in scope and coverage relative to its timeframe and resources. It is based on a sound analysis of problems, inequalities and gaps. The intervention areas are highly relevant to the needs of the country. The chosen intervention approach: splitting the whole programme into three main components provides for complementary actions at different intervention levels, and supports the achievement of outcomes. Overall, the YEM JP consists of a set of valuable but sometimes disparate activities.

The intervention strategy, despite some weakness, is sound and has demonstrated sufficient ability to adapt to the needs of intervention areas. Monitoring indicators are relevant and in many cases allow the direct measurement of outputs and outcomes. The contribution of the Millennium Development Goals Trust Fund Secretariat has been positive as concerns ensuring design quality and guidance in adapting a coherent approach. The YEM JP has taken account of national strategies and priorities. The programme is well integrated and complements the Albanian planning framework such as the National Strategy for Development and Integration, and is part of the overall ONE UN programme for Albania. Adequate government counterpart and beneficiary consultation took place during the design stage, furthermore, Albanian NGOs and social partners were involved in order make sure that their later involvement in implementation would be successful.

**Efficiency:** Overall, programme implementation is characterised by very long delays in all components, but once projects have started, efficiency improves rapidly. In practice, the overall management function, to a large extent, is provided by the Chief Technical Adviser in addition to her normal responsibilities. Setting up efficient inter-agency coordination was difficult at the beginning but has since then improved. At the time of this evaluation the Programme Management Committee provides an efficient coordination mechanism. The pace of implementing programme outputs should ensure completeness of the JP's results. The programme demonstrates a high degree of appropriate measures able to respond to the political and socio-cultural context. Working closely with Government, agencies, the private sector and individuals has ensured that the activities carried out reflect current political and socio-cultural realities.

**Efficacy:** Overall, after an extensive delay, the YEM JP is catching up and making substantial progress towards effective achievement of programme objectives, Millennium Development and thematic window goals. The outputs produced so far demonstrate in general a level of good quality and JP implementation is followed up adequately. The JP provides coverage to the government counterparts and beneficiaries as expected. All relevant central state institutions dealing with youth employment and migration contribute to the implementation of the programme. The target areas for regional activities (Shkodra, Kukes) have been chosen well, taking into account the size and complexity of the underlying socio-economic problems. There appears to be a good mix of final beneficiaries among

different social groups, comprising high school attendants and graduates, low and unqualified youth, long term unemployed, and university students and graduates studying abroad.

Apart of the experimental character of the JP, the YEM offers many innovative measures within its respective components. Clear success stories should materialise when physical implementation has been more substantially advanced. The YEM takes account of the need to promote fair youth employment. Tackling migration is one of the strategic priorities of the YEM JP. The programme matches horizontal measures with potential significant political impact at national levels with hands-on direct support ensuring maximum outreach in the target regions.

**Sustainability:** Overall, the achievements of YEM JP require greater emphasis on follow up and sustainability. Operating and administrative capacities still need to be systematically developed if the JP is to produce all of its potential impacts. Financing remains a key issue of concern when it comes to replicating individual programme results and to scale-up the JP achievements to Albania generally. In particular, the financing gap in the NAP still needs to be overcome. On the other hand, expansion of some successful services can be done with little financial input and therefore, the concept should be quickly disseminated. A good degree of consistency as regards visions and actions of the different partners involved has been ensured. The various actors in the YEM JP demonstrate a degree of consistency with the aims and activities of the intervention.

Further measures are required to develop systematic sustainability of the various outputs being achieved. The need to make programme outputs sustainable, to foster replication of models being delivered and to facilitate policy reflection on intervention tools is apparent. With physical implementation now being moved towards achievement of goals the requirement to consider the viability of project outputs has been largely recognised by the PMC.

**Country level:** The evaluation highlights a range of benefits and challenges associated with joint UN programming. The JP has helped to clarify UN agency mandates, determined roles based on comparative advantage, improved communication and strengthened joint planning. Good working relations have been established between technical staff at central and regional levels. Joint programming has also helped take forward a more unified cluster approach. The evaluation also raises wider questions about joint programming, including the need for criteria to determine when joint programming is the most appropriate approach and indicators for measuring the efficiency and effectiveness of joint programme processes and outcomes. Provided all expected outputs materialise in time the YEM JP has the potential to support the Millennium Development Goals of Albania within the given thematic window.

## CONCLUSIONS AND LESSONS LEARNED

### Conclusions

Overall, the YEM JP is highly relevant and addresses key issues in respect of socio-economic development of Albania. The programme design is ambitious in scope and coverage relative to its timeframe and resources. Individual components and projects appear to be innovative in tackling youth employment and migration and have made good use of the technical experience and good practice existing at the various agencies involved. Apart of the experimental character of the YEM JP it offers many innovative measures within its respective components.

Programme implementation is characterised by very long delays in all components, but once projects have started, efficiency has improved rapidly and making substantial progress towards effective achievement of programme objectives, Millennium Development and

thematic window goals. At the time of this evaluation, a substantial number of activities was about to start which should boost commitment and disbursement. In general, there are good prospects for those interventions already under implementation to effectively meet the expected outputs. There remain a few individual interventions where full effectiveness is still at risk. These relate mostly to the missing government approval and the delays in setting-up Regional Employment Fund. Provided these difficulties can be overcome in time, the YEM JP is expected to be fully effective.

Sustainability of the results being achieved is in doubt because of limitations on government funding, legislation and the determination of policy. Also, the achievement of wider impacts of the programme requires greater emphasis on systematic follow up and replication. While there is political will for this replication, the quality and efficiency of its implementation will depend on professionalism of public administration, especially those in the regions. This has been acknowledged by government partners, agencies and beneficiary institutions and the PMC is expected to host to a facilitated discussion and expression of national and regional commitment as concerns the durability and replication of the various outputs being achieved.

Whilst the technical assistance services provided by UN staff is appreciated by beneficiaries and government counterparts, programme components and activities are largely implemented by with technical inputs coming from individual agencies. JPs do have their advantages and benefits but the programme under evaluation has not yet revealed major added value in terms of synergies, apart from more efficient multi-stakeholder coordination. The programme as such however, is clearly of key importance for Albania and its Millennium Development Goals and has a good chance to deliver its expected outcomes within the given timeline.

### **Lessons learned**

#### Joint programming and joint programmes

The introduction of the JP approach has also meant a shift in culture as concerns inter-agency work. This evaluation highlights the need for UN agencies to continue exploring more efficient ways of working together, particularly at regional and local levels. Ideally, the JP, and any future UN programming, should work through a joint UN team based in a joint UN office. However, this might not always be fully feasible since some agencies work with fully projectised staff or have staff that is not fully deployed to a single intervention. In the longer term this requires also progress on wider UN reform at global and national levels, for example, to harmonise administrative and other procedures notably in respect to JP staffing policy.

Joint programming should not be an end in itself and it would be useful to develop criteria to determine when joint programming is the most appropriate approach. Clear expectations of joint programming and indicators for measuring its efficiency and effectiveness in terms of process and outcomes are welcome. Management and coordination mechanisms for JPs need to be explored and agreed by the UN agencies involved prior to implementation.

#### Youth employment and migration

Any future intervention in the area regardless the source of finance should ensure that young people's issues are also incorporated into the formulation of youth policies and programmes. Equally, the same approach is needed for the systematic involvement of workers' and employers' organisations in the design and implementation of programmes, including active labour market policy.

Upon completion the YEM JP will have demonstrated a number of innovative measures and pilot experiments that should allow the Albanian central and regional governments to

conceive and adopt active labour market measures for youth employment and to tackle migration more effectively - of strategic importance for the country. Thorough assessment of pilot interventions and pro-active replication of success models is therefore indispensable if the socio-economic situation of the country is to significantly improve.

The current version of the NAP offers some feasible interventions that would also lead into the sustainability of YEM interventions, identifies specific lessons learned and replicable models, and builds on some of the YEM achievements to launch them to a larger scale.

## **RECOMMENDATIONS**

### Design of future joint programmes – long term recommendations

Design of future JPs should put clear emphasis on exploring coordination and management mechanisms in order to strengthen efficiency. Whilst all UN agencies can potentially provide very valuable technical input, not all of them are equally resourced and organised to fully act as lead agency. Design of future JPs should also actively promote the identification of synergy effects.

UN agencies and government counterparts involved in JP should agree detailed implementation mechanisms, for instance by making agreements in the form of a Memorandum of Understanding.

Design of future JPs should clearly explore the role and responsibility of individual government counterparts. In particular, the responsibility of government counterparts for following-up and maintain programme outputs needs to be defined and agreed at programming stage.

In order to strengthen ownership, future JPs should include government co-financing. Preference should be given to the joint financing of activities sourced from UN and national funds.

Future JP needs to ensure that programme consistency is ensured also via a common communication platform. Creating a unified identity is a key requirement for a successful JP. It is important that all parties agree to communicate consistently on the purpose and expected results of the government reform, effort. Individual national counterpart or agency results nevertheless have to be acknowledged, but should be communicated in a harmonised way.

Moreover, in the longer term, a common set of criteria for the selection of NGO partners and contractors, an enforced common approach to monitoring their performance and feedback systems would benefit the quality of JPs. If the JP approach is to receive increased importance in future, the UN agencies should continue to streamline and harmonise financial and narrative reporting requirements.

### Sustainability of YEM JP – short and medium term recommendations

Funding of the NAP remains a key issue for sustainability. Whilst the MOLSEA is actively searching for extra funds, the PMC should closely monitor the process taking place.

The next round of Programme Management Committee (PMC) meetings should facilitate a coordinated discussion and devise a decision making process concerning follow up actions required from Albanian government counterparts in line with the leadership expected from national authorities. Albanian central institutions should inform the PMC in advance of the respective meeting of their proposals for making project outputs sustainable. The PMC Albanian representatives with immediate decision making powers should then agree on the

measures being taken. By the end of the programme all respective outputs should be accommodated within firm and durable arrangements for their continuation.

Impact and sustainability of work-training/ wage subsidies projects and the internship scheme for Albanian students/ graduates should be fully explored by the PMC based on assessment reports produced by the respective contractors. Baseline data and success rates are needed in order to evaluate the benefits of these innovative measures and to explore their future replication. In particular National Employment Service should explore the benefit from working closely with both the private sector and the civil society which would help to foster sustainability.

Provided the Regional Employment Funds does not manage to become operational by the beginning of 2011 a reallocation of funds should be seriously considered by the PMC. In line with the original focus of the Fund work-training/ wage subsidies and education activities for the target regions should receive funding.

In the event that the NAP does not manage to receive full financing in line with the planned scope of activities the MoLSAEO should make a clear selection and prioritisation of activities being implemented in line with funding shortage. Priority should be also given to interventions which continue with or disseminate the results being achieved by YEM JP.

#### Sustainability of YEM JP – long term recommendations

Future programmes should seek to increasingly involve national and local authorities programme implementation and management, in order to stimulate ownership and capacity building. UN assistance should preferably used to cover technical assistance and capacity building needs and to promote good practice in active labour market interventions, employment of youth and disadvantaged people, and migration.

## MAIN REPORT

### 1. INTRODUCTION

#### 1.1. Background

Over the past two decades, Albania has experienced one of the highest emigration rates of any country in the world. Absence of decent work opportunities and the uncertainty of a better future are the main motivational factors, particularly for Albanian youth, to migrate internally and abroad. The recent high Gross Domestic Product (GDP) growth rate, fuelled mainly by the inflow of remittances, has not translated into employment creation. Youth from urban areas is twice as likely to be unemployed than adults. Unemployment, however, is a less-affordable option for people living in rural areas, where most young workers have to accept any job, including underemployment and informal employment.

Since January 2009, within the context of the One UN Programme, the International Labour Office (ILO), the International Organization for Migration (IOM), the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF) have been providing technical assistance to the Government of Albania through the One UN Joint Programme *Youth Migration: Reaping the benefits and mitigating the risks*. The joint programme (JP), financed by the Government of Spain through the Millennium Development Goals Achievement Fund (MDG-F) with a contribution of US\$3.2 million, is being implemented in partnership with the Ministry of Labour, Social Affairs, and Equal Opportunities (MoLSAEO), the Ministry of Culture, Tourism, Youth and Sports (MTCYS), and the Ministry of Foreign Affairs (MFA). Some of the key implementing partners include the National Institute of Statistics (INSTAT), the National Employment Service (NES), the regional governments, and the social partners.

The aim of the JP is to address the youth employment and migration challenges of the country by combining employment and social policy objectives and integrating them into long-term national development goals. The JP also proposes to target disadvantaged youth – especially youth in informal employment – living in the most disadvantaged areas of the country through area-based development approaches for employment generation and innovative active labour market policies and programmes (ALMP).

Programme coordination arrangements have been established according to the Operational Guidance Note for the Participating UN organisations. Overall, the National Steering Committee oversees and coordinates the operation of all JPs in Albania. A Programme Management Committee (PMC) coordinates and oversees immediate programme implementation and acts as the principal coordinating and supervisory body for implementing the JP, and provides policy guidance and recommendations regarding programme strategy and objectives. The Programme Coordination Team, set up at MoLSAEO, provides technical inputs, implementation management and backstopping for the JP.

The MDG-F Secretariat is essential for ensuring the operationalisation of the MDG-F framework and all country programmes. The Secretariat plays an important role in guaranteeing transparent processes and improving the quality of JP formulation. As one of the Secretariat functions, the MDG-F has developed a Monitoring and Evaluation strategy for the Fund which is being implemented.

## 1.2. Purpose of the evaluation

The MDG-F Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes stipulate that all JPs lasting longer than two years will be subject to a mid-term evaluation.

Mid-term evaluations are to be formative in nature and seek to generate knowledge, identifying best practices and lessons learned and improve implementation of the programmes during their remaining implementation. As a result, the conclusions and recommendations generated by this evaluation are addressed to its main users: the PMC, the National Steering Committee and the Secretariat of the Fund (MDG-F Secretariat).

The MDG-F mid-term evaluation has the following specific objectives:

- *To know about the quality of the design and the internal coherence of the joint programme (the needs it seeks to fulfil and the problems that intends to solve), the external coherence to the United Nations Development Assistance Framework (UNDAF) and National Development Strategies and up to what extent national ownership is present in the implementation of joint programmes according to the terms defined by the Paris Declaration and Accra Action Agenda.*
- *To know about the implementation of the joint programme, the efficiency of the management system with regards to planning, coordination, and use of the designated resources for its implementation. The evaluator should start by analyzing the processes and institutional mechanisms that allow identifying success factors and limitations of inter-agency work within the frame of One UN.*
- *To know about the degree of effectiveness of the programme in terms of; beneficiaries, contribution to the thematic window as well as to the Millennium Development Objectives at local level and/or in the country.*
- *Preliminary assessment of the sustainability context including the joint programme outcomes as well as barriers and counter-measures in order to ensure sustainability.*

## 1.3. Methodology used in the evaluation

This mid-term evaluation focuses on the actual performance of the JP, mainly on the outputs being produced. It assesses the efficacy and sustainability of these outputs. It also assesses the relevance and efficiency of the intervention taking into account international and EU standards as benchmarks where relevant.

Evaluation Questions, divided into sub-questions were established in the Terms of Reference (ToR) for the evaluation. Annex 1 provides a detailed evaluation matrix, linking evaluation issues and questions to evaluation criteria, indicators, sources of information and methods of data collection.

The methodology for preparing this evaluation report comprised initial data collection, document research and literature survey, and interviews (see Annex 4 and Annex 5). Following an initial desk analysis undertaken by the Evaluator, primary data has been gathered through structured and in-depth interviews with all the relevant stakeholders in Albania. The field visit to Albania enabled direct contact with implementing bodies,

programme partners, stakeholders, beneficiaries and end-users and constitutes an important source of information.

This mid-term evaluation strictly adheres to the transparency norms and ethical principles set by the United Nations Evaluation Group.

#### **1.4. Constraints and limitations of the evaluation**

The level of analysis that has been achieved by this mid-term evaluation was restricted by constraints in the field, namely the limited availability of in-country data, limited availability of persons familiar with the key outputs, as well as by the resources allocated to the evaluation in terms of staff and time.



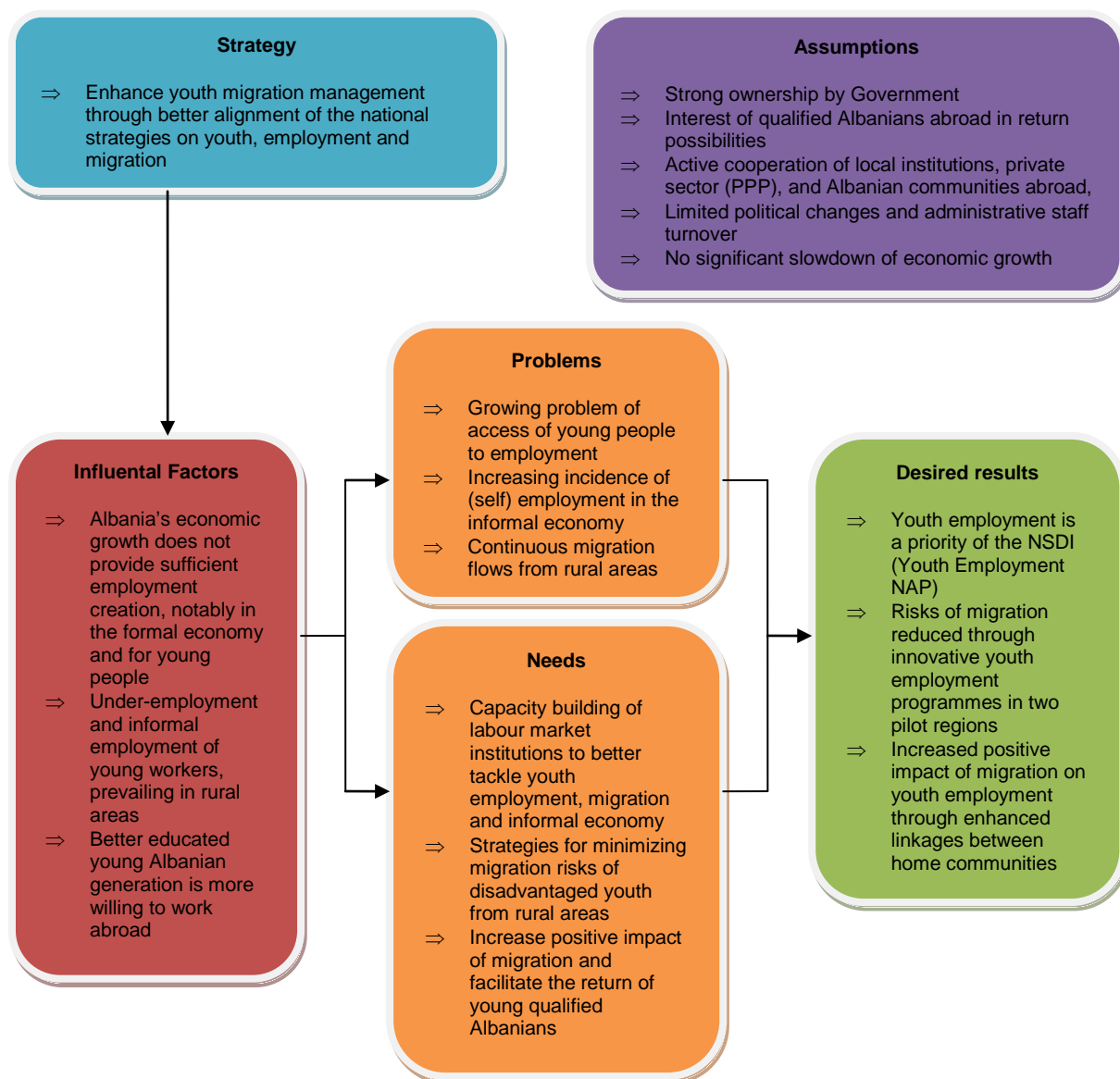
## 2. DESCRIPTION OF INTERVENTION CARRIED OUT

### 2.1. Initial concept

In accordance with the ToR, the Inception Report included an initial draft of the Theory of Change for the programme under review as a benchmark for comparison during the evaluation and as common start point of agreement between the Evaluator and the managers of the evaluation.

Overall, the Theory of Change is the product of a series of critical-thinking exercises that provides a comprehensive picture of the early- and intermediate-term changes in a given intervention that are needed to reach a long-term goal articulated by the intervention.

A Theory of Change model for the evaluated Youth, Employment and Migration (YEM) JP, based on a re-construction of the underlying intervention logic, is set out below:



The long term goal of the YEM JP is to contribute to the success of the One UN Programme endorsed in October 2007, particularly to two out of the five outcomes - more transparent and accountable governance and regional development. In drawing up the programme, lessons learned from previous programme experience were built into the design. Annex 2 presents the hierarchy of outcomes for the YEM JP.

The YEM JP aims to enhance youth migration management through better alignment of the national strategies on youth, employment and migration. Its implementation approach is based on a set of coordinated interventions that draw on the mandate, expertise and added value of the national and local partners, as well as that of the four participating agencies – ILO, UNDP, UNICEF and IOM. It builds on three interlinked outcomes that aim to:

- Strengthen the capacity of labour market institutions to integrate and operationalise national policy priorities through a coherent youth employment action plan;
- Devise strategies that minimise the risks of migration of disadvantaged youth from rural areas and,
- Increase the positive impact of migration through the Government's Brain Gain Programme and the mobilisation of Albanian communities abroad for youth employment and community development.

The YEM JP intervention is being piloted in two regions of Northern Albania (Kukes and Shkodra) that are affected by high informal employment and severe migration of young people. These two regions are also the focus of the regional development of the One UN Programme for Albania.

The expected results by the end of the YEM JP include:

- Improved capacity of the Albanian government to monitor youth labour market indicators;
- Existence of an inter-institutional mechanism able to design, monitor and evaluate youth employment and migration policies;
- A permanent partnership mechanism between the public and private sectors;
- Improved knowledge and understanding of integrated policies and measures to tackle the informal economy and their impact on migration;
- Coordination system for social pacts for youth employment at local levels, and
- A system for mobilising resources from Albanian communities abroad.

## **2.2. Detailed description of its development: description of the hypothesis of change of the programme**

Actual implementation of the YEM JP started in early January 2009 with the posting of the Chief Technical Adviser (CTA) to Tirana. Initial progress has been slow due to a number of factors, including the need to strengthen effective technical cooperation between the various UN agencies involved, the prevailing political environment and particular difficulties in setting up the Regional Employment Fund, and in obtaining office space for pilot centres. Overall, however, the commitment of the beneficiaries has been clearly materialising. After a slow initial uptake of funds the programme is now rapidly catching up.

The main activities and outputs produced so far are briefly summarised below. The structure of presentation follows the programme objectives and outputs:

## **Outcome of YEM JP: 1. Youth employment is a priority of the National Strategy for Development and Integration (NSDI)**

- **Output 1.1 (joint output: ILO, IOM, UNDP) – The capacity of policy makers to address the nexus between informal employment and migration of young people enhanced.**

Work in support of the nationwide survey on the link between informal employment and migration has been completed. The main objective of the survey was to look at trends on youth employment and migration of young people in Albania to support the design of employment policies and targeted labour market measures aiming to minimize the risks of engaging in irregular migration. In the final analysis, it appeared that some critical flaws in the sampling have brought about results that do not lend themselves to a reliable analysis. It is considered being the first attempt at setting up this type of analysis in Albania. The survey was undertaken in a context of limited capacities at the national level, both in terms of research and analytical capacities and the availability of INSTAT to participate at that time. Lessons were learned from this exercise, both from the process as well as from its findings.

Since September 2009, implementation of a staff development programme on the use and production of statistical indicators on youth employment, informal employment and migration has been on-going. This programme targets the staff of line ministries, INSTAT, NES, as well as policy makers.

By March 2010, the MoLSAEO, in collaboration with INSTAT, had set up an Inter-institutional Working Group on Labour Market Information and Analysis (LMIA). The Group delivered a manual/ guidance document on LMIA in Albania and a set of recommendations for producers (INSTAT, NES, and others) and users of labour market information.

Training sessions with INSTAT staff have taken on the relevance, concepts and measurements, international standards, measurement through the Labour Force Survey (LFS), and indicators for informal employment and informal sector employment. These questions will be discussed with the LMIA Working Group once the 2010 LFS questionnaire is closer to finalisation. This exercise will enable INSTAT to prepare a national definition of informal employment and informal sector employment and measures for employment in the informal economy. As INSTAT plans to move to a continuous LFS by 2011, the inclusion of the youth module in the current LFS will provide some baseline information. Further training with INSTAT and the LMIA Working Group will focus on questions to better capture the diverse transitions and to approximate more closely the notion of first “significant” (“career” or “regular”) jobs.

With regard to the provision of policy advisory services, an impact assessment of the global financial and economic crisis in the apparel and footwear industry in Albania has indicated that the impact of the crisis on exports in general and employment in particular has not been as significant as previously thought. A roundtable under the leadership of MoLSAEO discussed the findings of this study. The report highlights the impact of the economic crisis on employment, particularly women’s employment, and any related consequences on vulnerable individuals, groups and specific regions in the country. In addition, it provides short term and long-term mitigation strategies for the industry to weather future adverse shocks.

- **Output 1.2 (ILO) – Migration, employment creation and youth policies of the NSDI aligned with labour market strategies and operationalized through Youth Employment National Action Plan (NAP).**

The NAP Working Group has been preparing the draft NAP in line with the programme objectives. This draft document has been circulating within the MoLSAEO and has been also communicated with other involved line ministries. In July 2010, the NAP was submitted to the Council of Ministers for adoption. The MoLSAEO/ Department of Youth has identified initial project ideas to be included in the NAP project portfolio which cut across the three main objectives of the NAP. A major concern remains however, due to a prevailing resource gap of US\$7.5 million. This is against an allocation of government resources of USD9.7 million, which has resulted from the realignment of existing policies and measures.

- **Output 1.3 (joint output: UNDP, ILO) – Public private partnerships (PPP) for youth employment established and contributing to the implementation of the priorities of the NAP.**

Under the existing framework for PPP, an active labour market measure that combines on-the-job training with classroom training and wage subsidies has been designed with the aim of promoting the sustainable employment of young disadvantaged youth.

Following the selection of the private sector intermediary organisation that will broker the link between the services offered by the NES and enterprises in the private sector, operational guidelines for the implementation of this measure have been developed in close collaboration with all relevant partners. Agreement has been reached with NES, allowing the advancement of the implementation of employment promotion measures within the PPP framework.

A minimum of 300 participants is targeted, with priority being given to filling vacancies identified in the regions of Kukës and Shkodra. The 10-month long work-training programme started at the end of June 2010.

## **Outcome of YEM JP: 2. Risks of migration are reduced through innovative employment programmes targeting disadvantaged youth in two pilot regions**

- **Output 2.1 (joint output: UNICEF, ILO) – Youth employment coordination.**

Progress in addressing the objective of improving youth employment coordination, especially the role of regions in promoting youth employment through financing mechanisms such as regional employment funds has been slow. The main problem for timely establishment of the Regional Employment Fund has been the lack of a financial procedure for the transfer of the funds. At the time of this evaluation it has been recommended that the implementation of the Shkodra Regional Employment Fund should proceed through a sponsorship agreement. An agreement was drafted to be signed by MoLSAEO (on behalf of the Government of Albania) and the Shkodra Regional Administration. Whilst the Shkodra Regional Government will be responsible for the project management (according to the manual approved by the Regional Council), the Regional Employment Office will carry out responsibilities for the administration and technical supervision of employment promotion programmes selected for financing through the Regional Employment Fund.

UNICEF is supporting the development of national standards on counseling, which are shared and consulted accordingly with MoLSAEO. More than 35 specialists in Regional Employment Offices have been trained on career counseling and the use of information tools. Additional training sessions are scheduled through February 2011 on job profiling, outreach activities, personal and group counseling techniques, communication strategies for

service publicity, etc.

- **Output 2.2 (joint output: IOM, UNICEF, UNDP, ILO) – Labour market programmes targeting youth at risk of migration implemented through the EF in the regions of Kukes and Shkodra.**

The skills survey was conducted with enterprises for assessing skill needs in the regions of Kukes and Shkodra. The outputs of this survey will contribute to better design and delivery of labour market training. Consultations have taken place with managers of other programmes operating in Kukes and Shkodra in order to identify youth employment measures that can be implemented in a sustainable manner. As part of the interventions to counteract informal employment, a comprehensive programme on Youth Rights at Work has been designed. It includes outreach sessions in schools (in collaboration with UNICEF) and the idea of a summer camp on “Youth Rights at Work” in the Shkodra region.

The Youth Employment Services (YES) Centre Shkodra has been functional since March 2010. There has been, however, a problem finding office space for YES Kukes which has been resolved only recently. YES space was granted by the Mayor of Kukes, with mediation of the Head of Region. The Yes Centre has been completed and a soft launching took place in October. The official inauguration is scheduled for December the 3rd 2010. The JP envisages continued YES support until 2011, to build capacities and provide state of the art services. Information packages for youth have been completed and tested with YES Shkodra. Some 450-500 persons, including those receiving social assistance visit the Shkodra employment services daily. Around 30% are estimated by the regional employment office in Shkodra to be within the programme target of between 16-29 years of age. Gradually, the Shkodra office is taking a proactive approach by proposing opportunities for employment and vocational education to its youth clients. The goal remains to deliver full guidance and counseling services in both Shkodra and Kukes offices.

Nearly 600 vacancies in over 50 enterprises all over Albania have been identified in order to conduct work-training programmes. Following an assessment of the applications received in compliance with the programme selection criteria outlined in the operational guidelines, more than 300 vacancies were deemed as having the potential of leading to long-term sustainable employment for disadvantaged youth. Of these, 160 vacancies have been identified in the target regions of Kukes and Shkodra. Given the large number of vacancies identified, and the target of reaching at least 300 disadvantaged youth, the work-training programmes are being expanded to accommodate an additional 140 direct beneficiaries. The implementation started by the beginning of October in Shkodra with other regions to follow. Staff necessary for conducting the livelihood and employment (ABCS) courses in Kukes and Shkodra have been trained. The course in Shkodra for 2008-2009 was completed, resulting on training of 100 youths in two shifts of four months each. The first course for the current academic year started in October in Shkodra.

- **Output 2.3 (joint output: IOM, UNICEF) – Youth awareness raised on employment and safe migration.**

The IOM has been developing an information campaign on regular migration and the risks associated with pursuing irregular migration, smuggling and trafficking in human beings. The campaign targets youth in the regions of Shkodra and Kukes and, specifically, the most remote areas, but it is also expected to have a wider impact in the country. IOM Tirana has been undertaking a pre-campaign assessment to derive a “campaign map” and to establish the necessary links and contacts with service providers, and those local NGOs in Kukes and Shkodra through which information dissemination will be most effective now and in the longer term.

In parallel to the preparatory actions for the information campaign is the preparation of a TV spot calling on Albanian nationals (specifically youth) to equip themselves with information on regular migration modalities. The airing of the TV spot takes place in two phases: the first phase took place in July/ August 2010, followed by the planned second phase in November/ December 2010, which coincides well with the end of the visa regime with EU.

UNICEF has supported the development and printing of an information kit, composed of a principal guide and eight brochures, which is intended to reach out to about 3500 young people in Shkodra and Kukes. The brochures provide information on the reality of the Albanian job market, including quotes from the National Labour Code. 650 youth were estimated to have been reached with info packages so far and another 400 are expected to be reached through a job fair in Tirana in October 2010.

Furthermore, there has been a Memorandum of Understanding signed between the YES office in Shkodra and the Regional Education Directorate to include in the informal curricula of high schools, training and information sessions on career counseling and employment. So far, 120 high school students have been exposed to informative sessions visiting the YES Centre in an organised manner.

A first training of the Regional Employment Directorate staff in Shkodra on information provision on regular migration, risks of smuggling and human trafficking took place in April 2010. A second training session targeting the Regional Employment Directorate staff in Kukes was conducted in May 2010. Further training activities are planned.

### **Outcome of YEM JP: 3. The positive impact of migration is increased through enhanced linkages between Albanian communities abroad and home communities**

- **Output 3.1 (UNDP) – Increased number of Albanian young graduates returning home after studies abroad.**

This output has been integrated in the delivery of youth programmes under the PPP framework. Operational guidelines for this measure have been drafted. The online mapping of Albanian students abroad was completed by the end of June 2010, in parallel with the identification of vacancies in the private sector. A 6-month long internship/ employment scheme had commenced by July 2010.

- **Output 3.2 (IOM) – Albanian communities abroad mobilized towards community development in the home country**

The IOM is undertaking the necessary preparatory work to adjust the planned activities to the needs of the programme. IOM is coordinating the relevant inputs from ILO and UNDP into the achievement of this output. Implementation is expected to progress significantly from the beginning of 2011 onwards.

### 3. LEVEL OF ANALYSIS: EVALUATION CRITERIA AND EVALUATION QUESTIONS

This chapter examines the performance of the YEM JP, based on considerations of needs assessment and design, inputs, outputs, ownership, results and sustainability, set against the Evaluation Questions detailed in Annex 1.

#### 3.1 Design level

**Relevance: Overall, the YEM JP is highly relevant and needed but ambitious in scope and coverage relative to its timeframe and resources.**

*The YEM JP is based on a sound analysis of problems, inequalities and gaps.* Over the past two decades, Albania has experienced one of the highest emigration rates in the world as a result of poor work opportunities and an uncertain future, particularly for Albanian youth. Youth and long-term unemployment rates are high. Youth unemployment can be partly attributed to the rapid population growth in previous decades and the fact that the severe contraction and lack of new opportunities in the public sector have prevented many young people from finding jobs. Against this background the rationale of the YEM JP, aiming at supporting the efforts of the Albanian government to integrate policy priorities on youth employment and migration into the national strategic framework, is well justified.

The programme, in the main, has been designed appropriately. The intervention areas are highly relevant to the needs of the country. Needs and problems are well presented in the joint programming document and the proposed intervention logic is sound. The defined outcomes are clearly described and achievable, supported by measurable SMART outputs. The chosen intervention approach, splitting the whole programme into three main components (capacity building and Youth Employment NAP, youth employment pilot interventions, and mobilisation of positive impact of migration) provides for complementary actions at different intervention levels, and supports the achievement of outcomes. Lessons learned from previous technical programmes were analysed and integrated into the current JP.

There remain however, also some design flaws. Overall, the YEM JP consists of a set of valuable but sometimes disparate activities, whilst a more coherent approach to addressing the key issues would have been sometimes beneficial. More analysis on the effective management and coordination structure is missing in the programme document. The programme document offers a risk analysis, but taking into account of the experience during the first half of implementation, this risk analysis is incomplete. There has been no consideration of the possible risks resulting from the experimental character of the JP approach. Assumptions such as the need for close and harmonised cooperation between agencies are not examined. As the YEM JP is presented, each respective UN agency is responsible for achieving its own defined outputs. It would have been beneficial however, if the planned roles and responsibilities of the individual national and regional counterpart organisations were more clearly explored at the design phase. Taking account of the difficulties in setting up the Regional Employment Fund in Shkodra, notice should have been taken that the establishment of funds external to the State's budget has been a matter of controversial discussion since 1995 in Albania<sup>1</sup>. Here, a sound risk assessment should have

<sup>1</sup> The Employment Promotion Law of 1995 foresees the establishment of a National Employment Fund as a long-term national mechanism to fund employment programmes. For a number of reasons, including limited technical capacity of employment offices and overall budget policy considerations, the National Employment Fund was never operationalised.

taken account of likely complications and consequences. Since many of the YEM JP outputs are basically expected to be followed up or maintained by Albanian counterparts, detailed provisions for ownership, political and financial commitment would have been beneficial. Therefore, sustainability was not been thoroughly considered during the programming process. The YEM JP is ambitious in scope and coverage relative to its timeframe and resources, there is a probability that some interventions will achieve limited impact and sustainability over issues which could have been explored at the design stage.

**Where relevant, particularities and specific interests of women, minorities and ethnic groups have been taken into account by the YEM JP.** As in most, countries, more women than men are unemployed in Albania. The difficulty of finding work is even more severe for females, and being female and young can represent a double source of discrimination<sup>2</sup>. The review of gender balance on the YEM programme indicates that the programme maintains a participatory and gender sensitive approach; it is satisfactory. The project team includes males and females and the pilot sites are managed in collaboration with regional offices, which includes male and female officers. Females, minorities and ethnic groups are an integrated part of the programme activities.

**The intervention strategy, despite some weakness, is sound and has demonstrated sufficient ability to adapt to the needs of intervention areas.** Flexibility was built into programme design and this has helped the YEM JP to adapt to the rapidly changing political environment and to cope with initial delays. The intervention strategy takes account of both skilled and unskilled young people, especially those in rural areas and those trapped in informal employment.

**Monitoring indicators are relevant and in many cases allow the direct measurement of outputs and outcomes.** The monitoring and evaluation framework has improved due to the guidance given by the MDG-F Secretariat. Clear indicators, baselines and targets are given for many activities. Quantified outputs have been defined wherever possible but due to planning uncertainties not all of these expected quantifications correspond to the achievements being actually made. There are, however, some outputs expected to over-achieve their initial definition. Where possible, programme indicators have been followed up and the results are summarised in Annex 3.

**The contribution of the MDG-F Secretariat has been positive as concerns ensuring design quality and guidance in adapting a coherent approach.** The Secretariat has, in particular, ensured that the intervention under evaluation has been prepared in line with the respective thematic window, thus ensuring overall consistency with the MDG-F strategic approach. Monitoring missions of the Secretariat were well received and have helped to strengthen in particular the monitoring and evaluation framework and the follow-up of implementation.

**The YEM JP has closely taken account of national strategies and priorities.** The programme under evaluation is well integrated and complements the Albanian planning framework, such as the overall National Strategy for Development and Integration (NSDI), and the National Youth Strategy or the Employment Strategy. Moreover, the YEM JP is clearly linked to the overall UN ONE programme for Albania.

**Adequate government counterpart and beneficiary consultation took place during the design stage.** The individual programme components were prepared by the respective UN agencies and all relevant national and local stakeholders were consulted during the programming. Their views and suggestions were incorporated where applicable. Furthermore, Albanian NGOs and social partners were involved in order make sure that their

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<sup>2</sup> Kukës region is a little different in this respect. The youth female unemployment rate is relatively low mainly because of a high youth female inactivity rate.



later involvement in implementation would be successful. However, wherever possible, young people should have been more involved in helping to set priorities and in the selection, design, and implementation of youth employment schemes.

### 3.2 Process level

**Efficiency: Overall, programme implementation is characterised by very long delays in all components, but once projects have started, efficiency improves rapidly.**

***Designed as one of the very first inter-agency interventions, the YEM JP management model needs to be seen as having an experimental nature.*** Despite the fact that previous programmes had been sometimes conducted as joint efforts, the innovative nature of the YEM JP has clearly exceeded the scope of previous experience. There has been an additional administrative burden experienced by some participating agencies and not all agencies have sufficient operational capacity to cover the additional administrative and reporting needs from own sources.

The YEM JP is implemented by a high quality team of professionals. The various agency staffs are highly motivated and dedicated to the programme, often working beyond the call of duty. Efficient management of the YEM JP has, to some extent, suffered from the situation that whilst individual components are managed well by the respective agency, no full-time overall programme manager has been appointed. Sufficient funding for such a position did not receive approval by the MDG-F and flexible agreements to tackle this shortcoming have been found by the participating agencies. In practice, the overall management function, to a large extent, is provided by the CTA. This is done in addition to her responsibility for managing her own technical part. Since she does not have clear and agreed rules in relation to the agencies involved, management is usually done in the form of consultation and advice. The leading agency and its CTA should have had greater managerial powers in order to ensure efficiency. Despite given an overall coordination role by the ToR the CTA of the lead agency has limitations in effectively managing project components of other agencies as the CTA does not possess sufficient legal authority to, for example, sign or approve contracts on behalf of other agencies and/or commit their funds. In the case of the YEM JP UNDP did confer to the CTA some of the responsibilities of the project manager, as that was why UNDP had not recruited its project manager. Also, since the CTA is not acting for an agency resident in Albania, agreements had to be found with UNDP to allow her in-country engagement within the given procedures. UNDP have worked with the leading ILO to find pragmatic solutions to the various needs of the YEM JP (beyond UNDP's components). For instance, UNDP has issued contracts of interns and entrusted the ILO to exercise day-to-day supervision. Matters are becoming more complicated because funding provided for the CTA is coming to an end soon. There are activities ongoing to secure further CTA funding for the remaining programme period (one year).

***Setting up efficient inter-agency coordination was difficult at the beginning but has since then improved.*** Over time, the YEM JP has developed steadily and inter-agency coordination at the time of this evaluation has been largely well established. The PMC, as the programme's coordination platform, suffered from initial uncertainties but has stabilised and closely guides the implementation process. The PMC performs well as the main coordination body and link to the government. The CTA has ensured a good coordination of participating agencies. Moreover, the CTA has been able to ensure cooperation of the most important Albanian partners to work. In particular, the close involvement of the MoLSAEO Deputy Minister has made a significant positive impact on the quality of cooperation and coordination as concerns the Albanian authorities. Civil society and private sector organisations are closely involved in implementing certain activities and they are coordinating well with their respective UN agency.

**At the time of this evaluation the PMC provides a largely efficient coordination mechanism.** However, as stated above, although individual components are managed well by the respective agency, the lack of a designated programme manager has required a more time-consuming approach to decision taking.

**The pace of implementing programme outputs should ensure completeness of the JPs results.** Although the activities were slow to start (see above), rapid progress has been made to catch up in order to complete the activities in time.

**There is now a good degree of collaboration among the agencies involved.** At times agencies have had to find their own path to collaboration with others, thereby respecting different procedures and mandates. Moreover, lessons learned among various JPs in Albania have been identified thus facilitating the learning process for improvement. The leadership of the UN Resident Coordination, in particular, has stimulated ongoing exchanges among agencies to share lessons learned and experiences. YEM JP has benefited from the Joint Communication Strategy prepared by the Resident Coordination Office. Knowledge sharing includes cross-fertilization among YEM participating agencies in terms of methodologies and approaches, as well as an exchange and interaction with other YEM programmes around the world.

**The programme demonstrates a high degree of appropriate measures able to respond to the political and socio-cultural context.** Working closely with Government, agencies, the private sector and individuals has ensured that the activities carried out reflect current political and socio-cultural realities.

**Joint programming procedures do still have room for improvement.** In respect of the JP under evaluation, the MDG-F approval procedure took a long time. There was a time gap of almost one year between presentation of the programme and actual commencement of funding. This delay adversely impacted on the envisaged time of implementation. There were extensive initial inter-agency discussions about the lead agency's responsibility as concerns this and other JPs. The Secretariat acknowledged such difficulties and has tried to provide useful guidance.

Over time, the UN agencies involved managed to clarify mandates and determine roles based on their respective comparative advantage, improved communication between agencies and strengthened joint planning. It is evident that good working relations have been established between technical staff. The YEM JP has also improved communication and helped to establish good working relations between agency staff at local level. The participating agencies also view the JP as an opportunity to work together more closely at district level.

There is limited evidence to substantiate some potential benefits of the JP, such as enabling the government to play a leading role in coordination of the various UN agencies work, enabling individual agencies to view their work as a joint effort at both national and regional levels, and reducing regional transaction costs through approaching the regions as a joint UN team.

UN agencies also reported challenges associated with joint programming. Considerable time is required for joint planning and proposal development, which increases transaction costs for the UN agencies. UN staffs acknowledge that reaching consensus is not always easy, given the different mandates and priorities of each agency. Differences in planning cycles, operational procedures and reporting systems also create difficulties for joint programming. The perception of stakeholders is often that joint programming has not yet made a significant

difference to the way agencies work together. In the longer run however, the quality of decisions and implementation should be improving.

**Ownership of the target population and programme participants is positive.** There is in general a good degree of ownership demonstrated by national stakeholders but commitments sometimes need still to materialise. The regional authorities take a strong interest in the programme activities and regional ownership is only limited by the lack of funds and resources.

**Strong and systematic mobilisation of national resources would help to strengthen programme success but is lagging behind.** In particular, resource contribution from the national public authorities would have been very useful but has been largely missing. Within their constraints, the regions involved (Shkodra, Kukes) have mobilised their contributions to a high extent. Successful involvement of the private sector, in particular through introducing and fostering PPP approaches has to a certain extent overcome weakness of the public sector. The PPP activities within the programme demonstrate a good element of innovation in tackling Albania's youth unemployment. There is a serious effort from the MoLSAEO and Shkodra region to push the programme forward, especially, by trying to find the necessary funds (\$7.5 million gap) and nail down the Regional Employment Fund procedures. Taking into account the commitment demonstrated, there is a good chance for their projects to be completed. The MTCYS, while interested on the projects, could have done more to substantially get involved in the programme. It has not committed any funds or any other resources to the programme. Considering that youth affairs is one of little political importance and, most likely, with a very small budget dedicated to the MTCYS, there is little chance for a substantial help<sup>3</sup>.

### 3.3 Results level

**Efficacy: Overall, after an extensive delay, the YEM JP is catching up and making substantial progress towards effective achievement of programme objectives, Millennium Development and thematic window goals.** Details on the extent to which the individual outcomes and outputs are expected to be effectively achieved are given below:

**Outcome of YEM JP: 1. Youth employment is a priority of the National Strategy for Development and Integration (NSDI)**

- **Output 1.1 (joint output: ILO, IOM, UNDP) – The capacity of policy makers to address the nexus between informal employment and migration of young people enhanced.**

**Output 1.1 is expected to be effectively achieved** and will significantly improve the capacity of the Albanian government to monitor youth labour market indicators and thus to develop better tailored interventions and programmes. From 2011 onwards, the regular LFS will

**Box 1: ILO - Action Plan on Youth Employment 2010-2013 – strategic objectives**

1. Strengthen governance of the (youth) labour market
2. Promote labour market prospects of young people by enhancing their employability
3. Foster the role of the private sector in creating decent jobs for young people
4. Promote labour market inclusion of disadvantaged youth through targeted labour market

<sup>3</sup> The MTCYS has however set activities within its limited possibilities. It supports the Youth Fund on an annual basis and supported in the past youth non-profit organizations that have had in the focus youth employment. Regarding the future the MTCYS intends to establish the Youth National Agency, which will also provide information for young people on employment opportunities, labour market needs and guidance.

provide an increasing amount of quality data which in the longer term should also benefit policy making. The study on the economic crisis in the apparel and footwear industry in Albania is expected to lead to an increased dialogue between private actors and the government, fostering a higher level of social dialogue between workers and employers' organisations, based on the recognition the sustainable growth of the apparel and footwear industries.

- **Output 1.2 (ILO) – Migration, employment creation and youth policies of the NSDI aligned with labour market strategies and operationalized through Youth Employment National Action Plan (NAP).**

**Output 1.2 will be fully achieved, provided current financing constraints can be successfully resolved by MoLSAEO.** The NAP Youth Employment Action Plan, when implemented, should be considered as one of the most important and strategic outcomes of the YEM programme (see also Box 1). The NAP targets around 64,000 individuals over 3 years. The time frame of the NAP (2010-2013) allows its alignment to the mid-term budgetary planning framework as well as to the objectives of the *Employment Strategy* and of the NSDI.

The NAP Youth Employment Action Plan was developed during a year-long capacity building programme that comprised the review of key labour market indicators, policies and institutions for youth employment. The Plan is based on the framework proposed by the ILO *Guide for the preparation of national action plans on youth employment*. The development process was coordinated by the Employment Policy Department of MoLSAEO and involves ministries of Education and Science; Tourism, Youth and Sport; Economy, Trade and Energy; Agriculture; Foreign Affairs; the National Employment Service of Albania, the National Statistical Institute and employers' and workers' of Albania. At the time of this evaluation the NAP was awaiting approval by the Council of Ministers. There appears however a funding gap of US\$7.5 million compared to the activities proposed by the Plan. Further financing possibilities, including possible donor support, are being sought by the MoLSAEO. Evidently, the MoLSAEO is undertaking all steps possible within their competences, in making the NAP fully acceptable and implementable.

- **Output 1.3 (joint output: UNDP, ILO) – Public private partnerships (PPP) for youth employment established and contributing to the implementation of the priorities of the NAP.**

**There is a high probability that output 1.3 will be effectively realised.** There appears to be a strong interest in the private sector in offering temporary work schemes for young unemployed (see also Box 2). The regional coverage of the activity concerns the whole country and thus disseminates well the philosophy of PPP. The current milestones achieved such as introduction of work training/wage subsidiaries schemes and the work made on reaching private businesses through local governments and local chambers has been encouraging. There is a good chance that many of the unemployed involved in the programme will find jobs after the schemes have finished. Baseline data and success rates are however largely unknown as yet and will require more detailed investigation in order to realistically estimate the impact achieved in terms of qualification and employment.

**Box 2: UNDP - regional coverage of private partners selected for implementing the work training programmes under the PPP framework:**

Shkodra – 8 companies  
Kukes – 11 companies  
Tirana – 4 companies  
Diber – 2 companies  
Lezhe – 2 companies  
Durrës – 2 companies  
Fier – 10 companies  
Luzhna – 4 companies  
Berat – 1 company  
Vlora – 1 company

## Outcome of YEM JP: 2. Risks of migration are reduced through innovative employment programmes targeting disadvantaged youth in two pilot regions

- **Output 2.1 (joint output: UNICEF, ILO) – Youth employment coordination.**

**Effective delivery of Output 2.1 depends on the immediate establishment of the Regional Employment Fund.** All stakeholders involved are actively seeking a solution in order to make the Employment Fund operational as quickly as possible. The currently identified and preferred approach for providing funds to the region by means of a direct donor agreement is pragmatic. Based on the expectation that the Employment Fund will start to operate not later than the beginning of next year, there should be still sufficient time to allow regional training programmes to materialize and to produce good results. There appeared widespread optimism and commitment among stakeholders that this target date has a high probability to be achieved, thus making the Fund finally operational.

- **Output 2.2 (joint output: IOM, UNICEF, UNDP, ILO) – Labour market programmes targeting youth at risk of migration implemented through the EF in the regions of Kukes and Shkodra.**

**There are promising indications as concerns Output 2.2 but full effectiveness depends on the operations of the Regional Employment Fund.** The partners chosen so far demonstrate excellent commitment, and training and work activities are now progressing well. For instance, one of the selected contractors has an excellent track record in conducting vocational and general training courses for young unemployed. Based on previous experience the expectation is that at least 90% of the trainees and interns from the ABCS courses will successfully complete their education and internship practice, and that a minimum 75% of the young people will quickly find jobs. More integrated employment programmes are expected once the Regional Employment Fund starts to disburse.

Programme efficacy should be further boosted by the fact that the Kukes Regional Employment Board is currently engaged in the preparation of a Territorial Employment Pact (TEP), covering the three districts of the Kukes Region. The TEP anticipates to some extent intervention mechanisms applied under the EU structural funds and brings together in a coordinated fashion all the different YEM interventions in the Kukes Region. The target groups are i) young informal workers, ii) contributing family workers, iii) enterprises employing youth informally. It will last for a period 15 months and the tentative costing is US\$ 300,000. Half of this amount is foreseen to be direct support by the YEM programme and other programmes operating in the area in different initiatives, and half of it as loans given by the financing institutions to those who have developed a business plan with the support of the programme.

### **Box 3: IOM information campaign on migration – primary target audience**

- *Broadly: disadvantaged youth, aged between 14-25 in Shkodra and Kukes;*
- *specifically: youth at school and youth not at school*
- *Shkoder region: appr. 147,000 inhabitants; appr. 7800 high-school students*
- *Kukes region appr. 26,000 inhabitants; appr. 2200 high-school students*

- **Output 2.3 (joint output: IOM, UNICEF) – Youth awareness raised on employment and safe migration.**

**Output 2.3 is expected to be effectively achieved.** The IOM information campaign rollout should take place in November and December 2010. The intense phase of the campaign will take place at the same time as the visa regime with the EU is removed. Therefore, the timing of the campaign is chosen well and the message will receive high attention by the public. There will be an assessment of impact of the campaign in January 2011. UNICEF's

information packages continue to receive high interest from different stakeholders and more copies may be needed in 2011 (see also Boxes 3 and 4).

### **Outcome of YEM JP: 3. The positive impact of migration is increased through enhanced linkages between Albanian communities abroad and home communities**

- **Output 3.1 (UNDP) – Increased number of Albanian young graduates returning home after studies abroad.**

***There are good prospects for effective delivery of Output 3.1 but wider effects need to be more closely explored.*** The output being achieved by Output 3.1 is expected to be achieved. The matching of young Albanians studying abroad with private companies seeking young recruits through an internship programme has been started. The internships will provide valuable direct contacts and can potentially lead to direct employment. In setting up the activity, the contractor has been drawing lessons from the government's *Brain Gain Programme*, in which the same contractor has been involved. There remains uncertainties in respect of realistic achievements that can be expected from such innovative activity. Despite the online mapping of Albanian students studying abroad, the number and quality of existing data in respect to students being abroad, their usual return quota, their qualifications and local employment conditions is quite limited, and thus makes impact assessment of the internship activities for Albanian students difficult. The contractor currently estimates that 25-30% of the internships potentially can lead to direct employment with Albanian companies. The attempts to attract young Albanian students and graduates need also to be seen in the context that employers in many European countries try actively to attract highly qualified non-residents in order to get them to work in their countries. Some competition as concerns highly qualified graduates is ongoing and it remains to be seen to what extent Albania's recruitment package is competitive with other countries.

**Box 4: UNICEF Information kit intended to reach 3500 young people in Shkodra and Kukes**

8 brochures intended to young people aged 14 -29 contain information on the following:

1. Get ready for the market today
2. Developing your own career portfolio
3. Compile an effective application
4. How to impress with your writing
5. The secrets of an interview
6. Preparing for an interview
7. Advises for new entrepreneurs
8. A fair work place

- **Output 3.2 (IOM) – Albanian communities abroad mobilized towards community development in the home country**

***It is still too early to assess in detail the efficacy of Output 3.2.*** In practice, the remaining time allows a smooth achievement of the intended results.

***Provided that no further significant implementation delays appear the YEM programme should be able to deliver all outputs in time.*** There were many reasons for initial delays besides the need to set-up an inter-agency understanding for realizing the JP approach. More difficult were delays attributed to the political environment. Low political activity prior and after the national elections in June 2009 followed by the reorganisation of central ministries, competencies and staff made it sometimes difficult to find timely discussion and decision-making partners. The serious floods in January 2010 in the Shkodra region pre-occupied the regional government and, naturally, YEM programme activities were given reduced importance for a time. The local elections, scheduled for May 2011, may result in further delays, but by that time all programme activities should have made substantial progress and should be resilient to temporary political difficulties at regional and local levels.

***The outputs produced so far demonstrate in general a level of good quality.*** Flexible management has regularly adapted to a constantly changing environment, particularly to commit programme resources when activities need it and not just to meet a disbursement schedule. As a result, the products delivered are of good quality and each assignment is conducted on an as needed basis.

***Programme implementation is followed up by the PMC adequately.*** The PMC meets every quarter. Based on the progress report by the CTA the status of implementation is presented and jointly discussed. Attendance of the government counterparts is helpful and, in particular, the involvement of the MoLSAEO is very much appreciated.

***The programme provides coverage to the government counterparts and beneficiaries as expected.*** All relevant central state institutions dealing with youth employment and migration are involved in the programme. The target areas for regional activities (Shkodra, Kukes) have been chosen well, taking into account the size and complexity of the underlying socio-economic problems. There appears to be a good mix of final beneficiaries among different social groups, comprising high school attendants and graduates, low and unqualified youth, long term unemployed, and university students and graduates studying abroad.

***Apart of the experimental character of the JP, the YEM offers many innovative measures within its respective components.*** The programme has been one of the first in Albania that has introduced PPP into active labour market measures. YEM JP has been beneficial in raising awareness on how public-private partnerships can be effectively utilised to stimulate education and to create employment. Employment Services are being familiarized with the concept of PPPs for youth employment and can identify suitable modalities for the implementation of such schemes. Setting up regional cooperation in tackling youth unemployment and migration provides a promising start for making similar initiatives possible in other parts of Albania. Whilst realising the utilisation of Regional Employment Fund remains a challenge, the innovative character of such measures is evident. Matching regional needs with regional responsibilities and regional funding provides a good learning platform for the target regions in actively tackling their immediate problems. Training and qualification of regional stakeholders is beneficial in developing regional management and absorption capacity. Such capacities are urgently needed in view of Albania's wish to benefit strongly from EU pre-accession funds and to make more thorough use of other donor monies at regional and local levels.

***Clear success stories should materialise when physical implementation has been more substantially advanced.*** There are however, some examples which already indicate the positive impact of the programme. For instance, the joint working group on the LFS demonstrates the benefits of inter-ministerial coordination and cooperation. The work of the LFS working group builds on the recommendations of the inter-institutional Working Group on Labour Market Information and Analysis in Albania. The same can be said about the NAP inter-institutional working group. Whilst individual strategies covering youth issues have existed for a long time in various ministries, the attempt supported by the programme to come a unified and harmonised policy document – the NAP - received positive recognition amongst all stakeholders. The programme also ensured involvement of the NES, both at central and regional levels. In view of the increasing role in conducting further active labour market programmes in the future, early inclusion of NES has been clearly beneficial and thus will produce positive side benefits in terms of self-reflection of performance and service quality provided of this institution.

***The YEM takes account of the need to promote fair youth employment.*** For instance, in partnership with Don Bosco, the curricula of the ABCS programme have been revised to incorporate modules on youth rights at work. The UNICEF brochures provide information on the realities of the Albanian job market, including references to the National Labour Code.

**Tackling migration is one of the strategic priorities of the YEM JP.** Implementing the migration component initially has lagged behind since the national authorities required a long period to discuss and agree with the principles of the proposed campaign. However, the timing for realising the campaign now fits well with the overall political environment. In December 2010 the visa regime with the EU will be waived and an increased interest of Albanians in travel, formal and informal migration is expected. Here it is of essential importance that realistic information, explaining in detail requirements and risks, is being provided for the population. The IOM activities will clearly contribute to fair and open information on migration.

**YEM JP has a strong focus on the two pilot regions.** The programme matches horizontal measures with potential significant political impact at national levels with hands-on direct support ensuring maximum outreach in the target regions. Disadvantaged and marginalized youth are among the main target groups for education, employment and awareness. The counseling of students and other school-to-work transition assistance provides for a change in mentality and behavior of these young people. Young people are made aware that they have to plan their future and need to be more active and more independent job seekers. The school counseling activities in Shkodra have had an extremely positive response and the Regional Employment Service is keen to develop further counseling and work with schools in the region.

### 3.4 Sustainability

**Sustainability: Overall, the achievements of YEM JP require greater emphasis on follow up and sustainability.**

**Sustainability still needs to build up.** Despite the commitment shown by government counterparts improvements are still needed. The MoLSAEO and, in particular, its pro-active Deputy Minister, are a driving force in making the programme work and in overcoming difficulties from missing coordination or the under-performance of many central and regional institutions involved. Operating and administrative capacities still need to be systematically developed if the programme is to produce all of its potential impacts. On the other hand, the involvement of national institutions, performing unevenly at times has been beneficial since it helps them to understand and develop their role in active labour market policy. The YES Shkodra, located in the premises of the Regional Employment Service, also provides a performance benchmark for the Regional Office that allows it better assess the quality of the services delivered so far.

Financing remains a key issue of concern when it comes to replicating individual programme results and to scale-up the programme achievements to Albania generally from the pilot regions directly benefiting from the programme. In particular, the financing gap in the NAP still needs to be overcome. On the other hand, expansion of successful services such as the YES (already identified in the NAP) can be done with little financial input and therefore, the concept should be quickly disseminated. Networks such as the PPP activities sometimes need local champions who maintain and further develop the networking approach, including their financing. Potential sustainability of the Regional Employment Fund can be hardly predicted at the time of this evaluation. The main criterion for sustainability is the Fund the provision of further financing once the YEM JP funds have terminated. There is some indication that MoLSAEO together with the regional authorities are willing to make adequate provisions. In the main however, such likelihood cannot be assessed yet. The trained capacities to a certain extent can be expected to be used in future for working on similar interventions in the region and thus might show a more encouraging element for preserving



the project results being achieved. This is particularly important for Kukes where a number of UN, WU and other donor's interventions are being launched in the near future, having their geographical focus on this particular region.

***A good degree of consistency as regards visions and actions of the different partners involved has been ensured.*** The various actors in the YEM JP demonstrate a degree of consistency with the aims and activities of the intervention. This is particularly so in the two target regions where political ownership is well demonstrated together with the political will to improve the living of the people through regional or territorial cooperation. Visions sometimes fall short however, once national and regional funding is seen as the major impediment to realising such long-term perspectives.

***Further measures are required to develop systematic sustainability of the various outputs being achieved.*** The need to make programme outputs sustainable, to foster replication of models being delivered and to facilitate policy reflection on intervention tools is apparent. With physical implementation now being moved towards achievement of goals the requirement to consider the viability of project outputs has been largely recognised by the PMC.

### 3.5 Country level

**At the Country level, the character of YEM JP reveals that the added value from implementing JPs does not automatically appear but needs to be built in systematically from the design stage onwards.**

***The evaluation highlights a range of benefits and challenges associated with joint UN programming.*** The joint programme has helped to clarify UN agency mandates, determined roles based on comparative advantage, improved communication and strengthened joint planning. Good working relations have been established between technical staff at central and regional levels. Joint programming has also helped take forward a more unified cluster approach.

However, joint programming can also increase transaction costs for the UN agencies, since considerable time is required for joint planning and proposal development. Differences in planning cycles, operational procedures and reporting systems are also challenges to joint programming. In practice, individual agencies implement YEM programme activities separately which from a technical point is understandable. The evaluation also raises wider questions about joint programming, including the need for criteria to determine when joint programming is the most appropriate approach and indicators for measuring the efficiency and effectiveness of joint programme processes and outcomes. Government and NGO partners are positive about their engagement with JP UN agencies and the technical support they receive. Challenges relate to some delays in procurement and disbursements and differences in UN agency reporting requirements. The evaluation also identifies the need for strengthening a common UN agency approach to the selection of implementing partners and more harmonised communication. Detailed lessons are provided in Chapter 4 of this report.

***Provided all expected outputs materialise in time the YEM JP has a good potential to support the Millennium Development Goals of Albania within the given thematic window.*** YEM JP is directly aligned with the One UN Programme and the UNDAF. The programme tackles essential issues in respect to the socio-economic problems of Albania. In the course of the YEM programme the Albanian policy makers are being confronted with a large number of innovative tools and models to actively fight youth unemployment, informal employment. The data base on youth employment and migration is being significantly

improved and should in the longer run lead to the development and implementation of more effective and better targeted national and regional policies. Counselling of youth and career planning should help to make young people more self-responsible for their own future and more realistic and pro-active in approaching the labour market. The broader population is being better informed about the potential risks of migration. All these activities, however need further systematic replication and dissemination by the Albanian authorities involved in order to boost the effects being produced and thus to significantly contribute the timely achievement of Albania's Millennium Development Goals.

## 4. CONCLUSIONS AND LESSONS LEARNED

This chapter sets out the Evaluator's conclusions on the strategy and performance of the YEM JP. Lessons learned from the strengths and weaknesses of the way the programme was programmed and implemented can help optimise the approach to future support.

### 4.1 Conclusions

Overall, the YEM JP is highly relevant and addresses key issues in respect of socio-economic development of Albania. The programme design has been ambitious in scope and coverage relative to its timeframe and resources. Individual components and projects appear to be innovative in tackling youth employment and migration and have made good use of the technical experience and good practice existing at the various agencies involved.

Programme implementation is characterised by very long delays in all components, but once projects have started, efficiency has improved rapidly. The reasons for delay can be partly attributed to the long time needed to approve the programme and the need to find a *modus operandi* for cooperation between the various UN agencies involved and also partly to the delays in allocating offices for YEM JP to operate<sup>4</sup>. The time needed to find approval for the programme could have been used also to further discuss operationality and to fine-tune roles and responsibilities of programme stakeholders. In the absence of an appointed CTA this has been only done to a moderate extent. More serious has been the political environment, where national elections and changes in the government led to a temporary loss of decision-making and implementation capacity within the Albanian administration.

After a lengthy delay, YEM JP is catching up and making substantial progress towards effective achievement of programme objectives, Millennium Development and thematic window goals. At the time of this evaluation, a substantial number of activities was about to start which should boost commitment and disbursement. In general, there are good prospects for those interventions already under implementation to effectively meet the expected outputs. Most of the components that are about to start are expected to achieve their outputs and results as well. Coherent strategies and innovative tackling of the nexus between informal employment and migration of young people will improve policy making and the development of policy interventions. The various training, internships, work programmes and counselling and coaching activities show a good potential for significantly improving the pro-active tackling of youth unemployment, particularly at regional levels. Also, activities potentially reducing the risks of migration should deliver their expected results, despite the size and complexity of the migration problem, although significant wider impacts are unlikely to rapidly appear. There remain a few individual interventions where full effectiveness is still at risk. These relate to the missing government approval and funding of the NAP and the delays in setting-up Regional Employment Funds. Potential solutions are being developed by agencies and partners at national and regional level. In the event that the NAP does not manage to receive full financing in line with the provisions of the draft document a significant reduction of the already now not very ambitious scope of activities has to be expected. Moreover, provided the Regional Employment Funds does not manage to become operational by the beginning of 2011 a reallocation of funds might be necessary. Appearance of all these negative scenarios would partly diminish full effectiveness and impact of the YEM JP. However, there is a high probability that these difficulties can be overcome in time, potentially making the YEM JP fully effective.

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<sup>4</sup> The provision of office space was part of the government in-kind contributions. UNDP and IOM tried to provide temporary solutions until the office space was made available in April 2009.

Sustainability of the results being achieved is in doubt because of limitations on government funding, legislation and the determination of policy. Also, the achievement of wider impacts of the programme requires greater emphasis on systematic follow up and replication. This has been acknowledged by agencies and government counterparts and the PMC is expected to host to a facilitated discussion and expression of national and regional commitment as concerns the durability and replication of the various outputs being achieved.

While there is political will for this replication, the quality and efficiency of its implementation will depend on professionalism of public administration, especially those in the regions. Unfortunately, there is lack of professionalism in the Albanian public administration and this is even more acute at regional/local level. Without intensive training either in issues of labour and migration and management the replication will have moderate chances of success.

The character of the YEM JP reveals that the added value from implementing JPs does not automatically appear but needs to be built in systematically from the design stage onwards. Whilst the professional work being undertaken by UN staff is appreciated by government counterparts and stakeholders, programme components and activities are largely implemented by individual agencies. JPs do have their advantages and benefits but the programme under evaluation has not yet revealed major added value in terms of synergies, apart from more efficient multi-stakeholder coordination. The programme as such however, is clearly of key importance for Albania and its Millennium Development Goals and has a good chance to deliver its expected outcomes within the given timeline.

## **4.2 Lessons learned**

### Joint programming and joint programmes

The introduction of the JP approach has also meant a shift in culture as concerns inter-agency work. This evaluation highlights the need for UN agencies to continue exploring more efficient ways of working together, particularly at regional and local levels. Ideally, the JP, and any future UN programming, should work through a joint UN team based in a joint UN office. However, this might not always be fully feasible since some agencies work with fully projectised staff or have staff that is not fully deployed to a single intervention. In the longer term this requires also progress on wider UN reform at global and national levels, for example, to harmonise administrative and other procedures notably in respect to JP staffing policy.

The evaluation findings raise wider questions about joint programming. Joint programming should not be an end in itself and it would be useful to develop criteria to determine when joint programming is the most appropriate approach. Clear expectations of joint programming and indicators for measuring its efficiency and effectiveness in terms of process and outcomes are welcome.

Management and coordination mechanisms for JPs need to be explored and agreed by the UN agencies involved prior to implementation. Due to the complexity of JP, the availability of professional project management capacity is essential for programme success.

### Youth employment and migration

Any future intervention in the area regardless the source of finance, should ensure that young people's issues are also incorporated into the formulation of youth policies and programmes. Equally, the same approach is needed for the systematic involvement of workers' and employers' organisations in the design and implementation of programmes, including active labour market policy. Such involvement engages their commitment to

## Conclusions and lessons learned

schemes and tends to enhance the relevance of programme content and the quality of training.

Upon completion the YEM JP will have demonstrated a number of innovative measures and pilot experiments that should allow the Albanian central and regional governments to conceive and adopt active labour market measures for youth employment and to tackle migration more effectively - of strategic importance for the country. Thorough assessment of pilot interventions and pro-active replication of success models is therefore indispensable if the socio-economic situation of the country is to significantly improve.

The current version of the NAP offers some feasible interventions that would also lead into the sustainability of YEM interventions, identifies specific lessons learned and replicable models, and builds on some of the YEM achievements to launch them to a larger scale.

## 5. RECOMMENDATIONS

This Report recommends two sets of actions. One set of recommendations concerns design of future joint programmes, whilst the second set of recommendations focus on the YEM JP, in particular its need to strengthen sustainability.

### 5.1 UN Country level

#### Design of future joint programmes- long term recommendations

Design of future JPs should put clear emphasis on exploring coordination and management mechanisms in order to strengthen efficiency. Whilst all UN agencies can potentially provide very valuable technical input, not all of them are equally resourced and organised to fully act as lead agency. Criteria such as residence status in the country, preferred implementation mechanisms should be considered and agreed prior to nominating the lead agency. Design of future JPs should also actively promote the identification of synergy effects.

UN agencies and government counterparts involved in JP should agree detailed implementation mechanisms, for instance by making agreements in the form of a Memorandum of Understanding.

Design of future JPs should clearly explore the role and responsibility of individual government counterparts. In particular, the responsibility of government counterparts for following-up and maintain programme outputs needs to be defined and agreed at programming stage.

In order to strengthen ownership, future JPs should include government co-financing. Preference should be given to the joint financing of activities sourced from UN and national funds.

Future JP needs to ensure that programme consistency is ensured also via a common communication platform. Creating a unified identity is a key requirement for a successful JP. It is important that all parties agree to communicate consistently on the purpose and expected results of the government reform, effort. Individual national counterpart or agency results nevertheless have to be acknowledged, but should be communicated in a harmonised way.

Moreover, in the longer term, a common set of criteria for the selection of NGO partners and contractors, an enforced common approach to monitoring their performance and feedback systems would benefit the quality of JPs. If the JP approach is to receive increased importance in future, the UN agencies should continue to streamline and harmonise financial and narrative reporting requirements.

### 5.2 YEM JP Project Management Committee

#### Sustainability of YEM JP – short and medium term recommendations

Funding of the NAP remains a key issue for sustainability. Whilst the MOLSEA is actively searching for extra funds, the PMC should closely monitor the process taking place. In the event that the funding gap cannot be fully covered a reduction of activities in the NAP has to

be expected. In that event, the PMC should advise MOLSEA to ensure that essential key activities of the NAP are prioritised and maintained, despite limited funds.

In order to ensure sustainability of outputs being achieved, the next round of PMC meetings should facilitate a coordinated discussion and devise a decision making process concerning follow up actions required from Albanian government counterparts. Albanian central institutions should inform the PMC in advance of the respective meeting of their proposals for making project outputs sustainable. The PMC Albanian representatives with immediate decision making powers should then agree on the measures being taken. By the end of the programme all respective outputs should be accommodated within firm and durable arrangements for their continuation.

Impact and sustainability of work-training/ wage subsidies projects and the internship scheme for Albanian students/ graduates should be fully explored by the PMC based on assessment reports produced by the respective contractors. Baseline data and success rates are needed in order to evaluate the benefits of these innovative measures and to explore their future replication. In particular NES can greatly benefit from working closely with both the private sector and the civil society which would help to foster sustainability.

Provided the Regional Employment Funds does not manage to become operational by the beginning of 2011 a reallocation of funds should be seriously considered by the PMC. In line with the original focus of the Fund work-training/ wage subsidies and education activities should receive funding, primarily aiming at the two target regions selected for benefiting from the Fund. Priority needs to be given to activities with high absorption potential, based on good experience made with previous interventions.

In the event that the NAP does not manage to receive full financing in line with the planned scope of activities the MoLSAEO should make a clear selection and prioritisation of activities being implemented in line with funding shortage. Priority should be also given to interventions which continue with or disseminate the results being achieved by YEM JP.

### Sustainability of YEM JP – long term recommendations

Further continuation of the programme activities in the area of youth employment and migration is inevitable taking into account the size and importance of the intervention area and the needs for practical reform in improving living conditions in the country. Future programmes should seek to increasingly involve national and local authorities, in order to stimulate ownership and capacity building. UN assistance should preferably be used to cover technical assistance and capacity building needs and to promote good practice in active labour market interventions, employment of youth and disadvantaged people, and migration.

## ANNEXES



## Annex 1 – Evaluation matrix

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
EQ 1 – Design level	<b>Relevance:</b> <i>The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, the MDG goals and the policies of associates and donors.</i>	a) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the joint programme?	Programme documentation	Desk study	Clarity of objectives; Quality of strategic planning documentation; Availability of needs assessment; Alignment of programme activity to real needs	Qualitative analysis of data
		b) Does the Joint Programme take into account the particularities and specific interests of women, minorities and ethnic groups in the areas of intervention?	Programme documentation; Stakeholder opinion	Desk study; interviews	Alignment of programme activity to real needs; Any important area not covered by the programme that should have been included	Qualitative analysis of data; Interpretation of interviews and observations
		c) To what extent has the intervention strategy been adapted to the areas of intervention in which it is being implemented? What actions does the programme envisage to respond to obstacles that may arise from the political and socio-cultural context?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme obstacles and related corrective actions	Qualitative analysis of data; Interpretation of interviews and observations
		d) Are the monitoring indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?	Programme documentation; Progress/ monitoring reports	Desk study	Quality of strategic planning documentation and monitoring indicators	Qualitative analysis of data
		e) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programmes?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Support given during programming	Qualitative analysis of data; Interpretation of interviews and observations
		a) To what extent do the	Programme	Desk study;	Quality of strategic	Qualitative analysis

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
	<b>Ownership in the design: national social actors' effective exercise of leadership in the development interventions</b>	intervention objectives and strategies of the Joint Programme respond to national and regional plans?	documentation; Stakeholder opinion	interviews	planning documentation	of data; Interpretation of interviews and observations
		b) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention?	Programme documentation; Stakeholder opinion	Desk study; interviews	Whether stakeholders were consulted; Degree of consultation	Qualitative analysis of data Interpretation of interviews and observations
<b>EQ 2 Process level</b>	<b>Efficiency: The extent to which the resources/inputs (funds, time, etc.) have been turned into results</b>	a) How well does the joint programme's management model – that is, its tools, financial resources, human resources, technical resources, organizational structure, information flows and management decision-making – contribute to generating the expected outputs and outcomes?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Managerial and administrative capacities; Quality of management/ monitoring process; Clear allocation of the roles and responsibilities within and between agencies; Availability of procedures and guidelines	Qualitative analysis of data; Interpretation of interviews and observations
		b) To what extent are the participating agencies coordinating with each other and with the government and civil society? Is there a methodology underpinning the work and internal communications that contributes to the joint implementation?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Quality of structured coordination process; Clear allocation of the roles and responsibilities within and between agencies; Availability of procedures and guidelines	Qualitative analysis of data; Interpretation of interviews and observations
		c) Are there efficient mechanisms for coordination that prevent counterparts and beneficiaries from becoming overloaded?	Programme documentation; Progress/ monitoring reports; Stakeholder	Desk study; interviews	Quality of structured coordination process; Clear allocation of the roles and responsibilities within and between agencies;	Qualitative analysis of data; Interpretation of interviews and observations

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
			opinion		Availability of procedures and guidelines	
		d) Does the pace of implementing programme outputs ensure the completeness of the joint programme's results? How do the different components of the joint programme interrelate?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Quantitative/ qualitative measure of outputs; Quantitative/ qualitative description of tools/ activities/ resources; Unused resources/ excess resources provided; Factors that contributed to achieving/ non-achieving outputs	Qualitative analysis of data; Interpretation of interviews and observations
		e) Are work methodologies, financial tools, etc. shared among agencies and among joint programmes?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Clear allocation of the roles and responsibilities within and between agencies; Availability of procedures and guidelines; Quality of communication	Qualitative analysis of data; Interpretation of interviews and observations
		f) Have more efficient (sensitive) and appropriate measures been adopted to respond to the political and socio-cultural context identified?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme obstacles and related corrective actions	Qualitative analysis of data; Interpretation of interviews and observations
		g) How conducive are current UN agency procedures to joint programming? How can existing bottlenecks be overcome and procedures further harmonized?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Quality of policy programming	Qualitative analysis of data; Interpretation of interviews and observations
	<b>Ownership in the process: National social actors' effective</b>	a) To what extent have the target population and the participants taken ownership of the programme, assuming an active role in it?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Actual involvement of beneficiaries in implementation	Qualitative analysis of data; Interpretation of interviews and observations

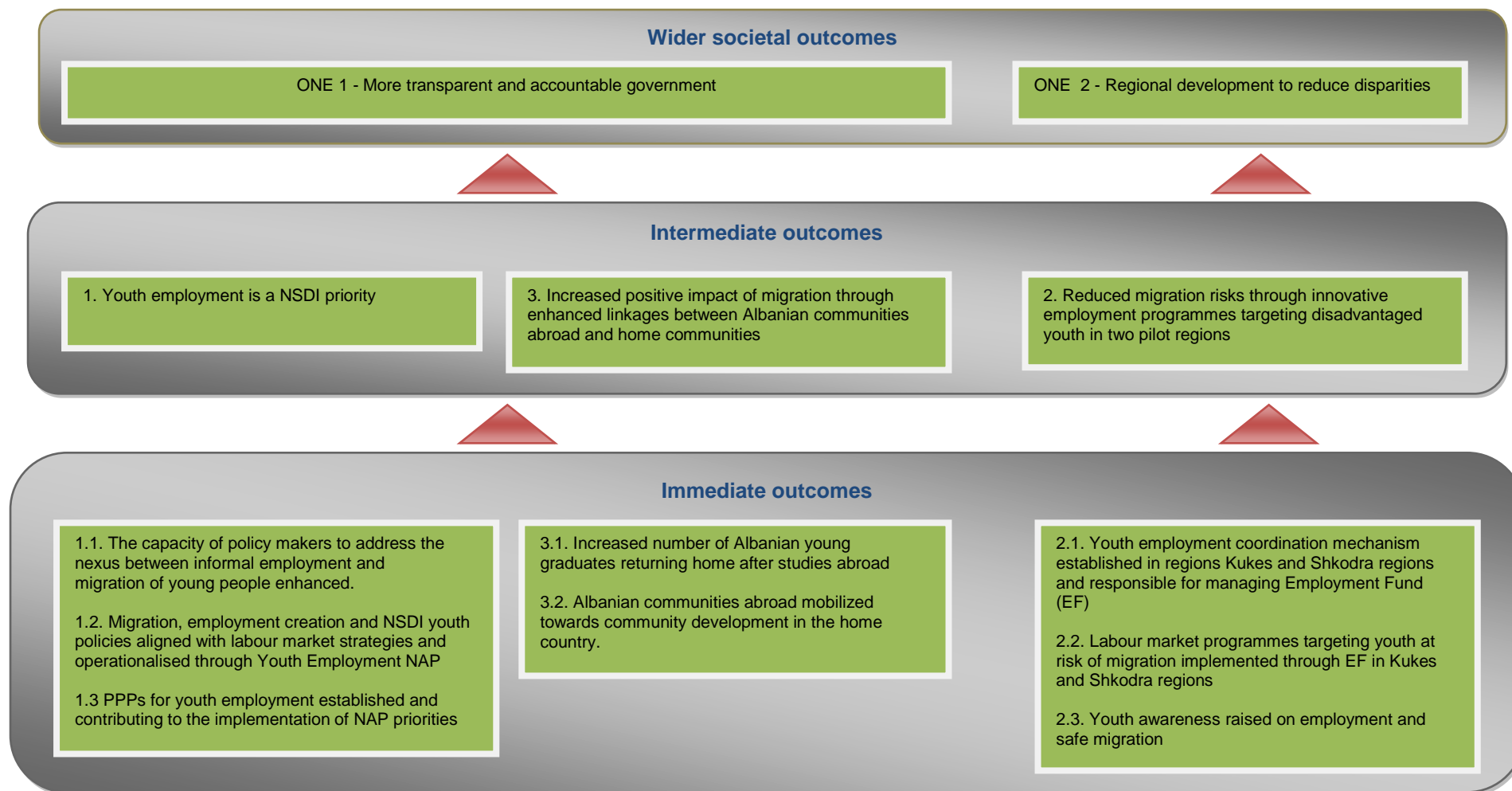
Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
	<b><i>exercise of leadership in the development interventions</i></b>					
		b) To what extent have national public/ private resources and/ or counterparts been mobilized to contribute to the programme's goals and impacts?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of resources and counterparts engaged in implementation	Qualitative analysis of data; Interpretation of interviews and observations
<b>EQ 3 Results level</b>	<b><i>Efficacy: Extent to which the objectives of the development intervention have been met or are expected to be met, taking into account their relative importance.</i></b>	a) Is the programme making progress towards achieving the stipulated results?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Availability of improved procedures, guidelines and strategies; Availability of suitably qualified skilled staff and adequate financial resources; Extent to what MDG-F assistance has contributed to the improvements; Factors contributing to effectiveness/ ineffectiveness; Prevailing observed changes in political/ administrative behaviour, procedures, structures; Prevailing observed changes identifiable for the national/regional macro- and/or micro socio-economic situation	Qualitative analysis of data; Interpretation of interviews and observations
		i. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals at the local and national levels?				
		ii. To what extent is the programme contributing to the goals set by the thematic window, and in what ways?				
		b) Is the stipulated timeline of outputs being met? What factors are contributing to progress or delay in the achievement of the outputs and outcomes?				
		c) Do the outputs produced meet the required high quality?	Progress/ monitoring reports;	Desk study; interviews	Quality of outputs produced	Qualitative analysis of data; Interpretation of

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
			Stakeholder opinion			interviews and observations
		d) Does the programme have follow-up mechanisms (to verify the quality of the products, punctuality of delivery, etc.) to measure progress in the achievement of the envisaged results?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of planned/ realized follow up mechanisms	Qualitative analysis of data; Interpretation of interviews and observations
		e) Is the programme providing coverage to beneficiaries as planned?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Extent of beneficiary coverage	Qualitative analysis of data; Interpretation of interviews and observations
		f) In what way has the programme come up with innovative measures for problem-solving?	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of innovative measures and concepts	Qualitative analysis of data; Interpretation of interviews and observations
		g) Have any good practices, success stories, or transferable examples been identified?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of good practice	Qualitative analysis of data; Interpretation of interviews and observations
		h) In what ways has the joint programme contributed to the issue of fair youth employment?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of measures facilitating fair youth employment	Qualitative analysis of data; Interpretation of interviews and observations
		i) In what ways has the joint programme contributed to the issue of internal and/or external migration?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of measures facilitating the reduction of migration problems	Qualitative analysis of data; Interpretation of interviews and observations
		j) What types of differentiated effects are resulting from the joint programme in	Progress/ monitoring reports;	Desk study; interviews	Identification of measures facilitating the reduction of disparities as	Qualitative analysis of data; Interpretation of

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
		accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?	Stakeholder opinion		concerns sex, race, ethnic group, rural or urban setting of the beneficiary population	interviews and observations
<b>EQ 4 Sustainability</b>	<b><i>The probability that the benefits of the intervention will continue in the long term.</i></b>	<p>a) Are the necessary premises occurring to ensure the sustainability of the impacts of the joint programme? At local and national level:</p> <p>i. Is the programme supported by national and/or local institutions?</p> <p>ii. Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?</p> <p>iii. Have operating capacities been created and/or reinforced in national and local partners?</p> <p>iv. Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?</p> <p>v. Is the duration of the programme sufficient to ensure a cycle that will ensure the sustainability of the interventions?</p> <p>vi. Have networks or network institutions been created or strengthened to carry out the roles that</p>	Programme documentation; Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Availability of financial/ human means and networks for continuation of activities and further improvements; Outputs contribute to achievement of the strategic objectives; Horizontal public administration and national/ regional cooperation systems stable and adequate; Ongoing national finance available for maintenance, insurance, replacements, consumables, etc.; Secured provisions in place for ongoing staffing, staff replacement and training; Procedures and systems fully documented, with defined responsibility for updating	Qualitative analysis of data; Interpretation of interviews and observations

Overall evaluation question	Key question	Specific sub-question	Data sources	Data collection method	Indicators/ success standards	Methods for data analysis
		the joint programme is performing?				
		b) To what extent are the visions and actions of partners consistent with or different from those of the joint programme?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Consistency of visions/ actions with agreed measures; Ownership is demonstrated by managers responsible for onward strategic implementation of programme outputs	Qualitative analysis of data; Interpretation of interviews and observations
		c) In what ways can governance of the joint programme be improved so as to increase the chances of achieving sustainability in the future?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme measures for increased strengthening of sustainability	Qualitative analysis of data; Interpretation of interviews and observations
<b>EQ 5 Country level</b>	-	a. During the analysis of the evaluation, what lessons have been learned, and what best practices can be transferred to other programmes or countries?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of good practice and lessons learned	Qualitative analysis of data; Interpretation of interviews and observations
		b. To what extent and in what way is the joint programme contributing to progress towards the Millennium Development Goals in the country?	Progress/ monitoring reports; Stakeholder opinion	Desk study; interviews	Identification of programme contribution towards MDG-Goals	Qualitative analysis of data; Interpretation of interviews and observations

## Annex 2– Albania Youth Employment and Migration – Hierarchy of outcomes





## Annex 3 – Indicators of Achievement

## Outcome of Joint Programme: 1. Youth employment is a priority of the National Strategy for Development and Integration (NSDI)

Outcome	SMART Outputs	Responsibility	Observation/ Remarks
<p><b>1.1. The capacity of policy makers to address the nexus between informal employment and migration of young people is enhanced.</b></p> <p><i>Indicators:</i> Number of key indicators of the youth labour market, including informal employment and migration, regularly collected and analyzed</p> <p><i>Baseline:</i> - No LFS conducted in Albania. Data on the youth labour market is collected through the LSMS and administrative data of the employment services. - The youth unemployment rate (standard) is 12.8% (14.4% men and 11% women); the relaxed youth unemployment rate is 27% (28.7% men and 25% women) (LSMS 2005); - The share of young people employed informally is estimated at 70% of all young workers (LSMS 2005); - 60% of all informal employment is in</p>	<p>- 15 Statistical indicators on youth employment, informal employment and migration developed and used by the second year of Programme implementation</p>	ILO/ INSTAT	<p>Statistical indicators have been developed; they will be collected by 28 additional questions agreed for use in the LFS; testing and assessment of the restructured questionnaire is about to start.</p> <p>LFS is conducted on annual basis since 2007. Data on youth labour market is collected through LFS since 2007. The LFS from 2011 onwards will allow collecting and analysing more and better data on youth employment, informal employment and migration.</p> <p>Initial policy implications and recommendations were discussed by the respective inter-ministerial working group</p> <p>Training has started and will continue, particular emphasis has been given on involvement of ISTAT of Italy.</p> <p>Revised activity; emphasis has been put on providing an assessment of the economic crisis in the textile and apparel industry.</p>
	<p>- Data on youth employment, informal employment and migration collected by the first year of the programme</p>	IOM/ INSTAT	
	<p>- Policy implication and recommendations formulated by the end of the first year of the programme</p>	ILO/ MoLSAEO	
	<p>- At least 20 staff of line ministries, INSTAT and the NES produce and/or use data on youth employment, informal employment and migration by the end of the second year</p> <p>- Government of Albania adopts a plan to tackle the informal economy by the end of the first year</p>	ILO/ MoLSAEO  UNDP/ Council of Ministers	

<p>agriculture (estimate);</p> <ul style="list-style-type: none"> <li>– 30% of all internal migrants come from the Northern part of Albania, even though it has only 11% of the country's population;</li> <li>– 55% of all permanent international migrants are from rural households</li> </ul>			
<p><b>1.2. Migration, employment creation and youth policies of the NSDI aligned with labour market strategies and operationalized through Youth Employment National Action Plan (NAP)</b></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> <li>– Number of measurable targets of the NAP included in the NSDI</li> </ul> <p><i>Baseline:</i></p> <ul style="list-style-type: none"> <li>- No measurable target on youth employment, the informal economy and migration included in the NSDI</li> </ul>	<ul style="list-style-type: none"> <li>- Inter-institutional committee operational by the end of the first year of implementation</li> <li>- Employment, youth development and migration policies aligned and youth employment objectives set and prioritized by the end of the first year of programme</li> <li>- NAP on youth employment with specific priorities and outcomes, designed and targets included in NSDI by the end of the programme</li> </ul>	<p>ILO/ MoLSAEO</p> <p>ILO/ MoLSAEO</p> <p>ILO/ MoLSAEO</p>	<p>Inter-ministerial working group led by MoLSAEO has prepared draft NAP.</p> <p>Draft NAP aligned various sectoral and ministry policies and provides a harmonised approach to youth employment and migration.</p> <p>Draft NAP prepared, currently waiting for approval by the Council of Ministers; funding gap still to be resolved.</p>
<p><b>1.3 Public-private partnerships (PPPs) for youth employment established and contributing to the implementation of the priorities of the NAP</b></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> <li>– Number of local projects on youth employment financed through PPPs</li> </ul> <p><i>Baseline:</i></p> <p>None</p>	<ul style="list-style-type: none"> <li>- Framework for PPPs through Corporate Social Responsibility (CSR) for youth employment developed and used by end of the first year to mobilize resources for youth employment</li> <li>- One third of the signatories of the Global Compact are contributing to the implementation of the NAP through selected youth employment initiatives</li> </ul>	<p>ILO/ MoLSAEO</p> <p>UNDP/ Employers' organisations</p>	<p>PPP framework established and becoming operational.</p> <p>Participating companies selected and ready to contribute to selected youth employment initiatives.</p> <p>Implementation of work training programmes under the PPP framework; 45 to 50 contracts with private companies across Albania will materialise during October, securing 300 internships.</p>

## Outcome of Joint Programme: 2. Risks of migration are reduced through innovative employment programmes targeting disadvantaged youth in two pilot regions

Outcome	SMART Outputs	Responsibility	Observation/ Remarks
<p><b>2.1. Youth employment coordination mechanism established in the regions of Kukes and Shkodra and responsible for managing the Employment Fund (EF)</b></p> <p><i>Indicators:</i> – Number of labour market programmes identified and monitored by coordination mechanism in each region</p> <p><i>Baseline:</i> None</p>	<p>- By the end of year one, each regional coordination mechanism prioritized youth employment interventions to be financed by the EF</p> <p>- EF autonomously managed by the regional coordination mechanism and financing youth employment interventions by the end of the Programme</p>	<p>UNICEF/ MCTYS</p> <p>ILO/ NES</p>	<p>Training to regional stakeholders has been provided and regional coordination mechanisms are close to completion. Significant difficulties in setting up the EF, since agreed procedures to transfer funds to regions besides the State budget do not exist currently. Preferred solution to make the EF operational: direct donor agreement; provided this works out the EF could become operational until the beginning of 2011.</p>
<p><b>2.2. Labour market programmes targeting youth at risk of migration implemented through the EF in the regions of Kukes and Shkodra</b></p> <p><i>Indicators:</i> – Number of young participants employed in the formal economy at the end of labour market programmes</p> <p><i>Baseline:</i> – The share of young people working informally is estimated at 70% of all workers (LSMS 2005) – No data is available on young people working in the informal economy in the two</p>	<p>- Skills requirements in the two target regions identified and used to design labour market training</p> <p>- 60 Counsellors of the NES offices in Kukes and Shkodra provided tailored career counselling and guidance to 3,600 young workers in the informal economy</p> <p>- 600 informal workers at risk of migration are trained in livelihood and employability skills (ABCS model) and 60% are employed at the end of the programme</p> <p>- 300 disadvantaged youth (unemployed, underemployed and informally employed) have enhanced their employability through participation in demand-driven competency-based training and 60% of them are in</p>	<p>IOM/ Regional coordination mechanism</p> <p>UNICEF/ NES local branches</p> <p>UNICEF/ NES local branches</p> <p>UNICEF/ NES local branches</p>	<p>Skills analysis survey conducted.</p> <p>Training of NES ongoing.</p> <p>Training of young unemployed/ informal workers will commence following operationalisation of the EF.</p> <p>YES Shkodra has 237 registered youth (within the three months of operation); 89 are already registered in the employment service, 139 are newcomers; out of this group 12 youth have been employed and 20 are attending courses.</p>



### Outcome of Joint Programme: 3. The positive impact of migration is increased through enhanced linkages between Albanian communities abroad and home communities

Outcome	SMART Outputs	Responsibility	Observation/ Remarks
<p><b>3.1. Increased number of Albanian young graduates returning home after studies abroad</b></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> <li>– Number of Albanian graduates returning to home country through incentive package and regularly employed at the end of the programme</li> </ul> <p><i>Baseline:</i> None</p>	<ul style="list-style-type: none"> <li>- Portfolio of profiles of young qualified Albanians abroad available for use of public administration, academia and the private sector by the end of year one.</li> <li>- 50% of targeted qualified nationals who returned to Albania are employed in public administration, academia and the private sector by the end of the Programme.</li> </ul>	<p>UNDP/ MFA</p> <p>UNDP/ MFA</p>	<p>Portfolio established; students' network operating; focus will be given to private sector; around 200 private companies are in the portfolio, 130 vacancies are currently identified being gradually matched.</p>
<p><b>3.2. Albanian communities abroad mobilized towards community development in the home country.</b></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> <li>– Number of local development initiatives supported by Albanian communities abroad</li> </ul> <p><i>Baseline:</i> None</p>	<ul style="list-style-type: none"> <li>- Staff of the Albanian Consular Service and community leaders in 4 countries use outreach and resource mobilization tools connecting Albanian communities abroad to home communities</li> </ul>	<p>IOM/ MFA</p>	<p>Consultation ongoing.</p>

## Annex 4 List of Interviews

Institution	Interviewee	Date
ILO	Ms. Daniela Zampini Chief Technical Advisor	04/10/2010
		09/10/2010
		12/10/2010
ILO	Ms. Teuta Zejno Administrative Assistant	04/10/2010
UNDP	Ms. Dajna Sorensen National Project Officer	04/10/2010
UNDP	Ms. Jorina Kadare PPP Associate	04/10/2010
UN	Ms. Charlotte Hjertstrom UN Reform M&E Advisor	04/10/2010
		12/10/2010
UN	Mr. Nils Taxell Special Advisor to RC	04/10/2010
		12/10/2010
INSTAT	Ms. Ledia Thomo General Director Deputy	05/10/2010
INSTAT	Ms. Pranvera Elezi Representative	05/10/2010
Albanian Students Abroad Network	Ms. Edlira Cepani Executive Director	05/10/2010
UNICEF	Mr. Detlev Palm UNICEF Representative	04/10/2010
		05/10/2010
		12/10/2010
UNICEF	Mr. Leon Shestani Project Manager	05/10/2010
Center for Research and Development	Ms. Alketa Zazo Representative	05/10/2010
Center for Research and Development	Mr. Sokol Zhabjaku Representative	05/10/2010
Embassy of Spain	H. E. Manuel Montobbio Ambassador	05/10/2010
Ministry of Labour, Social Affairs and Equal Opportunities	Ms. Arjeta Late Director of Employment Policies Department	06/10/2010

Institution	Interviewee	Date
Ministry of Labour, Social Affairs and Equal Opportunities	Mr. Stavri Lako Head of Vocational Training Sector	06/10/2010
Ministry of Labour, Social Affairs and Equal Opportunities	Ms. Gentjana Prodani Head of Employment Policies Sector	06/10/2010
Ministry of Tourism, Culture, Youth and Sports	Ms. Migena Reci Director of Youth Policies Department	06/10/2010
Regional Employment Service Shkodra	Mr. Lorenc Dema Director	06/10/2010
National Employment Service	Mr. Neshat Zeleni Director Vocational Training Directorate	06/10/2010
Merchants and Bankers Trade Union	Ms. Valbona Agolli Trade Union Representative	06/10/2010
Ministry of Tourism, Culture Youth and Sports	Ms. Migena Reci General Director Youth and Sports	2010
Ministry of Education and Science	Ms. Dorina Rapti Head of VET sector	07/10/2010
IOM	Ms. Nicoletta Giordano Chief of Mission	04/10/2010 07/10/2010 12/10/2010
IOM	Ms. Teuta Grazhdani Project Officer	07/10/2010 12/10/2010
UNDP	Mr. Norimasa Shimomura Country Director	04/10/2010 07/10/2010 12/10/2010
UNDP	Mr. Eno Ngjela Programme Analyst	07/10/2010
Don Bosco Center	Don Marek Center Representative	07/10/2010
Albanian British Chamber of Commerce and Industries	Ms. Delina Nano Project Coordinator	07/10/2010
ILO	Mr. Fatjon Dragoshi Project Coordinator	11/10/2010
Kukes Regional Council	Mr. Shefqet Bruka Chairman	11/10/2010

Institution	Interviewee	Date
Regional Employment Office Kukes	Ms. Merita Brati Director	11/10/2010
Regional Employment Office Kukes	Ms. Vera Istrefi Specialist	11/10/2010
Ministry of Labour, Social Affairs and Equal Opportunities	Mr. Kastriot Sulka Deputy Minister	12/10/2010
Ministry of Labour, Social Affairs and Equal Opportunities	Ms. Etleva Dyrmishi Migration Department Officer	12/10/2010



## Annex 5 List of documents

Name of Originator	Date	Title of Document
UN	2003	Guidance Note on Joint Programming
MDG-F	2009	Implementation Guidelines for MDG Achievement Fund Joint Programmes
UN/ Council of Ministers of the Republic of Albania	2007	ONE United Nations Programme for Albania – Programme Framework Document 2007-2010
UN Albania	2008	“ONE UN” Communications Strategy
UN/ Ministry of Labour, Social Affairs and Equal Opportunities et. al.	2008	Joint Programme “Youth migration: reaping the benefits and mitigating the risks”
UNDP Albania	2006	From Brain Drain to Brain Gain: Mobilising Albania’s Skilled Diaspora, a policy paper for the Government of Albania
MDG-F/ UNDP	2009	Albania YEM Inception Report and Work Plan
MDG-F/ UNDP	2009/2010	Programme Quarterly Progress Reports
MDG-F/ UNDP	2009	Annual Joint Programme Progress Report 2008
MDG-F/ UNDP	2009	Albania YEM Joint Programme Monitoring Reports
MDG-F/ UNDP	2009	PMC February 2009, Summary Report of the Meeting
MDG-F/ UNDP	2009/2010	Staff Meeting Minutes
ILO	2004	Employment Policy Review Albania
Cathryn Thorup	2004	What works in youth employment in the Balkans
ILO	2008	Young people and their transition to decent work in the Western Balkans
IMF	2008	Albania: Poverty Reduction Strategy Paper-Joint Staff Advisory Note
Government of Albania/ ILO	2010	Youth Employment Action Plan 2010-2013
FAO	2004	Internal Mobility and International Migration in Albania
IOM	2009	Draft Preliminary Analysis “Survey on informal employment and migration of young people in Albania”

## Annex 5

ACER/ASET	2009	Proposed Approach and Methodology for Conducting a Survey to Assess the Links Between Informal Employment and Migration of Young People in Albania
Ministry of Economy, Trade and Energy	2007	Regional Development Crosscutting Strategy
Institute for Economy, Finance and Business	2007	Impact of remittances and migration on children and families left behind
ILO	2006	ILO Multilateral Framework on Labour Migration Non-binding principles and guidelines for a rights-based approach to labour migration
World Bank	2007	Albania Urban Growth, Migration and Poverty Reduction - A Poverty Assessment
European Commission	2009	Albania Progress Report