



Berne, 5 July 2011

Terms of Reference for the evaluation of the Swiss funded Projects of the NGO *European Center for Minority Issues Kosovo (ECMI)*, in Kosovo

1. Background

The European Centre for Minority Issues Kosovo (ECMI Kosovo) has been working to protect and promote minority rights in Kosovo since 2001. ECMI Kosovo is the only local organisation dedicated exclusively to the protection and promotion of minority rights in Kosovo, with strong relations with the government and community representatives.

ECMI initially worked almost exclusively with minority community groups. In 2004, the organisation expanded its scope and supported the Provisional Institutions of Self-Government, in the Standards Implementation Process. This included assisting the Government to adopt and draft five key pieces of legislation. During the status negotiation process, ECMI Kosovo assisted members of minority communities to formulate their views and advocate for their inclusion in the decision-making process. After the introduction UN Special Envoy Martti Ahtisaari's *Comprehensive Proposal for the Final Status of Kosovo* in 2007, ECMI Kosovo participated in the drafting of key minority rights legislation. With Kosovo's independence in February 2008, ECMI Kosovo has engaged in the building of institutions, as well as the providing of technical support, for the effective implementation of these laws.

The protection and promotion of minorities is a strategic priority in Kosovo and ECMI has been the main partner in this field. Therefore the purpose of this evaluation is to evaluate the effectiveness of a strategic field, through these 3 projects.

From 2006 to 2010, the Swiss Federal Department of Foreign Affairs (FDFA) has funded three ECMI projects:

- 2006-2008 - The first project (SAP 530703, 376'334.40€) focused on supporting community participation in relation to the final status negotiations on Kosovo's status. The aim was to push communities' concerns and opinions into the agenda of the Kosovo Delegation, which was later reflected in the Ahtisaari Proposals.

- 2008-2009 - The second project, 'Support to Minority Communities in Kosovo during the Kosovo Status Transition Period' (Ref: K.234.4-KOSOV / SAP No. 531560, 208'736€) aimed at supporting Kosovo government in the implementations of community rights during a period of transition into independence, specifically by strengthening the capacity of the Office of the Prime Minister.
- 2009-20011 - The third project, 'Enhance and Integrate Community Concerns within the work of the Government' (Ref: K.234.32-KOSOV-CNS / SAP No. 532921, 172'457€) furthered the work of strengthening Kosovo government's capacity to address issues facing minority communities.

2. Aims of the evaluation of the projects in Kosovo 2006 – 20011 and the andate of the evaluation

Swiss FDFA seeks an independent evaluation of ECMI Kosovo Swiss funded projects. A summative and formative evaluation is sought with the following objectives:

1. To analyse the effectiveness of ECMI Kosovo's actions in promoting and protecting minority rights in Kosovo, including assessment of the projects' contribution to the following:
 - The capacity of the government to implement measures to protect minorities.
 - The capacity of government institutions and their staff to deal with needs of communities and their members.
 - The development of a legislative environment that can safeguard minority rights.
 - The participation by members of the community in all areas of public life, including access to all socio-economic opportunities.
 - The quality and impact of research completed as a part of the projects.
2. To identify strengths, weaknesses and challenges of the projects and ECMI.
3. To provide forward-looking recommendations and lessons' learnt in the area of minority rights in Kosovo.

3. Expected Use of Evaluation

Swiss FDFA will use the evaluation findings to assess past projects and potential future project proposals. The findings will also be made available to ECMI Kosovo and may be shared with other project stakeholders in order to improve future project programming.

4. Evaluation Questions

It is expected that the evaluation will address the following questions for each project:

Effectiveness - Lessons learnt and sustainability

1. What are the progresses made towards the achievement of the expected project outcomes and results? :
 - a. What are the changes in legal frameworks resulting from the projects?
 - b. What are the changes in policy and implementation resulting from the projects?
 - c. To what extent have the capacities of relevant offices in the government institutions been strengthened?
2. Horizon impact: To what extent have the capacities of communities and their members been strengthened?
3. What are the reasons for any shortfall or failure to achieve expected outcomes?

Relevance

In Kosovo

4. To what extent are the intended beneficiaries satisfied with the results/did the project satisfy their needs?
5. How and to what extent have outputs produced by the projects (research, guidelines, manuals and other publications) been disseminated and used?
6. How and to what extent have the web-based resources been used?

To the DPIV mandate and Swiss foreign policy

7. Was ECMI the appropriate partner for DP IV, given DPIV mandate, Swiss foreign policy and the objectives of the project?

Efficiency

8. Were the programme steering procedures/monitoring efficiently organized?
9. What is ECMI's specific approach compared to other organizations?
10. What are the strengths and weaknesses of ECMI as a partner in these projects?
11. Did the reports provide an impartial and objective view of the activities and results?
12. How was the Swiss regional PBA involved? How was the collaboration with the Swiss Liaison Office, later embassy, in Pristina? And how did the cooperation affect the project impact and development?

The evaluator can raise other questions as necessary.

5. Expected Deliverables

The evaluator is expected to deliver the following:

1. An evaluation outline submitted in the first week of engagement/inception report, including theories of change.
2. An evaluation report of max. 20 pages plus annexes, in English, including:
 - Executive Summary
 - Evaluation Methodology
 - Findings
 - Recommendations and lessons learned.
 - Annexes, including interview list and summary of sources
3. PowerPoint presentation of findings and recommendations.

VI. Methodology and Timeframe

The evaluation is an independent assessment of the effectiveness of Swiss FDFA / ECMI Kosovo projects. In the frame of the given budget, the information is expected to be gathered mainly through a desk review of existing documentation and interviews in Kosovo and Bern.

The evaluation will be in three stages:

1. A *desk review* of relevant documents (to be provided¹).
2. *Interviews* with stakeholders, intended beneficiaries, Swiss personnel involved in the projects and other participants to project activities, in Bern and Kosovo.
3. *Drafting* of final report.

The team is invited to further elaborate on the proposed methods and tools for the evaluation.

7. Evaluator Competencies

The evaluation team (2-3 persons) must have sound skills in evaluation and assessments, and a proven record of performance/knowledge in the thematic and geographical area. Members of the team should have knowledge of legal issues, Kosovo political institutions and experience in minority rights protection.

¹ Project proposals and project reports (ECMI and DPIV), Research reports produced by the projects, Publications produced by the projects, tools, manuals and other materials produced by the projects, data on use of web resources, data on the use of materials produced by the project, etc...

Team members should have excellent knowledge in written and spoken English as well as, if possible, the local languages (Albanian/Serbian).

The evaluation shall analyse, assess and validate the work of ECMI in its specific complex environment and give advice to the management and donors to foster optimal results in the field of minority protection and promotion.

8. Schedule

The evaluation should take place as early as possible, but not later than October 2011. The envelope is the following:

Evaluation timeframe

It is suggested to have a team of two international or local evaluators, supported by a local person, in charge of logistics and translation.

	Team leader	Team member	Team member
Preparatory phase Desk review Presentation of an evaluation outline	6 days	4 days	1 day
Evaluation mission	5 days + travel	5 days	5 days
Presentation of draft report	5 days	4 days	
Presentation of final report	3 days	-	