Summary

The Active Labour Market Programme for Youth is a continuation of Employment Generation Project, implemented since 2005. The Active Labour Market Programme for Youth is a joint UNDP and Ministry of Labour and Social Welfare (MLSW) initiative. The programme in 2009 will focus on providing assistance in capacity building of Labour Market Institutions, specifically Public Employment Service (PES) and Vocational Training Centres (VTCs) through continuous joint tailoring and testing of active measures to increase employability. Technical assistance will be provided to Ministry of Education Science and Technology, especially the division of Vocational Education Schools to gain skills and experience in organizing practical learning for vocational education students, complying with the newly approved curricula and Law on Vocational Education in Kosovo. Hence, the strategy of the programme revolves around three main axes: i) strengthening the capacity of labour market institutions, ii) provide direct assistance to unemployed youth through a number of active measures facilitating training/employment,
BACKGROUND AND RATIONALE

Based on the recently published Labour Force Survey, in 2006 about 44.9 percent of the labour force is estimated to be unemployed, still 3.5 percentage points higher than in 2005. The unemployment rate in Kosovo is much higher compared to other countries in the regions and it is near to twice as high as average unemployment rate in the Western Balkans. The measures of labour resources utilization such as labour force participation rate and employment rate\(^1\) are the lowest in the Western Balkan region (49.2% and 28.5% respectively) and far lower than average EU figures.

According to the Labour Market Statistics for 2006, the high unemployment rate in Kosovo is closely correlated with the age, education and work experience. The high population growth in Kosovo supplies the labour market with unemployed youth twice as likely as adults. Around 40% of total unemployed being youngsters, with around 40,000 people reaching working age per year burdens the labour market with extensive supply. The unemployment rate correlates negatively with the level of education. An increasing problem of exclusion is evident, particularly towards the less educated. Nearly 52% of the unemployed possess only primary education or less then secondary school and are most likely to remain unemployed. Of the most pressing characteristics of unemployment is that around 93% of the unemployed have no working experience indicating the importance of the first contact with the labour market or working experience in getting sustainable employment. These indicators re-emphasize the importance of targeting the youth, focusing on the low educated, with no prior working experience as most vulnerable groups.

UNDP through its Employment Generation Project assisted the Kosovo Government, particularly the Ministry of Labour and Social Welfare, to introduce a number active labour market programmes. During the years 2005/2006 73 labour intensive community infrastructure projects were implemented that employed around 3,200 workers (for an average of 2.5 months duration). At the same time, another component of Employment Generation Project facilitated the long-term employment of 2,170 young jobseekers and mediated the internship of 125 newly graduates from Universities. In 2007, the Employment Generation Project expanded activities through the design of active employment measures and changed into the "Active Labour Market Programme (ALMP) for Youth". Throughout the year 2007, ALMP envisaged capacity building for PES counsellors and facilitated training/employment of 1,481 young registered jobseekers through introduced active employment measures: on the job training, pre employment training, wage subsidies, internship and vocational training.

The Programme, during the project implementation period (to June 2008), has continued the work initiated on active labour market measures targeting disadvantaged youth as well as focus on developing the capacity of the Public Employment Service (PES) and Vocational Training Centres (VTCs) of the Ministry of Labour and Social Welfare to adjust their programmes to changing labour market needs.

The activities taken under the first project component Strengthening the Capacities of Labour Market Institutions mainly aimed to ensure the occupational skills provided by VTCs are aligned to labour market demands in order to improve participants’ chances of labour market integration at the end of the programme. In this respect, the Employment Service and Vocational Training Centres were assisted on building capacities to i) detect the labour market relevance of the occupations currently offered by VTCs; ii) identify occupational requirements of the labour market; and iii) establish new skills development training courses based on labour market requirements.

Under the second project component ‘Provision of direct assistance to registered young jobseekers’, during the first two quarters of 2008 the ALMP through introduced active employment measures, by partnering with enterprises requiring additional work force, has facilitated training/employment to 364 young registered jobseekers.

\(^1\) Employment to working age population ratio.
STRATEGY

The Active Labour Market Programme for Youth is part of a longer-term strategy aimed at reducing unemployment and stimulating job creation for youth. Active employment measures tailored and tested by ALMP in close cooperation with MLSW since 2005 have strengthened capacities and introduced PES and VTC new labour market modalities in practice. The project during the next implementation period will continue to provide assistance in capacity building of Labour Market Institutions and provision of direct assistance to young jobseekers. In addition, under the second component for the coming period the project will test the new designed scheme 'Institution and Enterprise based Training', combining training on non-vocational and vocational skills, to be conducted at the MLSW Vocational Centres and partner enterprises. The project will also continue to support newly University graduates through Internship Scheme as per criteria set.

Since 2005, the projects’ activities channelled to improvement of employability opportunities for young jobseekers, aiming at reducing the high level of registered unemployed in Kosovo. In the next phase the project will focus on preventive measures of unemployment raise, specifically amongst young vocational schools students, who consists the biggest part of the unemployed yearly entering the labour market. The Law on Vocational Education and Training has been approved since 2006, and the practical learning and professional practice are included in the formal education programme. The career counselling and guidance as well as practical learning in an enterprise although envisaged in the legal framework, to date have not been provided for the vocational students in an organized manner. Several difficulties are emphasized in implementing this part of curricula are: i) lack of constant cooperation between the two Ministries in regulating provision of career guidance and counselling for students; ii) educational institutions have little or no linkages with local enterprises and are lacking experience to organize practical training programmes for students; iii) low interest of private enterprises to become part of the curricula implementation chain, iv) students finding difficulties to cover travel costs to and from enterprises, v) accident in the workplace insurance coverage etc. In this regard, the ALMP through existing cooperation with the MLSW and by expanding partnership with MEST, based on lessons learned and experience gained through implementation of active labour measures for youth, during the next project phase aims to facilitate provision of career guidance and practical learning and professional training in enterprises for vocational education students.

The strategy of the Project revolves around two three axes: i) strengthening the capacity of labour market institutions, ii) a. provide direct assistance to registered unemployed youth through a number of active measures facilitating training/employment, ii) b. provide direct assistance to vocational education students facilitating practical learning and professional training in enterprises to improve employability opportunities as preventive measure of entering/registrating as unemployed in the labour market.

The Project envisages facilitating the employment/training and internship of approximately 217 registered young jobseekers and practical learning and professional training in enterprises for 200 vocational education students.

The Project is in line with the outcomes envisaged by the Youth employment Action Plan under the heading “Preventing the exclusion of young people through targeted measures”. By providing targeted active labour market measures, the Project will contribute to the achievement of outcome C1 of the Plan (Increased number of disadvantaged youth participating in employment activation programmes). The project activities are also in line with the Law on Vocational Education and Training, Organization of Formal Vocational Education Programmes, Article 18.1 and new curricula developed.

i) Strengthening capacities of labour market institutions and vocational education institutions

The Programme will continue its support to MLSW to build capacities of the Public Employment Service (PES) and Vocational Training Centres to provide individualized and sequenced employment and training services to unemployed registered. In addition, the labour market institutions will be provided technical assistance in
facilitating career guidance and practical learning of vocational students in close cooperation with MEST, Vocational Education Schools through partnering with enterprises. Labour market institutions will be assisted in detecting the labour market relevance of the occupations currently offered by the VTCs; identify new occupational skills requirements, and establish new skills development training courses aligned to labour market needs.

ii) **Direct assistance to unemployed youth**

The Programme envisages three typologies of measures: institution and enterprise based training for registered young jobseekers unemployed (approximately 35 percent of beneficiaries), internship scheme (approximately 15 percent of beneficiaries), and practical learning and professional training (approx. 50 percent of beneficiaries).

a) **Institution and Enterprise based Training**

The project will continue providing direct assistance to young jobseekers, by implementing the pilot new scheme designed, which combines vocational and non-vocational skills training provision. The piloting will be done based on the evaluation that this combination of institution and enterprise based training can make the learning experience of young people more relevant to the needs of enterprises. This active employment measure envisages a period in the MLSW vocational training centre to acquire core employability skills (health and safety in the work place, work readiness skills, team working, and information and communication technology) and a period in partner enterprises to acquire job-specific vocational skills, knowledge and attitudes essential to perform the job and to become a permanent employee after satisfactory completing the training. The scheme intends to provide job opportunities for young registered jobseekers, by co-sharing with employers the training investment. The target group eligible for this typology of measure will mainly be low skilled unemployed youth with a minimum six-month registration at the employment services with no work experience.

b) **Internship scheme**

Internship scheme designed to create opportunities for new University graduates to acquire the necessary work experience. Interns gain the skills, knowledge and abilities that are essential to perform in the workplace and to become permanent, unsubsidized employees. Effort shall be made to engage interns for assistance and practicing knowledge at public institutions and private enterprises mainly requiring facilitation in human resources, administration and accountancy departments.

c) **Direct Assistance to Vocational Education Students facilitating ‘Practical Learning and Professional Training’ in enterprises**

From around 20,000 students graduating from vocational schools each year, burdening the labour market with extensive supply, 80 % of these students have no prior contact with the labour market which is one of the prominent obstacles in finding sustainable employment. Thus, as a preventing measure for these youngsters to register (remain) unemployed in the labour market, the implementation of ‘the practical learning and professional training in enterprises’ envisaged in the approved Law on Vocational Education in Kosovo is of high importance. In the course of implementing this measure, initially pilot-project, the vocational education students will be provided career guidance and counselling by PES counsellors, health and safety at work instructions by VTC trainers and practical learning and training in partner enterprises. This pilot-project will assist both, the MLSW and the MEST, to assess and evaluate gaps and plan actions to be taken, regulating the chain of activities and partnerships for organized provision of ‘practical learning and professional training’ as part of new curricula for vocational education students. The programme will facilitate the provision of these services for vocational students through close cooperation with the MLSW and MEST.
All these measures will be regularly monitored and evaluated to verify the employment status of beneficiaries after the completion of the programme.

Project Expected Outputs:

1) The capacity of PES, VTCs and VEI strengthened to provide employment and training services required by the labour market.

Key Indicative Activities:
- Staff development and coaching to PES staff to provide individualized employment services;
- Detect labour market relevance of current VTC provision and develop new occupations to be offered by VTCs;
- Vocational Education Institutions development of competencies to organise and monitor the practical learning and professional experience in enterprises

2) Active employment programmes targeting disadvantaged youth designed, monitored and evaluated

Key Indicative Activities:
- Provision of job search assistance to registered unemployed,
- Provision of active labour market measures
- Provision of career guidance and counselling to vocational education students
- Provision of safety and risk at work instructions to vocational education students
- Provision of organised and monitored ‘practical learning and professional training’ to vocational education students
MANAGEMENT ARRANGEMENTS

Project Team:

The implementation of the Programme will be carried out by a programme team, headed by a Programme Manager responsible for day-to-day management and decision-making for the project and charged with ensuring that the Programme produces the results specified in the project document, to the required standard of quality and within the specified constrains of time and cost.

Project Board

A Project Board (Programme Steering Committee) will be established. This will comprise the Head of the Labour and employment Department, Ministry of Labour and Social Welfare (senior supplier), Head of the Vocational Education Division, Ministry of Education Science and Technology (senior supplier), Chamber of Commerce (Senior Beneficiary), and the Economic Development Portfolio Manager (Executive) in the UNDP office for Kosovo. This board will meet every three months and will receive and ratify reports and consider and endorse strategic decisions related to Programme implementation.

Figure 1: Project Organisation Structure

Project Assurance

Certain project assurance roles will be undertaken by labour market vocational education institutions.
MONITORING FRAMEWORK AND EVALUATION

Project Monitoring

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

<table>
<thead>
<tr>
<th>ID</th>
<th>Deliverables</th>
<th>Description</th>
<th>Schedule</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Quarterly Reports</td>
<td>Quarterly financial and narrative reports will be used to review progress, address issues, and provide project policy guidance</td>
<td>Quarterly</td>
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<tr>
<td>2</td>
<td>Annual Review Report</td>
<td>Annual Review Report will be prepared to assess progress towards project results articulated in the project revision document and provide recommendations if needed</td>
<td>Annually</td>
</tr>
<tr>
<td>3</td>
<td>Final Review Report</td>
<td>Final project evaluation to assess achievement of programme results articulated in the project revision document and document lessons learned</td>
<td>End of the Project</td>
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Furthermore, the following tools will assist project monitoring:

- Issue log will be activated in ATLAS and updated by the Programme Manager to facilitate tracking and resolution of potential problems or requests for change. The Programme Manager will be responsible for updating this information.

- Risk Log (see attached) will be activated in ATLAS and regularly updated quarterly by reviewing the external environment that may affect the project implementation. The Programme Manager will be responsible for updating this information.

- Lessons Learned Log will be activated and regularly updated to ensure on-going learning and adaptation within the organisation, and to facilitate the preparation of a Lessons Learned Report at the end of the project. The Programme Manager will be responsible for updating this information.

- Quality Log will record progress towards the completion of activities, using the ATLAS Activity Definition page. The Programme Manager will be responsible for updating this information.

The Annual Review Report will be produced during end of the year as bases for assessing the performance of the Programme. This review will involve all key stakeholders and focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes. The review will be structured by set of common standards, and will be subject to spot external quality assurance assessments. UNDP Kosovo reserves the right to initiate, at the conclusion of the project, a full external evaluation.
<table>
<thead>
<tr>
<th>#</th>
<th>Description</th>
<th>Date Identified</th>
<th>Type</th>
<th>Impact &amp; Probability</th>
<th>Countermeasures/ Mgmt. response</th>
<th>Owner</th>
<th>Submitter, Updated by</th>
<th>Last Update</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Limited capacities of MLSW PES counsellors and VTC trainers and MEST/Vocational Education Schools to implement ALMP s</td>
<td></td>
<td>Operational Organisational</td>
<td>The identified risk is imminent and could have negative impact. Probability P=3 Impact I=4</td>
<td>The Programme will provide training for PES counsellors and VTC trainers and to improve the administration of ALMPs. The programme will facilitate cooperation between the MLSW and MEST to systemize practical learning</td>
<td>Programme Manager</td>
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<td>2</td>
<td>Lack of logistics support for counsellors and trainers</td>
<td></td>
<td>Operational Organisational</td>
<td>The identified risk is imminent and could have negative impact. P = 4 I = 4</td>
<td>The MLSW representatives shall take responsibility in providing basic logistical requirement to PES and VTC to enable proper implementation of ALMPs</td>
<td>Programme Manager</td>
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<td>3</td>
<td>Possible low participation of interested enterprises for additional workforce or provision of practical training to vocational education students</td>
<td></td>
<td>Operational</td>
<td>Number of private companies willing to cooperate P = 1 I = 5</td>
<td>Organize meetings with employers throughout Kosovo regions to present ALMP's and their benefit. Review of criteria for eligible companies, and ease criteria if appropriate.</td>
<td>Programme Manager</td>
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<td>4</td>
<td>Limited number of ethnic minority groups participating in Programme</td>
<td></td>
<td>Operational</td>
<td>Possible low participation of youth minorities in programme P=3 I=2</td>
<td>Flexible eligibility criteria for youth minorities participating in the programme</td>
<td>Programme Manager</td>
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<td>5</td>
<td>Participation of female beneficiaries</td>
<td></td>
<td>Operational Organisational</td>
<td>No gender balance due to production and manufacturing required occupational profiles selected though labour market survey P=3 I=2</td>
<td>Enlarge the list of occupational profiles for approval of programme beneficiaries</td>
<td>Programme Manager</td>
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<td>6</td>
<td>Students attendance of practical training at</td>
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<td>Organisational</td>
<td>Failure of practical learning and</td>
<td>Constant monitoring by vocational education</td>
<td>Programme Manager</td>
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<td>7</td>
<td>Commitment/possibility of vocational education instructors to evaluate/monitor students progress at enterprises</td>
<td>Organisational</td>
<td>Possible failure to evaluate/monitor students progress at enterprises due to lack of commitment of logistical shortages</td>
<td>A Tri-partite memorandum of understanding defining undertakings and responsibilities of each counterpart (MLSW-MEST-UNDP)</td>
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<td>Programme Manager</td>
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part as envisaged in the legal framework
P=2
I=4
**Intended Outcome as stated in the Country Programme Results and Resource Framework**: Increased employment opportunities through piloting active labour market policies and socio-economic assistance.

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

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

<table>
<thead>
<tr>
<th>INTENDED OUTPUTS</th>
<th>OUTPUT TARGETS</th>
<th>INDICATIVE ACTIVITIES</th>
<th>RESPONSIBLE PARTIES</th>
<th>INPUTS (USD)</th>
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</thead>
</table>
| **Output 1**: The capacity of PES, VCTs and VEIs strengthened to provide employment and training services by the labour market demand. | New training courses established | — Staff development and coaching to PES staff to provide individualized employment services;  
— Detect labour market relevance of current VTC provision and develop new occupations to be offered by VTCs  
— Development of VEI to organise practical learning and training in enterprises for vocational education students | Public Employment Service (PES)  
Vocational Training Centres (VCTs)  
Vocational Education Institutions (VEI) | - Project team 15,000  
- Local Consultants 10,000  
- Local Office expenses 26,460  
Total by output 51,460 |

| **Output 2**: Active employment programmes targeting disadvantaged youth designed, monitored and evaluated. | Facilitate training/employment of 217 registered young jobseekers through targeted active employment measures. | — Provision of job search assistance,  
— Provision of non-vocational skills training  
— Provision of active labour market measures  
— Provision of career guidance and counselling to students  
— Provision of safety and risk at the workplace  
— Implementation of new curricula conform the Law on Vocational Education, respectively provision of 'practical learning and professional training in enterprises' | PES  
VTC  
VEI | - Project team 40,000  
- Employment measures for 2009 jobseekers 120,000  
- Practical Learning and training for students 160,000  
- Local Office expenses 74,525  
- Publications 4,000  
- Miscellaneous expenses 4,000  
Total by output: 402,525 |

| | | | | Grand Total: 493,462 |
## ANNUAL WORK PLAN BUDGET SHEET

**Year:** 2008 - 2009

<table>
<thead>
<tr>
<th>EXPECTED OUTPUTS</th>
<th>PLANNED ACTIVITIES</th>
<th>TIMEFRAME</th>
<th>RESPONSIBLE PARTY</th>
<th>PLANNED BUDGET</th>
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<tbody>
<tr>
<td><strong>And baseline, indicators including annual targets</strong></td>
<td><strong>List activity results and associated actions</strong></td>
<td><strong>Q3</strong></td>
<td><strong>Q4</strong></td>
<td><strong>Q1</strong></td>
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<tr>
<td>Output 1: The capacity of PES, VCTs and VEI strengthened to provide employment and training services by the labour market demand.</td>
<td>Development of PES to provide employment services; Detect labour market relevance of current VTC provision and develop new occupations Development of VEI to organise training in enterprises for vocational education students</td>
<td>X</td>
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<tr>
<td><strong>Output 2: a. Active employment programmes targeting disadvantaged youth designed, monitored and evaluated</strong></td>
<td>Provision of job search assistance, Provision of non-vocational skills training Provision of active labour market measures</td>
<td>X</td>
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<td><strong>Output 2: b. Practical Learning and Professional Training in enterprise for vocational education students.</strong></td>
<td>Provision of career guidance and counselling to students Provision of safety and risk at the workplace Implementation of new curricula conform the Law on Vocational Education, respectively provision of practical learning and professional training in enterprises</td>
<td>X</td>
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**TOTAL** | **USD 493,462** |