



Promoting Decent Work through Strengthening Occupational Safety and Health Management in Kosovo

Final Internal Report

QUICK FACTS

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¹ "All references to Kosovo should be understood to be in the context of United Nations Security Council resolution 1244 (1999).

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Abbreviations

CDF	Kosovo Community Development Fund
CSOs	Civil Society Organizations
DWT	Decent Work Technical Support Team
ECMS	Electronic Case Management System
ESAP	ILO Employment and Social Affairs Platform
ILO	International Labour Organization
IKS	Kosovar Stability Initiative
KIIs	Key Informant Interviews
LI	Labour Inspectorate
MFLT	Ministry of Finance, Labour and Transfers
OPS	Programme and Operations Team
OSH	Occupational Safety and Health
OSHE	Occupational Safety and Health and the Working Environment Branch
QPA	Center for Policies and Advocacy
RBTC	ILO Regular Budget Technical Cooperation
Sida	Swedish International Development Cooperation Agency
ZIP	Office of the General Inspector

1. Project Summary

BACKGROUND & CONTEXT

Summary of the project purpose, logic and structure

The project “Promoting Decent Work through Strengthening Occupational Safety and Health Management in Kosovo”, implemented from 15 April 2022 to 31 March 2025, aimed to promote occupational safety and health and a well-functioning labour inspectorate through three strategic outcome areas: (1) Kosovar OSH legislation alignment with EU Directives and ILO conventions, (2) Kosovar labour inspection system alignment with relevant ILO standards and EU practices, and (3) OSH management enhancement by strengthening knowledge management and capacity building.

Grounded in a theory of change that linked legal reform, enhanced OSH inspection system, and capacity development to improved working conditions, the project deployed a strategic mix of interventions. These included technical support and capacitation on OSH policy drafting, creation of the Labour Inspectorate’s Development Strategy 2023–2027, digital transformation of the labour inspection system, training of inspectors and other institutional stakeholders and media representatives and awareness raising efforts. A strong emphasis was placed on promoting gender-responsive OSH practices, in collaboration with UN Women.

Geographically, the project was implemented across Kosovo and targeted institutions such as the Ministry of Finance, Labour and Transfers (MFLT), the Labour Inspectorate (LI), and other key actors including trade unions, employers’ associations, civil society organizations (CSOs) and media. The project was managed by the ILO project team in Kosovo with technical support from the ILO Decent Work Technical Support Team (DWT) in Budapest and LABADMIN/OSH in Geneva. A lean local team was complemented by regional expertise, UN Women’s implementation of select gender components, and funding from Sida (Government of Sweden), totalling approximately USD 768,000.

Present situation of the project

At the time of evaluation, the project had completed its implementation cycle (April 2022 – March 2025) and delivered nearly all planned activities across its three outcome areas, with substantial progress in institutional strategic development and capacity-building, digitalization of inspections, and public outreach. While the project did not achieve the planned legal reforms due to political factors beyond its control (namely the lack of parliamentary follow-through), it nonetheless supported the MFLT in strengthening its internal OSH drafting capacity and enabled institutional ownership

and confidence to undertake legal drafting and OSH guidance materials on their own initiative.

The project helped design the Labour Inspectorate's Development Strategy 2023–2027. This strategy provides a clear roadmap for aligning inspection activities with Kosovo's labour management objectives, promoting consistent enforcement of labour standards, and fostering safer, fairer workplaces. Complementing this, a newly approved organizational structure introduced vital leadership roles, including Deputy Executive Director, Internal Auditor, and Certifying Officer, as well as established specialized departments for Quality Inspections, IT, Logistics, and Procurement. An additional subsequent result of this support was the increase of the number of labour inspectors, with 60 additional inspector positions (totalling to 120 inspectors) currently in the process of being recruited by the LI, demonstrating institutional commitment and ownership to support and spearhead OSH efforts. The development and phased piloting of the Electronic Case Management System (ECMS) for labour inspections was a flagship achievement, and institutional stakeholders anticipate full rollout across Kosovo once staffing and infrastructure prerequisites are finalized. Capacity building interventions, including specialized trainings on OSH, as well as OSH e-learning through the E-Kosova platform, are now embedded in institutional systems and available at scale across Kosovo.

Overall, the project closed on a high note, with institutional partners expressing strong ownership of its outputs and affirming their commitment to sustaining the gains achieved—provided continued support for maintenance, coordination, and legal follow-up is ensured.

Purpose, scope and clients of the evaluation

The purpose of this final internal evaluation was to assess the relevance, coherence, effectiveness, efficiency, impact, and sustainability of the project's strategy and implementation, and to generate lessons learned and recommendations to inform ILO's future programming and OSH-related interventions in Kosovo and similar contexts. The evaluation focused on the entire project period from April 2022 to March 2025, with particular attention to outcomes related to legal and policy support, alignment of inspection systems to ILO and EU standards, institutional capacity building, and gender-responsive OSH reform.

The evaluation was guided by the ILO's evaluation framework and ethical standards and relied on qualitative data drawn from key informant interviews (KIIs), project documentation, and internal reporting. It also examined the project's contribution to Kosovo's development goals, ILO strategic priorities, and the Sustainable

	Development Goals—especially SDG 8 (decent work) and SDG 5 (gender equality). The primary clients of the evaluation are the ILO Kosovo project team in Pristina and the ILO Regional Office for Central and Eastern Europe in Budapest, with findings also intended for use by the donor (SIDA), Kosovo constituents (MFLT and the Labour Inspectorate), implementing partners (including UN Women), and the ILO's global OSH and evaluation teams.
Methodology of evaluation	This evaluation adopted a qualitative, goal-based approach rooted in the OECD-DAC evaluation criteria and ILO's evaluation framework. Data collection relied on in-depth key informant interviews (KIIs) with 14 stakeholders, including institutional stakeholders, project staff, UN partners, civil society organizations and regional ILO staff/technical specialists. Interviews were guided by an evaluation matrix and tailored question sets. The methodology also included reviewing core project documents, such as the project proposal, logical framework, progress reports, and the digital inspection system (ECMS) piloting report—to triangulate findings and assess the project's performance against its intended outcomes. A participatory approach was used, ensuring key stakeholders were involved throughout the process, from design to validation. One key limitation was the lack of participation from umbrella labour and trade union organizations, despite repeated outreach efforts. This gap is also reflected in the evaluation findings. In addition, the short timeline constrained deeper data triangulation. Despite these challenges, the methodology enabled a robust and balanced assessment of project achievements, challenges, and opportunities.
MAIN FINDINGS & CONCLUSIONS	MAIN FINDINGS Relevance The project was highly relevant to Kosovo's occupational safety and health (OSH) priorities, effectively targeting systemic challenges such as weak institutional capacity, outdated inspection systems, and legislative gaps. It strategically aligned with the mandates of key Kosovo institutions, the Ministry of Finance, Labour and Transfers (MFLT) and the Labour Inspectorate (LI), by supporting institutional reform strategies, capacity building, and inspection modernization. While the adoption of key legislative changes remains pending due to factors beyond the project's control, stakeholders confirmed that the project addressed the otherwise most urgent needs in the sector and reinforced central-level OSH responsibilities through well-aligned, context-specific interventions. Coherence

The project showed strong alignment with Kosovo's central-level OSH priorities and international frameworks, including ILO Conventions No. 155 and 187, and EU OSH directives. Its design and implementation supported strategic institutional development, digitalization, and capacitating evidence-based policymaking in line with global best practices, notably those of the ILO's Safety + Health for All Flagship Programme. Coherence was further reinforced through close coordination with Kosovo institutions and alignment with other international efforts, helping to avoid duplication and maximize synergies within Kosovo's OSH reform landscape.

Effectiveness of Intervention

The project largely achieved its intended outcomes, advancing Kosovo's OSH system through institutional strengthening, digital modernization and strategic capacity-building. Key accomplishments included the development of the Labour Inspectorate's 2023–2027 strategy and action plan, complimented with a newly developed organizational structure that induced the recruitment of additional labour inspectors by the LI. Furthermore, the project supported the piloting of the Electronic Case Management System (ECMS), developing of OSH-related e-training at scale and awareness campaigns—collectively contributing to alignment with EU OSH standards. Although the planned legal reforms were not finalized due to external political constraints, institutional stakeholders credited the project with significantly boosting internal capacity and ownership in OSH policymaking. While no major shortcomings were reported, stakeholders noted continued need for future interventions to increase broader engagement from labour unions and employers' organisations, support continuous institutional training, updating e-training platforms upon legal reforms and help bolster stronger gender integration and mainstreaming in legal reform efforts.

Effectiveness of Program Management Structure

The project's management structure, led by the ILO team in Prishtina with regional and HQ backstopping, was highly effective in supporting timely and responsive delivery. Strong coordination, team continuity, and flexible field-level operations were reinforced by sustained institutional memory. Organic collaboration across ILO's local, regional, and global levels, including engagement with the OSHE branch and the Programme and Operations (OPS) team, enabled synergies and contributed to global visibility of project achievements, while in the field level ILO local expertise translated enhanced institutional strategic development of the LI. This integrated and adaptive approach ensured coherent implementation and strengthened alignment with institutional partners.

Efficiency

The project was implemented with high cost-effectiveness, delivering substantial outputs through practical financial management, internal technical expertise, and efficient human and financial resource allocation. Strategic decisions, such as the phased procurement of digital systems and pooling of resources across various ILO initiatives, maximized value for money. Coordination mechanisms like shared calendars with other Sida supported organizations working in the field of labour and regular meetings among these stakeholders further enhanced operational efficiency. Overall, the project demonstrated a strong efficiency profile grounded in adaptive planning and strategic partnerships.

Impact

The project contributed to meaningful short-term improvements in enhancing strategic development of labour inspection bodies and practices, institutional structures, and OSH policymaking capacities. Stakeholders anticipate significant long-term impacts, including enhanced transparency, accountability, and central-level OSH standards. Institutional reforms, such as the LI's development strategy, action plan and organizational structure, along with piloted digitalized inspections, standardized procedures, and internal training capacity, are expected to sustainably improve working conditions. Notably, the piloted ECMS system attracted interest for cross-sectoral replication by the Office of the General Inspector (ZIP), and the OSH e-course on the e-Kosova platform is seen as an effective, scalable tool with high prospects for expansion. Over the course of this project the number of inspections annually has increased by 90% (from 6,316 inspections in 2022 to 12,011 in 2024). Kosovo OSH data from 2024 suggests progress on reporting and prevention, with non-fatal occupational accidents rising from 319 to 505, likely due to improved awareness and reporting practices, which is also corroborated by the 60% increase in the number of inspections based on complaints (from 860 complaints in 2022 to 1,377 in 2024); while fatal accidents decreased from 11 to 7 respectively. While some effects are still emerging, the project has laid a strong foundation for systemic impact.

Sustainability

Key institutional stakeholders expressed strong confidence in the sustainability of core project achievements, including the new strategic plan and organizational structure of labour inspection bodies, ECMS, inspection methodologies, and OSH training systems. The project's e-learning course was recognized as scalable and suitable for long-term use. However, stakeholders emphasized that sustaining these outcomes will require continued political will, technical upkeep, and institutional engagement. Ensuring long-term

resilience will also depend on legislative follow-through, regular capacity-building, stronger inter-institutional coordination, and expanding engagement with actors such as ZIP and the private sector. Without these investments, the durability of OSH reforms may be at risk.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Main recommendations	Recommendation	Priority
	1. Maintain reform momentum by ensuring continuity between project phases and reinforcing policy advocacy to complete pending OSH legal reforms.	High
	2. Allow sufficient time for digitalization initiatives , including rollout, piloting, training, and institutionalization.	High
	3. Systematically integrate gender-sensitive standards into OSH project design, training, and legislation.	Medium
	4. Engage thematic stakeholders (e.g. labour unions, worker associations) early to build reform ownership.	High
	5. Prioritize organic collaboration with projects and agencies based on operational synergy, as demonstrated with ESAP 3.	Medium
	6. Strengthen lesson-learning mechanisms and maintain adaptive flexibility during implementation, including formal updates to project frameworks when needed.	Medium
	7. Support digital system sustainability post-project through maintenance planning and user training.	High
	8. Institutionalize digital tool ownership and training management within institutional partners to ensure long-term sustainability.	High
	9. Increase visibility of project results among tertiary stakeholders and the public to build broader support for OSH reforms.	Medium
	10. Promote evidence-based OSH policymaking through improved data collection and analysis on occupational injuries and diseases, and alignment with ILO standards. Support collaboration with relevant institutions, such as the Ministry of Health to assess and improve reporting mechanisms, enabling Kosovo's de facto harmonization with international norms even in the absence of formal member-state obligations.	High
Main lessons learned and good practices	Lessons Learned Lesson 1: Strategic Flexibility and Organic Collaboration Enhance Efficiency and Impact	

The project proactively tailored its outcomes to institutional OSH needs by reassessing priorities in close coordination with OSH institutional stakeholders. Aiming to enhance the LI's strategic development, the ILO Kosovo project team mobilized additional donor funding (SIDA), leveraged internal RBTC resources, and collaborated with ESAP 3 to address critical areas not fully covered under the original design.

Lesson 2: Allow Adequate Timeframes for Digitalization to Take Root

Digital transformation efforts in institutional contexts require sufficient time for both technical and organizational prerequisites to be fulfilled and for piloting processes to unfold without pressure. Compressed timelines can risk undermining both adoption and long-term sustainability.

Good Practice

This project adopted a lean and adaptive implementation model that prioritized internal technical expertise, operational flexibility, and strategic resource utilization. By maintaining a small, committed project team and minimizing reliance on external consultants, it fostered greater ownership among institutional stakeholders, ensured cost-efficiency, and maintained continuity in technical quality. This approach enabled swift decision-making, improved responsiveness to institutional needs, and enhanced overall project impact in a complex and evolving environment—contributing significantly to the high-quality implementation of Output 2.3, which was later added to the project as a result of these efforts and entailed some of the project's key efforts and achievements towards digital transformation of the LI in particular.

2. Introduction

Local Context

Kosovo remains one of the poorest countries in Europe, with significant economic challenges despite sustained economic growth. Unemployment, particularly among youth and women, remains high, and large-scale outmigration continues to characterize the labour market. The enforcement of labour rights and occupational safety and health (OSH) standards has been weak, with limited institutional capacity and oversight mechanisms, compounded by low levels of public awareness and gender inequalities in the workplace. While Kosovo's OSH legal framework has evolved since 2008—including alignment efforts with the EU Framework Directive 89/391/EEC—implementation remains patchy, with persistent gaps in legislation, enforcement, data collection, and social dialogue. The COVID-19 pandemic exacerbated pre-existing inequalities, revealing the critical need for robust and inclusive OSH systems.

The ILO has supported a series of initiatives aimed at improving Kosovo's OSH framework. In more recent year, this includes the development of the Kosovo's first "OSH Profile", which provided a baseline assessment and helped guide institutional reforms. With the support of this project, subject to evaluation, the Labour Inspectorate adopted its 2023–2027 Development Strategy, prioritizing alignment with ILO and EU standards. While draft amendments to Kosovo's OSH law were introduced to the parliamentary agenda on two occasions in the past three years, they have yet to be enacted by Parliament. Gender disparities and cultural norms further constrain progress on equality in labour conditions and workplace safety.

Project Background

The project "Promoting Decent Work through Strengthening OSH Management in Kosovo" was launched in 2022 under the ILO's technical and administrative leadership. It was a continuation and revision of a previous UN-to-UN agreement project initiated under UNOPS. The current iteration is funded by Sida, with a total budget of approximately USD 768k and was implemented in partnership with UN Women. The project aligns with the ILO's "Safety + Health for All" Flagship Programme and contributes to institutional efforts to strengthen OSH systems and institutional capacity. The project had three main objectives/outcomes:

1. Alignment of Kosovar OSH legislation with EU directives and ILO conventions.
2. Modernization of the labour inspection system, including alignment with ILO standards and EU practices.
3. Strengthening OSH management systems, with a focus on knowledge management, capacity building, and gender-sensitive workplace safety.

Theory of Change and Project Logic & Strategy

The theory of change underpinning the project suggests that *if* OSH legislation is aligned with international standards, *and* labour inspections are unified and modernized, *and* institutional and societal capacities are strengthened, particularly *with a* gender-responsive

approach, *then* working conditions in Kosovo would measurably improve, contributing to the promotion of decent work and safety for all.

Key components of the intervention strategy included (1) Drafting legislation and developing OSH policy tools; (2) Institutional development via strategic support to the Labour Inspectorate (LI), including development of its 2023–2027 Strategy and ECMS system; (3) Capacity building, including trainings for labour inspectors, OSH staff, and public awareness initiatives; and (4) Gender mainstreaming through OSH training, media sensitization, and engagement with women-led enterprises.

The project was implemented across Kosovo, targeting key local institutions including:

- Ministry of Finance, Labour, and Transfers (MFLT)
- Labour Inspectorate (LI)
- Kosovo Council on Safety and Health at Work (KCSHW)
- Ministry of Health (MoH)
- Ministry of Economic Development (MED)
- Ministry of Trade and Industry (MTI)
- Union of Independent Trade Unions in Kosovo
- Kosovo Chamber of Commerce
- Kosovo Business Alliance
- Kosovo Occupational Safety and Health Association (KOSHA)
- Kosovo Institute for Public Administration
- Kosovo Association of Journalists

The project was implemented by the ILO Kosovo office with technical guidance from the Decent Work Technical Support Team (DWT) in Budapest and ILO's LABADMIN/OSH Branch in Geneva. A lean local project team—composed of a Field Local Project Coordinator and Assistant—was complemented by targeted input from ILO technical specialists and UN Women. UN Women implemented specific activities related to gender-responsive OSH, including public outreach and training modules.

The project concluded its implementation on March 31st, 2025, having largely achieved its planned institutional capacity-building goals, piloted digital inspection reforms, and advanced gender mainstreaming efforts. However, Outcome 1, focused on formal legislative reform, remained partially unrealized due to external political constraints, despite sustained technical support and advocacy by the project. The final evaluation is being conducted to assess achievements across outcomes, document lessons learned, and identify good practices and recommendations for future programming.

3. Evaluation Background

This final evaluation of the project *"Promoting Decent Work through Strengthening Occupational Safety and Health Management in Kosovo"* was conducted in line with ILO's

evaluation standards and serves multiple purposes: accountability to the donor (Sida/Government of Sweden), strategic learning for the ILO and its partners, and improvement of future OSH and labour inspection programming. The evaluation focused on the project's alignment to OECD-DAC Criteria, providing actionable insights for institutional development and policy engagement in Kosovo's OSH sector.

The scope of the evaluation included all project activities implemented between April 2022 and March 2025 and aimed to:

- Assess the relevance, coherence, effectiveness, efficiency, impact, and sustainability (OECD-DAC Criteria) of project interventions in promoting safe and decent work;
- Evaluate the efficiency and results of project activities, particularly in OSH institutional development, capacity building, policy support, and awareness raising;
- Determine the likelihood of sustainability and systemic change, including the institutionalization of digital and gender-sensitive OSH practices;
- Extract lessons learned and good practices that may inform similar initiatives globally.

The evaluation was conducted over a six-week period between March and April 2025. Key milestones included: (1) Inception Report, which clarified the methodology and evaluation matrix; (2) Data collection phase, involving a mix of desk review, key informant interviews (KIIs), and a stakeholder workshop in Kosovo (Prishtina and Ferizaj); (3) Validation workshop with stakeholders (held on May 7th, 2025) to discuss preliminary findings; (4) Final Evaluation Report; and (5) Evaluation Summary, integrating feedback and aligned with ILO EVAL standards.

4. Evaluation Methodology

Evaluation Approach

This evaluation adopted a mixed-methods, utilization-focused approach, guided by OECD-DAC evaluation criteria and ILO EVAL standards. It was structured to ensure analytical depth while prioritizing utility for institutional learning and improvement. The approach triangulated multiple qualitative data sources to assess the project's performance, impact, and sustainability, with findings validated across stakeholder groups. The evaluation matrix served as the backbone of the methodology, aligning each evaluation question with appropriate data sources and indicators across the project's three outcome areas.

Data Collection Methods and Sources

The evaluation relied on qualitative methods due to the nature of the inquiry. Key data sources included:

- **Document review** of project proposal, logical framework, progress reports (2022 and 2023), cost extension documentation, the piloting report for the ECMS, relevant legal and policy frameworks, and complementary project documentation.
- **Key Informant Interviews (KIIs)** with 14 stakeholders across institutional, civil society, and implementing partner groups. These included representatives from the Ministry of

Finance, Labour and Transfers (MFLT), the Labour Inspectorate (LI), UN Women, the ILO Kosovo project team, ILO Regional Office in Budapest (technical backstopping), and CSOs (Community Development Fund – CDF, Kosovo institute for Stability - IKS, Center for Policy and Advocacy - QPA), as well as ECMS system developers.

- **Stakeholder validation workshop**, conducted on 7 May 2025, to present and validate preliminary findings and recommendations.

Interview participants were purposively selected in close consultation with ILO Kosovo to ensure coverage across all key stakeholder groups. Institutional stakeholders with a direct OSH mandate (MFLT, LI), implementing agencies (ILO Kosovo project team, UN Women), technical experts (ILO Regional Office and ECMS developers), and indirect actors (CSOs) were all included.

Interview notes were organized and coded by evaluation question, allowing for cross-stakeholder comparison and structured synthesis. A thematic content analysis method was used to identify convergence, divergence, and gaps across respondent categories. Findings were compiled into a response matrix and used to derive conclusions, lessons learned, and recommendations. No descriptive or inferential statistical analysis was performed due to the qualitative nature of the data.

Limitations

The evaluation encountered several limitations that should be considered when interpreting its findings. Most notably, key sectoral stakeholders, particularly representatives from the Kosovar Business Alliance and the Union of Independent Trade Unions of Kosovo, did not participate in the interview process. Despite multiple engagement attempts via email, phone calls, and SMS (with occasional partial responsiveness), they ultimately did not make themselves available for interviews. This limits the evaluation's ability to reflect the perspectives of organized worker and employer bodies. However, their absence also echoes a key finding of the evaluation: that umbrella labour organizations and sectoral actors were insufficiently engaged in the project's implementation, pointing to a broader challenge in stakeholder inclusiveness.

Second, access to project monitoring data from 2024 was constrained, as no formal progress report for that year was available at the time of data collection. This created a gap in the continuous documentation of implementation progress during the project's final stretch.

Lastly, like any interview-based evaluation, this process is subject to potential response bias, especially from institutional stakeholders with a vested interest in project success. To mitigate this, the evaluation triangulated responses across a range of actors, including implementing partners and external stakeholders such as civil society organizations. The evaluator's independent role, use of a validated findings matrix, and presentation of results in a stakeholder validation session also helped reinforce neutrality and analytical balance.

Norms, Standards, and Ethical Safeguards

The evaluation adhered to the ILO Evaluation Policy and Code of Conduct, and followed the United Nations Evaluation Group (UNEG) ethical guidelines. All interviews were conducted confidentially, informed consent was obtained verbally prior to each interview, and all participants were informed of the evaluation's independent nature. Data was anonymized in reporting, and no individual attribution has been made.

5. Findings

This chapter presents the evaluation findings organized according to the OECD-DAC evaluation criteria: Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability. Under each criterion, the relevant evaluation questions (EQs) from the Terms of Reference are answered concisely at the beginning of the section, followed by a more detailed presentation stakeholder responses and project data. This structure ensures that each major evaluation dimension is addressed systematically, with both an overall synthesis and supporting evidence drawn from key informant interviews (KIIs), project documentation review, and stakeholder feedback.

5.1 Relevance

1. To what extent has the project addressed OSH challenges?
2. To what extent was the project relevant to the existing gaps in OSH management?
3. Was the project relevant to the OSH mandate of the government and other constituent partners?

Summary Findings on Relevance

- The project has made notable contributions to addressing key OSH challenges in Kosovo, particularly by successfully supporting strategic institutional advancements, modernizing inspection systems, supporting OSH relevant MFLT staff to draft documents and guidance materials towards legislative reforms, and strengthening institutional capacity. Stakeholders confirmed that the project successfully supported the drafting and advancement of legislative updates; however, the final adoption of key legislative changes remains pending due to external factors beyond the project's control, including political dynamics and Parliamentary approval processes. While full realization of legislative outcomes is still ongoing, evidence from primary stakeholders indicates that the project successfully targeted the most pressing systemic gaps identified at inception.
- The project was highly relevant to the documented gaps in Kosovo's OSH system. It strategically addressed needs improving institutional structural settings and recruitment objectives optimization, digital infrastructure, inspection standardization, institutional ownership and sustainability towards legislative strengthening, and institutional capacity on OSH and gender-sensitive OSH and workplace principles, aligning well with institutional priorities and with stakeholders' own assessments of the sector's critical weaknesses.

- The project was highly relevant to the OSH mandate of the LI, the MFLT, and other constituent partners. Its interventions directly supported institutional objectives to modernize institutional strategic plans and inspection systems, support capacities towards strengthen legislative frameworks, and improve workplace safety oversight. Stakeholders confirmed that the project's activities were aligned with central-level responsibilities for promoting occupational safety and health, and reinforced key mandates of public sector institutions responsible for labour standards enforcement and policy development.

Stakeholders identified several key challenges affecting occupational safety and health (OSH) in Kosovo. Across groups, there was broad agreement that systemic gaps in OSH legislation, proper enforcement of existing legislation, and institutional capacity represent major barriers to improving OSH conditions.

The Labour Inspectorate (LI) noted that employer responsibility for OSH remains low, with many employers perceiving compliance as a burden rather than a necessity. They pointed to a lack of systematized inspections that align with strategic objectives and highlighted technical enforcement gaps, particularly in maintaining consistent standards across different regions.

The Ministry of Finance, Labour and Transfers (MFLT) emphasized the incompleteness of OSH legislation, including the absence of dedicated necessary amendments to the Law on OSH, which weakens the legal mandate and limits leverage for policy implementation. They also drew attention to inadequate sectoral coverage, particularly in high-risk industries, and limited inspectorate independence, which constrains enforcement capacity.

Civil society organizations (CSOs), including CDF, IKS, and QPA, also underscored legislative gaps, specifically the lack of relevant amendments to the OSH law and fragmented regulatory frameworks. They noted weak institutional capacities, particularly within MFLT and the LI, which hinder effective implementation and the sustainability of reforms. CSOs stressed a lack of strategic coordination among public institutions such as MFLT, LI, and other regulatory bodies, leading to inefficiencies and overlap. They also raised concerns about insufficient ownership by local institutional actors to lead, fund, and sustain OSH reforms once donor-supported projects conclude. QPA additionally emphasized that the challenges facing the OSH system are systemic in nature and require long-term institutional commitment, capacity-building, and integration of OSH priorities into broader labour policy frameworks.

Stakeholders described several ways in which the project has addressed the pressing OSH challenges identified. They recognized contributions toward modernizing inspection systems, strengthening institutional capacity, and supporting legislative reform processes.

LI reported that the project supported the digitalization of inspection processes, which improved data management and enabled more structured oversight. Additionally to supporting the strategic development and organizational advancement and growth, the project contributed to institutional improvement by developing and testing the ECMS for inspection procedures and the respective the capacity-building of staff on the new systems

and procedures. Improvements were noted in the coordination of inspection functions and the facilitation of information sharing within the Inspectorate. Furthermore, the project contributed to increased public awareness on the importance of OSH in the construction sector – one of the most vulnerable sectors regarding OSH - through its successful advocacy campaign with UN Women in 2023.

The MFLT viewed the project as a continuation of previous OSH reform efforts, building on foundations established in earlier phases. They highlighted progress with digital tools for inspection and monitoring, as well as ongoing legislative update efforts. MFLT emphasized the importance of sustained technical support and dialogue to maintain the momentum for reforms. However, they also noted the increased institutional independence gained through specialized capacity building on OSH that this project supported, reporting that they are now institutionally better prepared to produce

CSOs, including CDF, IKS, and QPA, reported limited direct involvement in the project's implementation. Their understanding of the project's contributions was based on peripheral participation. Despite this, they acknowledged that the digitalization of inspection systems was a critical and necessary effort to address long-standing OSH gaps, particularly in enforcement, monitoring, and data management. However, due to their tertiary involvement and the ongoing piloting phase—with results yet to be made publicly available—these stakeholders noted that they had limited visibility into the extent of outcomes achieved so far.

Despite relatively limited time and financial resources, the project is widely recognized as having made notable progress in modernizing inspection systems, supporting policy and legislative continuity, and promoting institutional innovation. Stakeholders agree that the digital inspection platform / Electronic Case Management System (ECMS) and advisory support and training to the MFLT on relevant thematic areas to be tackled in necessary legislative drafting were among the most effectively addressed areas. The ECMS is seen as a cornerstone effort, with its bottom-up design well aligned with inspectorate needs and considered critical for long-term adoption.

Additionally, the development and launch of the e-training on OSH through the public governmental services platform e-Kosova was highlighted as an effective and scalable use of resources, contributing to broader system-level institutional alignment.

Direct institutional beneficiaries such as the LI and the MFLT focused on the tangible improvements in tools, procedures, and legal frameworks, while CSOs observed the results from an outside perspective and commended the visible progress achieved.

All respondents agreed with the project's overall approach and did not propose major changes to its strategic direction or approach. Institutional stakeholders, including the LI and the MFLT, were generally supportive, offering minor suggestions focused on enhancing project continuity and alignment across phases. MFLT suggested that closer alignment between project phases and uninterrupted technical support could strengthen implementation, particularly for legislative and institutional reforms.

In contrast, CSOs offered more structural suggestions, emphasizing their desire to be more involved in project implementation. CDF suggested more strategic and early involvement of civil society and non-institutional actors, while IKS noted that increased inclusion during implementation could increase their ability to contribute more meaningfully. Most critically, stakeholders have noted the lack of engagement from umbrella worker organizations or unions, which may be tackled by diverting from umbrella or federate labour organizations and shifting focus to targeting and including sector-specific labour organizations in the future.

Most respondents reported minimal duplication and appreciated the project's efforts to tailor interventions to institutional needs. Institutional stakeholders also reported that they themselves have been consciously careful not to duplicate requests to donor agencies. According to stakeholders, the few instances about minor parallel activities, coordination gaps, and delayed implementation that emerged were swiftly corrected. The shared events calendar where all partners had access and could enter and track relevant OSH events was mentioned as an efficient and useful tool for improved coordination.

Institutions with formal mandates of improving OSH policies and practices, specifically MFLT and LI noted that the project was relevant to their desired reforms in the areas of policy and institutional structure and practices. Most relevant areas addressed by the project include digital modernization, policy reform, and institutional development. The LI reported improved monitoring and internal reporting systems, including the introduction of real-time digital inspections, aligning directly with their mandate for workplace oversight and enforcement. Similarly, the MFLT confirmed that the project's activities were well-aligned with its strategic responsibilities in coordinating central-level OSH efforts and strengthening capacity for policy development and institutional oversight.

Institutional stakeholders, namely the MFLT and LI, show alignment in identifying legislation, training, and sustained technical assistance as remaining priorities. Both emphasize that while progress has been made, systemic gaps remain that require ongoing support to fully institutionalize OSH standards and practices in Kosovo. The LI stressed the need for continuous training, particularly in areas covering the routine use of the new systems, especially so for the additional 60 inspectors to be hired soon and their necessary refresher trainings in the upcoming years. The MFLT highlighted outstanding priorities such as enacting a dedicated OSH law, completing the legal framework on occupational illnesses, enhancing inter-agency coordination mechanisms, and building a permanent internal training structure to maintain institutional capacity over time.

5.2 Coherence and Project Design

1. How well did the project align with national policies and international standards?
2. To what extent is the project coherent with other similar ongoing initiatives (by ILO and other relevant agencies)?
3. Are the project design and results framework logically connected to achieve the overall objective and intended outcomes and to the broader strategy of the OSH Flagship programme?

Summary findings on Coherence

- The project demonstrated strong alignment with Kosovo's labour policies and occupational safety and health (OSH) priorities, as well as with international standards promoted by the ILO. Activities were designed to support Kosovo's legislative alignment with key EU OSH directives and to strengthen institutional practices in line with international labour standards, including ILO Convention No. 155 on Occupational Safety and Health and the Working Environment, and Convention No.187 on the Promotional Framework for Occupational Safety and Health. Project efforts enhance strategic institutional development, digitalize inspection processes, standardize inspection methodologies, and build evidence-based policymaking capacity reflected best practices endorsed under the ILO's Safety and Health for All Flagship Programme and reinforced the principles of preventive safety and health culture promoted by these conventions. While formal legislative adoption remains pending due to external political factors, the project's design and interventions were clearly coherent with both central-level development goals and broader international frameworks guiding OSH reform.
- The project demonstrated strong coherence with broader OSH reform efforts in Kosovo. It was well coordinated with institutional partners and aligned with complementary initiatives by other international actors, minimizing duplication and leveraging synergies through shared platforms and coordination mechanisms.

MFLT and LI affirmed that the project was strategically aligned with ongoing efforts. The LI indicated strong ownership and compatibility with their institutional roadmap for digital transformation and inspection modernization. MFLT noted that the project was largely well-aligned with institutional efforts and acknowledged that coordination mechanisms functioned effectively, supporting both implementation and policy reform processes. Their responses indicate that the project did not operate in isolation, but rather as an integrated extension of broader central-level OSH reform strategies. Similarly, on a regional level the project was well-aligned and utilized other ILO projects, such as the regional Employment and Social Affairs Platform (ESAP) 2 and 3 projects.

Validity of Project Design

The project's design and results framework demonstrated a logical connection between activities, outputs, outcomes, and the overall objective of strengthening Kosovo's central-level OSH system. Although the project was initially inherited from a broader multi-UN initiative under UNOPS and adapted under the ILO's leadership, the logical pathway remained coherent. Major interventions such as the digitalization of labour inspections, policy reform support, and institutional capacity-building directly aligned with the objectives set out in the proposal and were strategically relevant to the OSH Flagship Programme's pillars of systemic reform, digital innovation, and evidence-based policymaking.

However, one key adaptation that was not fully reflected in the original logical framework reporting format as output or relevant milestone(s) was Output 2.3, added during 2023 as a

result of a cost-extension. The strategic importance of output 2.3 and the ECMS efforts which it covered, evolved into a flagship deliverable during implementation. Despite its absence from the initial logframe reporting format, as it evolved during strategic planning and development of the LI, Output 2.3 contributed significantly to achieving the project's broader goals of institutional modernization and inspection reform. The integration of piloting, participatory co-design with beneficiaries, and capacity development approaches also demonstrated strong internal coherence with the Flagship's emphasis on local ownership and sustainability. Adding Output 2.3 to the projects logframe reporting format could have reflected more detailed efforts and cemented its positive achievements into project design.

5.3 Effectiveness

1. To what extent did the project achieve its intended outcomes?
2. Is there a notable difference in effectiveness across the project outcome areas? If so, what factors can explain the differential level of success?
3. Is the project management structure (including the regional technical backstopping and operational backstopping from the OPS team at HQ) effective in delivering the project?

Summary Findings on Effectiveness

The project largely achieved its intended outcomes, particularly in advancing OSH institutionally, digital modernization, institutional capacity-building, and policy development in Kosovo's occupational safety and health (OSH) sector. Stakeholders from local institutions, including the LI and the MFLT, expressed a high level of satisfaction, noting that the project delivered tangible progress well aligned with their mandates and strategic priorities. Key results included the development of the LI's 2023-2027 institutional strategy, organizational chart and action-plans, subsequently led to the LI recruiting 39 labour inspectors during the project lifetime, with an additional 60 to be hired by the LI within 2025, demonstrating institutional commitment and ownership to support and spearhead OSH efforts. Moreover, piloting of the ECMS, training newly hired inspectors on and other public officials on OSH principles and digital systems and their use have also marked key results in increasing capacities of the OSH system in Kosovo overall. In terms of effectiveness on a wider scale, the project has successfully launched an OSH advocacy campaign for the construction sector in 2023, reaching over 200,000 people and developed e-training programs on OSH available to all residents of Kosovo on the e-Kosova platform, with over 200 persons having completed the training and close to 300 currently undergoing the training programme, which have contributed to strengthened alignment with European OSH standards.

- While the planned legal reforms under Outcome 1 were not realized due to factors outside the project's control, namely, a lack of follow-through by Parliament despite the proposed amendments entering the legislative agenda twice, stakeholders from the MFLT reported that the project's technical assistance and capacity-building efforts had a significant impact. These efforts enhanced the confidence and skills of relevant institutional staff to independently initiate and draft OSH legal amendments

and guidance materials. This institutional progress is already visible with the MFLT having developed and published several OSH-related guidelines and articles and launched a dedicated OSH hub on its official webpage, where such materials are consolidated and periodically updated. These developments reflect meaningful institutional sustainability in OSH policymaking.

- No significant shortcomings were reported. Stakeholders identified certain limitations, such as the limited engagement of labour unions, the early-stage nature of digitalization outcomes as part of the piloting yet to be rolled-out completely, and the need for continued training and inter-agency coordination. UN Women also highlighted opportunities for stronger integration of gender perspectives during legislative reform processes.

Institutional stakeholders, MFLT and LI, noted that the project delivered tangible progress aligned with their mandates, particularly in the areas of digital inspection, scaled-up capacity development on OSH through in-person and e-trainings, policy advancement, and institutional coordination. Stakeholders stated that their expectations for the project were high and were subsequently largely met, laying important groundwork for sustained OSH reform.

Results achieved

Despite some constraints outside the project's control—particularly related to legislative approval—the project successfully achieved meaningful and strategic results across all three outcome areas, contributing to long-term OSH reform and institutional strengthening in Kosovo.

Outcome 1: Kosovar OSH legislation is aligned with EU Directives and ILO conventions

While the project did not achieve its intended legal reform milestones—specifically the adoption of amendments to the Law on OSH—due to delays in parliamentary processing, it made notable institutional contributions within the Ministry of Finance, Labour and Transfers (MFLT). Through technical support and targeted capacity-building, staff within the Division for Labour Relations, Social Dialogue, Occupational Safety and Health reported increased confidence and ownership in initiating OSH-related legal drafting and guidance development. As a direct outcome, MFLT established an OSH hub on its website where OSH-related laws, guidance materials, and newly developed resources are consolidated and regularly updated. This signals a strengthened institutional foundation for future legal reform efforts and enhanced policy autonomy.

Outcome 2: Kosovar labour inspection system is aligned with relevant ILO standards and EU practices

The project supported the Labour Inspectorate (LI) in developing its 2023–2027 Development Strategy, along with a corresponding Action Plan and revised management structure. As a subsequent result, the LI's target number of labour inspectors increased from 38 to 120, with 60 positions currently in the recruitment process, demonstrating institutional commitment and ownership to support and spearhead OSH efforts. A major milestone under this outcome was the development and phased piloting of the Electronic Case Management System (ECMS), co-designed in consultation with frontline inspectors to ensure alignment with practical operational needs. The four-stage piloting demonstrated the system's capacity to unify inspection processes across regions, enhance real-time data verification through links with institutions like the Kosovo Tax Administration (ATK) and Kosovo Business Registry Agency (ARBK), and improve transparency and accountability in labour inspections.

The quality and functionality of the ECMS were widely praised by institutional stakeholders, who regarded the system as transformative and scalable. Existing and newly recruited LI staff received comprehensive training on the digital tools, OSH inspection protocols, and gender-responsive OSH principles. The initial successful results coming from the [piloting phase have also gained traction among other inspection bodies, such as the Office of General Inspector (ZIP), which have reached out to stakeholders to replicate the ECMS system to other institutions as well. These efforts collectively represent a major step toward modernizing Kosovo's labour inspection system in accordance with ILO and EU standards.

Outcome 3: OSH management is enhanced by strengthening knowledge management and capacity building

The project realized significant results in OSH knowledge dissemination and public outreach. At the institutional level, officials from various public entities were trained on key OSH principles, including gender-sensitive practices and sexual harassment prevention. A particularly impactful intervention was the development of an OSH e-learning course hosted on the E-Kosova platform, providing low-cost, wide-scale access to OSH training for employers, workers, and the general public, with over 200 persons having already completed the course and earned their certificates. The course format allowed for sustained knowledge dissemination beyond the project's duration and is expected to host future training modules.

This outcome area served as the project's primary vehicle for advancing gender-inclusion within OSH. Notably, the project delivered specialized trainings in partnership with UN Women on sexual harassment in the workplace and gender-responsive OSH policies. Public officials, OSH institutional providers and practitioners and media representatives were trained to promote gender-sensitive coverage and awareness of OSH issues.

In terms of awareness-raising, two major campaigns on "Decent Work for a Dignified Life" were supported, the first led by MFLT and the second jointly by ILO and UN Women, which has reached more than 200,000 people. Additionally, the number of Kosovo enterprises signing the Women's Empowerment Principles (WEPs) increased from 1 (in 2021) to 32 by

project end, reflecting strengthened commitment to gender-equitable workplace standards and enhanced visibility of OSH-related gender issues in the private sector.

Key Shortcomings

No significant shortcomings were reported by any of the stakeholders. Concerns raised were generally framed as limitations rather than failures. One of the main short-coming highlighted by several stakeholders was the lack of engagement from thematic actors such as labour unions, particularly umbrella organizations, which limited broader buy-in for OSH reforms. While targeting umbrella labour organizations made logical sense in terms of reaching workers at scale, targeting and engagement of specialized or sector-specific labour unions and organizations may have been more responsive and committed to project activities and initiatives, as also highlighted by project stakeholders.

Stakeholders also noted the early-stage nature of the digitalization system rollout, emphasizing that full impacts will take time to materialize. The LI reported some initial hesitation and uncertainty among inspectors in adapting to new digital systems, linked to limited familiarity with digital tools and the need for continued training support. However, these initial hesitations of inspectors have been alleviated, according to LI representatives, as soon as inspectors were able to see the benefits of the ECMS in their work process, especially the features resulting from the system's communication with Kosovo Tax Administration (ATK) and the Kosovo Business Registry Agency (ARBK), allowing for real-time data confirmations across different institutional bodies. The MFLT pointed to coordination gaps with other ministries and agencies that at times weakened inter-institutional synergy. UN Women representatives noted that stronger inclusion of gender-focused actors and more consistent communication during legislative processes could have further strengthened project outcomes.

Variation in Effectiveness Across Project Outcomes

- There was a notable difference in the effectiveness across the project's three main outcome areas. First, the strategic development, digitalization and modernization of the LI and its inspection processes, particularly through the development of the new institutional strategy, organizational management structure, increased number of inspectors, piloting of the ECMS and the rollout of e-training modules, achieved significant short-term results and were broadly praised by institutional stakeholders. These interventions were largely within the project's direct control, enabling smoother implementation and faster visible impact.
- Second, progress on legislative reform and policy adoption, while strongly supported by the project through technical assistance and supporting the capacitation of relevant OSH staff of the MFLT on OSH standards and legislative drafting efforts, faced delays beyond the project's control, particularly due to

external political and Parliamentary dynamics. As a result, the legislative outcomes were not realized within the project timeframe.

- Third, the project's investment in institutional capacity building—including specialized study visits, inspectorate training workshops, and the integration of gender-sensitive approaches through collaboration with UN Women—was highly effective in strengthening the technical skills, policy ownership, and long-term institutional resilience of key partners. Capacity development activities were well received and contributed to improving internal training structures and promoting knowledge sustainability beyond project closure. This differential performance across outcomes highlights the importance of distinguishing between institutionally driven, politically contingent, and human-capacity-related factors when designing and managing OSH reform projects.

Effectiveness of the project management structure

- The ILO project management structure was effective in supporting delivery, marked by strong coordination, team continuity, flexible field-level operations, and sustained institutional memory. ILO regional technical and HQ operational backstopping complemented these efforts without undermining field autonomy. Furthermore, according to stakeholders, the project's collaboration with the Programme and Operations (OPS) team of the ILO OSHE branch has also helped in reflecting the achievements of the project at the global level, through overall reporting of the Safety+Health for All programme.
- The emergence of organic, thematic collaboration among ILO local, regional and HQ branches as well as with implementing partners further strengthened operational coherence and resource sharing. Overall, the structure provided a stable and responsive framework for implementation, with further insights captured under the lessons learned, good practices, and recommendations sections.

Stakeholders highlighted strong coordination, team continuity, and commitment at the field level as the most effective aspects of the project management structure. There is consistent appreciation for the way ILO project team in Kosovo and its partners-maintained flexibility, responsiveness, and effective communication, which contributed to the project's operational stability and strategic alignment, even in a complex and evolving context. Project continuity and the institutional memory of ILO implementers was also listed as an enabling factor for the well-functioning management structure, along with the fact that ILO's small, committed teams enabled swift decision-making and stronger ownership of activities. UN Women representatives noted the strong collaboration and coordination among implementing partners and local institutions, highlighting the solid working relationships and clear communication channels enabled by the project's participatory structures.

Overall satisfaction with project management was high. When prompted, stakeholders proposed targeted refinements to enhance future implementation, focusing primarily on improved timing and planning, including expanding the digitalization timeline to allow for a more gradual rollout and adaptation period for new tools. Additional suggestions included strengthening structured reflection processes during implementation and systematizing lesson-learning mechanisms to better inform future phases and adaptations. UN Women representatives recommended that gender perspectives be made mandatory and systematically integrated into all phases of project design, implementation, and monitoring, noting that proactive gender mainstreaming would enhance both the effectiveness and inclusiveness of OSH reforms.

5.4 Efficiency

1. Were resources (financial and human) used optimally?
2. Did the project use or leverage upon other available resources to enhance its efficiency?

Main Findings on Efficiency

- The project demonstrated strong financial and human resource efficiency throughout its implementation. Stakeholders highlighted effective leveraging of internal expertise, cost-conscious operational decisions, and innovative procurement strategies, including the phased approach to digital system development. Resource pooling between different ILO projects further enhanced efficiency and reduced duplication. While overall satisfaction with resource use was high, minor opportunities for improvement, such as broader use of regional technical specialists and better accommodation of tight timelines, were identified and are reflected in the lessons learned and recommendations sections. Overall, the project delivered significant outputs with relatively modest inputs, aligning closely with value-for-money principles.
- The project leveraged strategic partnerships and coordination platforms, such as the shared events calendar and periodic coordination meetings, to enhance its outreach, effectiveness, and resource efficiency. While not all partnerships were formalized or extensive, collaboration with local NGOs, training institutes, and international partners helped extend the project's influence and strengthened the sustainability of interventions. Furthermore, the project was well aligned with other available ILO funding streams and projects, utilizing existing regional coordination structures to increase efficiency.

One of the project's strongest aspects has been the efficient use of financial and human resources. Stakeholders consistently highlighted the project's effective leveraging of internal expertise, efficient resource allocation, and cost-conscious operational decisions as key factors that optimized both financial and human resources. The project team highlighted the

leveraging of ILO's internal technical expertise, relying on only two external consultants throughout the project. Another notable example from the ILO Kosovo office was the separation of the digitalization procurement process into two phases: first procuring the system's architecture, followed by a second phase to procure system development once the architecture was finalized. This approach had a two-tier effect, whereby the proposals and systems development were of higher quality throughout due to the competitive nature of the arrangement, and secondly resulted in more cost-efficient proposals for the systems development procurement. Additionally, the project leveraged resource pooling between different ILO projects and funds, enabling the sharing of technical expertise and logistical resources, reducing duplication, and producing results that would not have been achieved otherwise. From the UN Women perspective, whose engagement ended earlier during the project, the short duration of the project constrained the full utilization of their allocated funds for capacity development and follow-up activities; they recommended longer timelines in future projects to ensure deeper institutional embedding. Overall, the project achieved significant outputs with relatively modest financial inputs. These reflections suggest that the project was managed efficiently with a strong emphasis on sustainability, adaptability, and value-for-money principles.

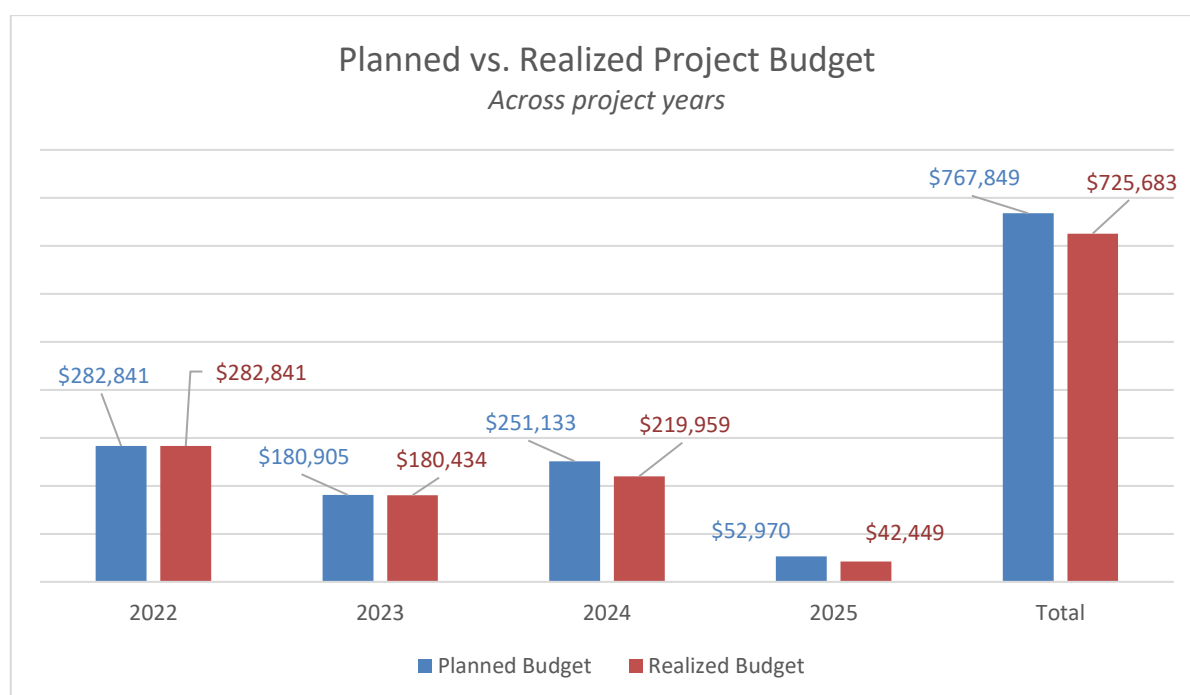


FIGURE 1 PLANNED VS. REALIZED PROJECT BUDGET – SOURCE: ILO DEVELOPMENT COOPERATION DASHBOARD²

² International Labour Organization (ILO), Development Cooperation Dashboard, [accessed May 17, 2025](#).

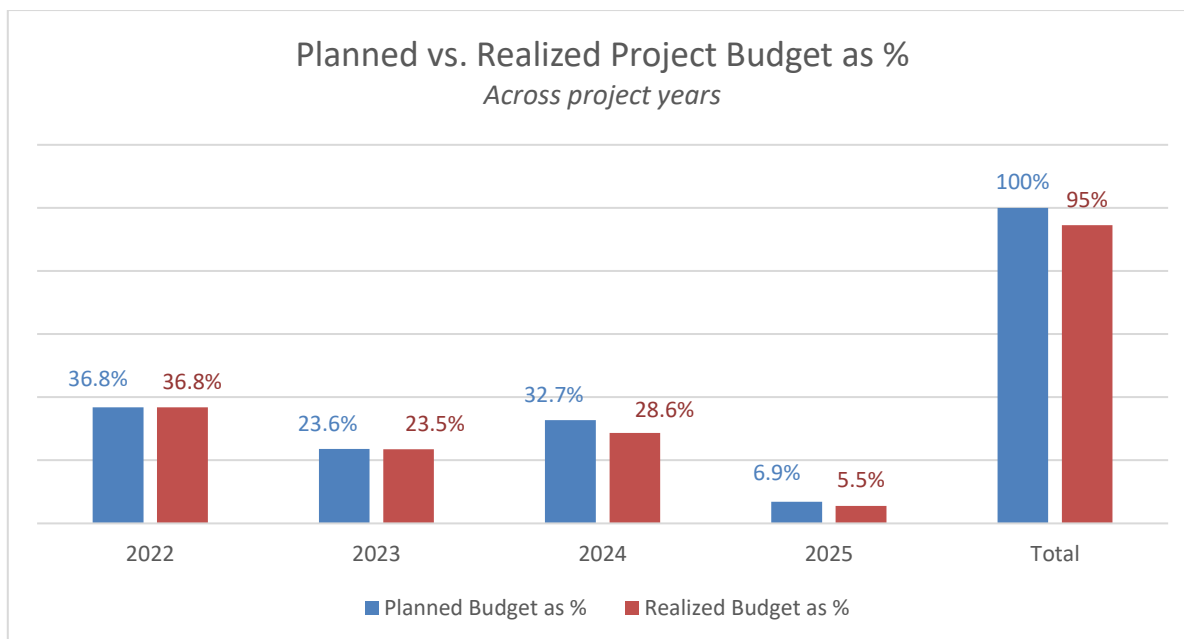


FIGURE 2 PLANNED VS. REALIZED PROJECT BUDGET AS %— *SOURCE: ILO DEVELOPMENT COOPERATION DASHBOARD³*

Overall, project stakeholders expressed high satisfaction with the use of resources, noting only minor areas for improvement. There was a consensus that strong prioritization helped avoid major inefficiencies even under budgetary limitations. Minor suggestions for improvement included greater use of ILO regional technical specialists, experts based in ILO’s regional structures who provide targeted thematic support across multiple projects across the Western Balkans. Their involvement could have further boosted the project’s technical sophistication, as well as better maximizing outcomes within the short project timeline. These reflections highlight that resources were largely well-managed, and that there are always opportunities for fine-tuning deployment strategies to boost impact in future phases.

5.5 Impact

1. What are the short- and long-term effects of the project?
2. Has the project been able to introduce changes that has a long term impact on institutional practices towards improved conditions at work?

Main Findings on Project Impact

- The project has already generated important short-term effects, notably in supporting the digital transition of labour inspections, strengthening institutional structures, and advancing capacity building among institutional stakeholders. Positive changes were observed in inspection practices and OSH policymaking processes, although full impact realization remains pending broader system rollout. Looking ahead, stakeholders anticipate significant long-term effects, including more transparent and accountable inspection processes, enhanced central-level OSH standards, and stronger evidence-based policymaking capacity. While no major unintended impacts were reported, political dynamics and implementation risks

³ International Labour Organization (ILO), Development Cooperation Dashboard, [accessed May 17, 2025](#).

were noted as factors that could affect the full realization of long-term benefits if not carefully managed.

- The project introduced important institutional changes that are expected to contribute to long-term improvements in working conditions. Institutional stakeholders confirmed that standardized inspection procedures, improved labour inspection practices, and stronger policy-driven institutional reforms have been embedded as part of the project's legacy. Concrete examples include the adoption of digitalized inspection tools, enhanced operational efficiency, and increased internal capacity for developing OSH training materials. While full institutionalization is still in progress, and CSO stakeholders have noted that visible impacts remain limited at this stage, the foundations laid by the project are regarded as critical steps toward sustainable systemic change
- Recent OSH reporting trends in Kosovo suggest positive early signals that may reflect improved awareness and institutional responsiveness fostered by the project. The number of inspections annually has increased by 90% (from 6,316 inspections in 2022 to 12,011 in 2024). Similarly, in 2024, reported non-fatal occupational accidents rose to 505 (from 319 in 2023), likely due to better reporting practices, which is also corroborated by the 60% increase in the number of inspections based on complaints (from 860 complaints in 2022 to 1,377 in 2024). Meanwhile, occupational fatalities dropped from 11 to 7. While the project cannot claim direct attribution, these shifts align with its efforts to strengthen inspection systems, raise public awareness, and promote a culture of prevention.
- Beyond its intended results, the project generated unexpected positive outcomes, including interest from the Office of the General Inspector (ZIP) to expand the ECMS model to other inspection areas, indicating institutional recognition and replicability of the system. Additionally, the OSH e-course offered through the e-Kosova platform proved highly impactful and cost-efficient, with plans to expand its content to further increase reach.

Short-term effects observed by stakeholders predominantly center on digital transition milestones, institutional strengthening, and capacity building. Primary beneficiaries at the LI and MFLT reported early improvements in how inspections and OSH policy functions are structured, even though full effects remain pending broader piloting results. From the LI perspective, a smooth transition into digital inspection practices, despite initial push-back from inspectors, was achieved. LI representatives reported a positive attitude and acceptance of the digitalized inspection process among inspectors trained and engaged in the piloting efforts. While piloting results seem promising, LI HQ representatives were cautious not to overstate successes until the digitalized system is officially rolled out and fully implemented. MFLT representatives noted increased institutional independence in policy drafting and stronger ownership of OSH-related decision-making processes, which, according to MFLT, are critical groundwork for necessary systemic reforms.

Stakeholders share a strongly optimistic outlook for the project's long-term impacts, contingent on successful recruitment and training of all 120 inspector positions, as foreseen

by the new institutional management structure and development strategy action plan developed with the support of the program, as well as rolling out and institutionalization of the digitalization of the inspections system, as well as policy follow-up both at the inspection level and more broadly in OSH. Key anticipated impacts include more effective and transparent inspections with reduced human error and increased accountability, enhanced central-level OSH standards, and the creation of sustainable digital infrastructure to support enforcement and policymaking. In the legislative aspect, MFLT representatives noted the need for a broad systemic impact beyond inspections, strengthening the entire occupational safety and health environment through evidence-based policymaking and institutional resilience. CSOs generally agreed with these perspectives, stressing that full realization of benefits depends on successful public roll-out, continuous institutional commitment, and political will; otherwise, gains could be partial or temporary.

While the project did not create any noticed negative unintended results, among unexpected positive outcomes stakeholders have noted that the ECMS system and platform design was highly appreciated among other institutional stakeholders, with other inspection bodies, such as the Office of the General Inspector (ZIP) reaching out to project stakeholders to adopt their system across other areas of inspection as well. This speaks towards institutional recognition of a high-quality system that the project support building and setting good practices that are relevant and replicable increasing its impact beyond the OSH sector.

Similarly, the OSH-training course, which in order to maximize impact at relative minimal costs was offered on the government services platform E-Kosova is viewed as an unexpected positive outcome. Additional courses are planned to be added to the platform, further expanding impact and reach.

Institutional stakeholders from LI and MFLT confirmed that the project initiated important institutional shifts aimed at standardizing inspections, strengthening labour inspection procedures, and encouraging policy-driven institutional reforms. The LI piloting representative also reported that the ECMS has been positively transformative for institutional practices within LI, and is regarded as setting a benchmark for other inspectorates to follow and benefit from subsequent institutional practice improvements. These improvements at the institutional level were not yet visible to CSO partners, who noted that while some positive momentum was observed, full institutionalization is not yet apparent and outcomes will depend on continued system strengthening and stakeholder engagement.

Institutional stakeholders (LI, MFLT) were able to provide concrete examples of improvements resulting from the project, particularly around the standardization of inspection procedures, which are now based on best international practices embodied in the digital system, as opposed to the previous diversity of inspector discretion. From results of the piloting of the ECMS they also reported greater operational efficiency, with digitally-enhanced inspections being shorter, more efficient, and more accurate in their reporting, offering very promising results at scale, once the ECMS is fully rolled out. MFLT representatives praised the capacity building and international training of staff on OSH best practices, noting that it has enhanced

the Ministry's internal capacity to develop new OSH training materials independently. This reflects increased institutional autonomy and reduced reliance on external consultants for technical updates. Meanwhile, CSOs reported limited direct evidence of institutional change at this stage, largely due to indirect involvement and the ongoing nature of the piloting phase.

Recent data in Kosovo suggest encouraging developments that may be partially influenced by increased awareness and institutional capacity supported under the project. Over the course of this project the number of inspections annually has increased by 90% , from 6,316 inspections in 2022 to 12,011 in 2024. In 2024, reported non-fatal occupational accidents rose to 505, compared to 319 in 2023—a rise that could reflect greater public and institutional reporting awareness, in the context of historically low reporting levels in Kosovo, which is also corroborated by the 60% increase in the number of inspections based on complaints, rising from 860 complaints in 2022 to 1,377 complaints in 2024. Meanwhile, occupational fatalities declined from 11 in 2023 to 7 in 2024, potentially signalling early effects of improved awareness and preventive practices. While these outcomes cannot be directly attributed to the project, they align with its focus on strengthening OSH communication, inspection modernization, and awareness efforts. Continued monitoring will be necessary to assess whether these trends hold over time.

5.6 Sustainability

1. Are their elements/components of the project that are likely to continue beyond project completion?
2. What measures are required by the project and its stakeholders to sustain the gains made through the project in terms of improving institutional processes and practices?

Main Findings on Sustainability

- Across respondents, there is clear confidence that key digital infrastructure, training systems, and policy reforms initiated by the project will continue beyond project closure. Institutional partners especially emphasized the ECMS, new inspection methodologies, and legislative updates as foundational project legacies. The e-learning course developed during the project was also noted to be of high quality and scalable, making it a strong candidate for long-term institutional use. However, the durability of these outcomes will depend on continued political will, sufficient technical maintenance, and sustained institutional commitment after project support ends.
- Sustaining the project's gains will require continued investment in system maintenance, legislative reform, and cross-sector coordination. Institutional stakeholders stressed the need for ongoing monitoring, refresher trainings, and systematic integration of new tools and procedures, while CSO partners emphasized the importance of improved communication, transparency, and knowledge-sharing networks. Additional areas identified for continued support include enhanced collaboration with emerging institutions such as the Office of the General Inspector (ZIP), broader engagement with the private sector, and a stronger institutional focus on the health dimensions of OSH. These measures are seen as critical to ensuring the long-term resilience and effectiveness of OSH reforms in Kosovo.

Stakeholders across institutional and CSO groups agree that continuous investment in system upkeep, legal reform, and stakeholder coordination will be critical to sustaining and amplifying the project's gains. Institutional stakeholders emphasized the importance of ongoing system monitoring, training, and legislative follow-up, while CSOs highlighted the need for improved communication, information sharing, and stronger cross-sector collaboration. The LI stressed that continuous legal and regulatory updates, regular system monitoring, and ongoing refresher trainings for inspectors are essential to maintaining the functionality and relevance of OSH reforms. The MFLT emphasized the importance of consistent institutional engagement, the completion of pending legislative reforms, and the systematic integration of new tools and procedures across ministries. CSOs reinforced the need for enhanced coordination, transparency, and the development of knowledge networks to sustain momentum and strengthen public oversight of OSH systems.

Stakeholders emphasized that while solid foundations have been laid, several critical areas still require sustained institutional support to fully embed OSH reforms. These include deeper coordination with other institutions such as the Office of the General Inspector (ZIP), continuation of legislative reforms, broader engagement with the private sector, and a stronger institutional focus on the health aspects of OSH, which remain less addressed compared to safety aspects. Both institutional stakeholders and CSOs view these areas as essential to ensuring the resilience, effectiveness, and long-term sustainability of OSH reforms.

6. Conclusions

The conclusions presented below synthesize key findings from stakeholder interviews, document review, and project reporting, and are organized according to the OECD DAC evaluation criteria. Each conclusion reflects the perspectives of primary institutional partners, civil society organizations, implementing agencies, and UN partners where applicable, and captures core insights regarding the project's relevance, coherence, effectiveness, efficiency, impact, and sustainability.

DAC Criterion	Conclusion	Stakeholders
Relevance	<u>Conclusion 1: Strategic Alignment with Central-level OSH Priorities</u> The project effectively addressed critical Occupational Safety and Health (OSH) challenges in Kosovo by modernizing inspection systems, supporting OSH legislative reform ownership and capacities and of institutional stakeholders (MFLT), and strengthening institutional capacities across OSH relevant institutions. Institutional stakeholders, including the LI and the MFLT, recognized these efforts as foundational for long-term OSH reform. CSOs acknowledged the importance of digitalization efforts, despite limited direct involvement.	LI, MFLT, CSOs
Relevance	<u>Conclusion 2: High Relevance and Efficient Resource Utilization</u> Despite limited time and financial resources, the project effectively targeted priority areas such as strategic institutional development of OSH mandated institutions (LI), inspection system modernization, support to institutional capacities on OSH relevant legislative drafting and guidance. Stakeholders commended the project's strategic focus and pragmatic approach, which maximized impact within the constraints.	LI, MFLT, CSOs
Coherence	<u>Conclusion 3: Potential for Broader Stakeholder Engagement</u> While the project maintained strong alignment with central-level institutional efforts, opportunities exist to expand stakeholder engagement more systematically. Civil society organizations (CSOs) expressed willingness and potential to support OSH initiatives through advocacy, outreach, and technical expertise, suggesting that their roles could be more strategically utilized in future programming. More critically, the limited engagement of thematic OSH actors, particularly trade and labour unions and worker organizations, was identified as	CSOs, LI, MFLT

	another area with room for improvement to strengthen ownership, worker buy-in, and the sustainability of reforms at the grassroots level.	
Coherence	<u>Conclusion 4: Integration into Central-level OSH Reform Strategies</u> The project was strategically aligned with ongoing Kosovo OSH reform efforts, functioning as an integrated extension rather than a standalone intervention. Institutional stakeholders affirmed that the project complemented their existing strategies and enhanced coordination mechanisms.	LI, MFLT
Effectiveness	<u>Conclusion 5: Effectiveness across Outcome Areas</u> <u>Strategic Development and Modernization of Inspection Bodies</u> The project made significant progress in strengthening the LI's strategic and operational foundation. A key milestone was the development of the LI's 2023–2027 Development Strategy, accompanied by a detailed Action Plan and a revised management structure. This framework laid the groundwork for institutional expansion, and secured institutional commitment and ownership to spearhead OSH efforts increasing the number of inspectors from an initial 38 to a projected 120, with the recruitment process for the final 60 inspectors now underway. These structural reforms were complemented by the development and phased piloting of the Electronic Case Management System (ECMS), which based on piloting results is set to significantly enhance the transparency, consistency, and efficiency of labour inspections. Institutional partners have praised the ECMS as a transformative, bottom-up digital solution aligned with their operational needs and long-term sustainability goals. <u>Effectiveness of Gender-inclusive OSH Policies and Combating Sexual Harassment</u> The project effectively integrated gender-responsive approaches into its OSH reform efforts through targeted capacity-building and awareness-raising initiatives. In partnership with UN Women, it trained relevant public servants and OSH practitioners on gender dimensions of OSH and the prevention of sexual harassment in the workplace. Additionally, over 60 media representatives were trained to promote gender-sensitive OSH policies and practices, helping shift public and institutional discourse. As a result of these efforts and broader awareness work, the number of enterprises in Kosovo that have signed on to the Women's Empowerment Principles (WEPs) rose from just 1 in 2021 (baseline) to 32 by the time of this evaluation—demonstrating increased commitment to gender-equitable workplace standards in Kosovo. These achievements have laid a strong foundation for embedding gender equality into future OSH reforms. <u>Effectiveness of OSH Policy and Legal Reforms</u> While the project did not achieve the intended legal reforms under Outcome 1 due to external factors, particularly the lack of political traction within Kosovo's parliamentary agenda, the groundwork for sustained legislative progress was nonetheless meaningfully advanced.	LI, MFLT, CSOs

	Through targeted capacity-building, the project significantly strengthened the MFLT's ability to independently draft OSH regulations and guidance. MFLT staff reported increased confidence and ownership in leading legal reform processes. This has already materialized in practice, with the Ministry enriching its website to function as a centralized hub for OSH-related guidelines, tools, and information, offering easier access and greater transparency for institutional stakeholders, while the University of Prishtina has added OSH subjects in its curriculum.	
Effectiveness	<u>Conclusion 6: Strong Institutional Satisfaction with Project Outcomes</u> Institutional stakeholders expressed high satisfaction with the project's strategic direction and implementation, noting that it meaningfully supported their mandates through strategic institutional development, digital modernization, and capacitation towards institutionally sustainable policy reform. Minor suggestions were offered to enhance project continuity and alignment across phases.	LI, MFLT
Efficiency	<u>Conclusion 7: Effective and Adaptive Project Management</u> Stakeholders praised the project's management for strong coordination, flexibility, and responsiveness. The commitment of the ILO Kosovo project team and the effective collaboration among implementing partners contributed to the project's operational stability and strategic alignment.	LI, MFLT, UN Women
Efficiency	<u>Conclusion 8: Efficient Use of Financial and Human Resources</u> The project made efficient use of financial and human resources by leveraging internal resources and expertise, as well as utilizing other ILO resources such as the RBTC and the regional ESAP project and adopting cost-effective procurement strategies. The project's outputs were significant relative to its modest budget, with only minor areas identified for further optimization.	LI, MFLT, UN Women
Impact	<u>Conclusion 9: Early Institutionalization of Improved Practices</u> The project initiated important institutional shifts, including the new institutional development strategy and organizational management chart of the LI, standardization of inspections and the successful piloting of real-time digital inspections across all regions of Kosovo. These changes have improved operational efficiency and reporting accuracy, though full institutionalization will require sustained investment and political will.	LI, MFLT, CSOs
Impact	<u>Conclusion 10: Anticipated Long-Term Impacts Contingent on Sustained Commitment</u> Stakeholders anticipate significant long-term impacts from the project, including stronger enforcement, improved accountability, and evidence-based policymaking. However, these outcomes are contingent on the successful institutionalization of project supported institutional reforms, digital reforms and sustained political and institutional commitment.	LI, MFLT, CSOs
Sustainability	<u>Conclusion 11: Necessity for Continued Investment and Coordination</u> To maintain and build upon current improvements, continuous investment in legal reforms, institutional capacity-building, and technical	LI, MFLT, CSOs

	maintenance of digital platforms and supporting full roll-out is essential. Enhanced stakeholder coordination, particularly involving the private sector and health sector actors, is also critical for sustaining momentum.	
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7. Lessons Learned

The tables below present the lessons learned identified through the final evaluation, structured as per ILO EVAL guidelines and requirements. Lessons are drawn both from insights shared directly by stakeholders during key informant interviews, and from broader reflections identified through evaluation analysis and synthesis of project data and documentation. These lessons capture both the direct experiences of project participants and the broader lessons relevant for future Occupational Safety and Health (OSH) programming and institutional development initiatives.

LESSON LEARNED ELEMENT	1. Strategic Flexibility and Organic Collaboration Enhance Efficiency and Impact
Brief description of lessons learned (link to specific action or task)	The project proactively tailored its outcomes to institutional OSH needs by reassessing priorities in close coordination with OSH institutional stakeholders. Aiming to enhance the LI's strategic development, the ILO Kosovo project team mobilized additional donor funding (SIDA), leveraged internal RBTC resources, and collaborated with ESAP 3 to address critical areas not fully covered under the original design.
Context and any related preconditions	When implementation of this project was transferred to the ILO in April 2022, the ILO Kosovo project team rapidly recalibrated the project's focus using data and insights on institutional needs to make impactful structural changes. These efforts were not externally driven responses to contextual shifts but intentional strategic choices that laid the foundation for enhanced coordination, ownership, and results.
Targeted users / Beneficiaries	ILO project designers and implementers, donors, OSH-mandated institutions in Kosovo (LI and MFLT), and development partners.
Challenges /negative lessons - Causal factors	While this lesson did not emerge in response to a negative event, it helped avert significant risks early on and turned a potential risk into added value. Project frameworks transferred between implementers may risk misalignment with institutional priorities if not critically revisited. Additionally, coordination that is administratively imposed rather than organically driven can lead to fragmentation or limited ownership. In this case, the project proactively mitigated these risks, enabling impactful results through timely realignment and strategic collaboration.
Success / Positive Issues - Causal factors	ILO Kosovo project team reviewed institutional needs and strategically adapted the project framework, activating collaboration with ESAP, utilizing RBTC funds, and coordinating with the donor (SIDA) for additional support. In close cooperation with institutional stakeholders the team reallocated project resources to high-impact interventions aligned with institutional mandates.

	This realignment enabled the establishment of the LI Information System (LIIS), design of evidence-based inspection planning procedures, delivery of capacity-building for inspectors, and a Kosovo-wide OSH awareness campaign. These interventions—unlikely to have been realized under the original framework—were implemented more efficiently, with stronger institutional ownership and strategic alignment, ultimately producing more impactful results.
ILO Administrative Issues (staff, resources, design, implementation)	This lesson learned demonstrates the value of equipping field offices with the space and support to realign projects strategically. Organic, interest-driven collaboration across ILO programs, when paired with flexibility in donor coordination and funding flows, results in more efficient, impactful and sustainable development outcomes.

LESSON LEARNED ELEMENT	2. Allow Adequate Timeframes for Digitalization to Take Root
Brief description of lessons learned (link to specific action or task)	Digital transformation efforts in institutional contexts require sufficient time for both technical and organizational prerequisites to be fulfilled and for piloting processes to unfold without pressure. Compressed timelines can risk undermining both adoption and long-term sustainability.
Context and any related preconditions	This project introduced a phased piloting approach for Kosovo's Electronic Case Management System (ECMS) for labour inspections. The piloting was structured in four stages, with the objective of ensuring gradual adoption and internalization by the Labour Inspectorate (LI).
Targeted users / Beneficiaries	ILO project designers, operations managers, field staff, and IT/digitalization teams implementing inspection systems or e-governance tools in public institutions.
Challenges /negative lessons - Causal factors	The tight project timeline to achieve this output constrained flexibility. Key technical dependencies such as the hosting server that needed to be made available by ASHI took time to resolve and created delays in the timeline of delivery. This highlights that successful digital transformation in public institutions often depends on external institutional readiness with external institutional actors, which may require to allocate more time to such initiatives, as corroborated by relevant stakeholders and system developers.
Success / Positive Issues - Causal factors	There were many positive factors that alleviated the initial serves delay and concluded in positive outcomes within the project timeframe. Pairing structured roll-out with conditional support (dependent on the LI filling 60 additional inspector positions as per project-support developed new management structure) and sustained training efforts helped achieve high-quality uptake and institutional ownership and commitment despite time limitations. Additionally, separating the digitalization process into two distinct deliverables, first the process mapping, then the system development, proved to be a cost-efficient strategy that enhanced implementation quality and resource use.

ILO Administrative Issues (staff, resources, design, implementation)	ILO implementation timelines should factor in adequate transition periods for digital reforms, especially when cross-institutional efforts are required (LI, ASHI, Kosovo Tax Administration, Kosovo Business Registry Agency). Structuring projects to include sufficient time for iterative user feedback loops and technical troubleshooting windows (especially during pilot stages) helps manage change effectively and promote sustained institutional ownership. While this project successfully delivered its digitalization outputs within a tight timeframe, the compressed schedule introduced a risk of rushed errors. These were ultimately avoided thanks to the project team's vigilance and the strong commitment demonstrated by institutional partners.
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8. Good Practices

The table below presents a remarkable good practice identified through the final evaluation. This example offers insights into approaches that contributed to project success and hold potential for replication in similar Occupational Safety and Health (OSH) initiatives.

GOOD PRACTICE ELEMENT	Maximizing Impact with Lean Teams, Internal Expertise, and Strategic Resource Optimization
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	This project adopted a lean and adaptive implementation model that prioritized internal technical expertise, operational flexibility, and strategic resource utilization. By maintaining a small, committed project team and minimizing reliance on external consultants, it fostered greater ownership among institutional stakeholders, ensured cost-efficiency, and maintained continuity in technical quality. This approach enabled swift decision-making, improved responsiveness to institutional needs, and enhanced overall project impact in a complex and evolving environment—contributing significantly to the high-quality implementation of Output 2.3.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This approach proved effective within the context of a small-scale, time-bound OSH project in Kosovo, where institutional mandates were evolving and required focused technical support. It succeeded in particular because (1) Internal ILO technical expertise was readily available and strategically mobilized; (2) A compact team was able to maintain close communication with institutional stakeholders and respond quickly to feedback; and (3) The project effectively leveraged complementary ILO resources—including technical input through ESAP 3, RBTC funding, and additional donor financing from SIDA—mobilized in alignment with the Labour Inspectorate's development strategy, which the project helped shape and which identified digitalization as a key reform priority. This model worked well in a context where internal technical capacity existed on the ground and ILO regional and HQ resources were well utilized and the scope allowed for lean implementation. In settings with broader or more decentralized mandates, additional coordination capacity may be needed. Replication should ensure that flexibility is matched with sufficient institutional buy-in and access to aligned funding and technical resources.

Establish a clear cause-effect relationship	The project relied primarily on internal ILO technical specialists (using only two external consultants throughout the lifecycle), maintained a lean but committed local team, adapted project plans based on real-time institutional feedback and utilized available financial and technical resources from other projects. This resulted in faster decision-making cycles, high cost-effectiveness, greater ownership by implementing partners and sustained technical continuity even amid complex coordination environments.
Indicate measurable impact and targeted beneficiaries	Successful implementation of Output 2.3 and maximization of the impact of limited project funds by reducing overhead and reallocating savings to high-priority areas. Beneficiaries include the LI, the MFLT, and broader central-level OSH systems in Kosovo.
Potential for replication and by whom	This approach can be replicated in small- to medium-scale technical cooperation projects, particularly where strong internal expertise exists and strategic institutional partnerships are central to the intervention. It is especially relevant in resource-constrained environments requiring agility, cost-efficiency, and central-level alignment.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice supports ILO's Strategic Objective on "Promoting Safe and Healthy Working Conditions" and aligns with the Kosovo DWCP priority of strengthening institutions for decent work. It also contributes to SDG 8 (Decent Work and Economic Growth), particularly target 8.8 on safe and secure working environments.
Other documents or relevant comments	n/a

9. Recommendations

The recommendations presented in this section are derived from the evaluation's evidence-based findings, triangulated across document review, key informant interviews, and project data analysis. They aim to support the ILO and its partners in building on the project's achievements, addressing outstanding challenges, and strengthening the design and implementation of future OSH-related initiatives. The recommendations reflect the perspectives of OSH stakeholders, as well as analytical insights, and are formulated to be realistic, actionable, and aligned with ILO standards and strategic priorities. Priority levels are indicated to help guide sequencing and resource allocation decisions.

Final recommendations Table

Recommendation		Priority	Responsibility
1	Maintain reform momentum by ensuring continuity between project phases, reducing gaps between design, approval, and implementation stages, and strengthening advocacy and dialogue efforts with policymakers to secure sustained political commitment for completing pending OSH legislative reforms.	High	ILO Project Design Units, Field Offices, and Advocacy Units
2	Allocate sufficient timeframes for digitalization initiatives, allowing sufficient time for gradual rollout, piloting, training, and institutionalization of new tools.	High	ILO Project Design Units
3	Ensure systematic operationalization of gender-sensitive standards and perspectives in OSH project design, training modules, monitoring systems, and legislative support, building on ILO's global gender mainstreaming policies to strengthen practical implementation in technical fields.	Medium	ILO Project Design Units and Technical Departments
4	Expand early engagement and structured inclusion of thematic stakeholders (e.g., specific labour unions, worker associations) during project design and implementation phases to strengthen reform buy-in and sustainability.	High	ILO Field Offices (implementation)
5	Leverage organic collaboration opportunities with other projects and agencies based on thematic and operational complementarity, rather than relying on administratively inherited partnerships that may not align fully with project goals. Lessons learned from initial project inheritance highlight the importance of fostering practical synergies that emerge naturally during implementation, as successfully demonstrated through cooperation with ESAP.	Medium	ILO Field Offices and Regional Offices
6	Strengthen structured reflection and lesson-learning mechanisms during project implementation phases, allowing adaptive management and mid-course corrections based on evidence and stakeholder feedback. Maintain adaptive flexibility in project implementation to respond to emerging needs and opportunities. Where significant changes to priorities or strategies occur during	Medium	ILO Project Managers

	implementation, formal updates to the project's logical framework and monitoring systems should be made. This would strengthen transparency, reinforce results-based management, and ensure that new strategic directions are systematically captured.		
7	Invest in short-term sustainability mechanisms for digital tools, including scheduled maintenance plans, system upgrades, and refresher trainings for users during the transition period following project closure.	High	ILO Field Offices and IT Technical Units
8	Institutionalize digital training and system ownership within institutional counterparts over time, ensuring that Ministries and Inspectorates are independently capable of updating OSH training materials and managing digital inspection platforms sustainably.	High	ILO Field Offices (with technical support from HQ)
9	Increase visibility and outreach on project results among tertiary stakeholders (civil society, academia, private sector) through targeted information-sharing activities. Where appropriate, consider also communicating key successes and impacts to the broader public to foster greater societal awareness and support for OSH reforms, once piloting results are consolidated and digital systems are formally rolled out.	Medium	ILO Field Offices
10	Continue promoting evidence-based policymaking by supporting institutional capacity for OSH data collection, analysis, and reporting. Special attention should be given to the systematic collection of data on occupational injuries and diseases and collaboration with relevant local institutions, such as the Ministry of Health to assess gaps and develop central-level reporting mechanisms. Data collection practices should align with ILO standards and conventions, even in contexts like Kosovo where formal member-state obligations do not apply, in order to foster <i>de facto</i> alignment, increase transparency, and strengthen the credibility and effectiveness of OSH policymaking.	High	ILO Field Offices and Technical Specialists

10. Annexes

1. Terms of Reference (TOR)



Terms of Reference (ToR) for final internal evaluation of the project: Promoting Decent Work through Strengthening Occupational Safety and Health Management in Kosovo

Project Duration: 22 April 2022 – 31 March 2025

1. Background and Context The project

"Promoting Decent Work through Strengthening Occupational Safety and Health Management" is funded by the Government of Sweden and implemented by the International Labour Organization, Decent Work Team – Country Office Budapest. The project focuses on legislative development, capacity building for the Labour Inspectorate, and promoting gender sensitive OSH policies in Kosovo⁴. The project is part of the ILO Flagship programme Safety+Health for All. Specific activities of the project were implemented by UN Women under an UN-to-UN Agreement. The final evaluation will examine the project's effectiveness, efficiency, impact, and sustainability.

2. Objectives of the Evaluation

The final evaluation will:

1. Assess the relevance, coherence, and effectiveness of project interventions.
2. Evaluate the efficiency and impact of project activities.
3. Determine the sustainability of results beyond project completion.
4. Provide recommendations for future OSH and Labour Inspection initiatives.
5. Identify and elaborate lessons learned and good practices, using the guidance from ILO's Evaluation Office (EVAL)

3. Evaluation Scope

- Timeframe: April 2021 – March 2025
- Thematic Focus: OSH legislation alignment, labour inspection system enhancement, OSH knowledge management, and awareness-raising.

4. Evaluation Criteria

The evaluation will apply the OECD-DAC criteria. A tentative list of questions is outlined below that will be refined and finalized at the inception phase by the evaluator.

⁴ References to Kosovo shall be understood in the context of United Nations Security Council Resolution 1244

Relevance: 1. To what extent has the project addressed OSH challenges? 2. To what extent was the project relevant to the existing gaps in OSH management? 3. 3. Was the project relevant to the OSH mandate of the government and other constituent partners?
Coherence and project design: 4. How well did the project align with national policies and international standards? 5. To what extent is the project coherent with other similar ongoing initiatives (by ILO and other relevant agencies)? 6. 6. Are the project design and results framework logically connected to achieve the overall objective and intended outcomes and to the broader strategy of the OSH Flagship programme?
Effectiveness: 7. To what extent did the project achieve its intended outcomes? 8. Is there a notable difference in effectiveness across the project outcome areas? If so, what factors can explain the differential level of success? 9. 9. Is the project management structure (including the regional technical backstopping and operational backstopping from the OPS team at HQ) effective in delivering the project?
Efficiency: 10. Were resources (financial and human) used optimally? 11. 11. Did the project use or leverage upon other available resources to enhance its efficiency?
Impact: 12. What are the short- and long-term effects of the project? 13. Has the project been able to introduce changes that has a log term impact on institutional practices towards improved conditions at work?
Sustainability: 14. Are their elements/components of the project that are likely to continue beyond project completion? 15. 15. What measures are required by the project and its stakeholders to sustain the gains made through the project in terms of improving institutional processes and practices?

5. Evaluation Methodology

The evaluator will apply qualitative and quantitative methods, including:

- Desk review of project documents, reports, and legal frameworks.
- Key informant interviews (in-person) with government officials, employers, workers, and implementing partners. The evaluator should plan a trip to Prishtina to conduct in person interviews.
- Focus group discussions with beneficiaries.
- Other relevant sources of information, as deemed necessary by the evaluator.

6. Deliverables and Timeline

1. Inception Report (1 week after contract signing) – outlining methodology, work plan, and data collection tools.
2. Draft Evaluation Report (4 weeks after inception) – including preliminary findings and recommendations.
3. Evaluation workshop: 1 week after data collection: The purpose will be to share the preliminary findings with key stakeholders for validating the findings. The meeting will be organized online, with logistical support from the project team.
4. Final Evaluation Report (2 weeks after evaluation workshop) – incorporating feedback from stakeholders and presenting key conclusions.
5. Standalone evaluation summary in EVAL recommended template

Note: The timeline will be firmed up during the inception phase

7.Required Qualifications and Experience

- Advanced degree in social sciences, public policy, or a related field.
- At least 7 years of experience in evaluating development projects, preferably in OSH, labour rights, or governance.
- Knowledge of EU OSH directives, ILO Conventions, and labour policies.
- Proven experience in using mixed-method evaluations.
- Excellent analytical and report-writing skills.
- Fluency in English; knowledge of Albanian is an asset.

8. Application Process

Interested candidates should submit:

- A technical proposal detailing methodology and approach.
- A financial proposal, clearly indicating the per day fee in USD. In case of a team, distribution of days and role and responsibility, along with daily fee of each member should be provided.
- CV(s) of the evaluator(s) highlighting relevant experience.
- Sample of 2 previous evaluation reports.
- A statement declaring availability for the period mentioned in this ToR.

Deadline for Applications: **7 March 2025, 16:00h CET**. The applications should be submitted online to kosovoproject@ilo.org. The subject line of the submission mail should be: **EoI for final internal evaluation.**

Essential documents for conducting ILO evaluations

Evaluators are expected to familiarize themselves and seek guidance from the following documentation:

- ILO Evaluation Policy https://www.ilo.org/eval/Evaluationreports/WCMS_603265/lang-en/index.htm ILO Policy Guidelines for Evaluation https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

- ILO Code of Conduct Agreement for Evaluators (to be signed along with the contract):
wcms_746806.pdf
 - DAC Criteria for Evaluating Development Assistance:
<https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>
 - Norms and Standards for Evaluation in the UN System:
<http://www.unevaluation.org/document/detail/1914>
 - Code of Conduct for Evaluation in the UN System:
<http://www.unevaluation.org/document/detail/100>
 - UNEG Ethical Guidelines for Evaluation (2008):
<http://www.unevaluation.org/document/download/548>
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- Checklist 4.2 Preparing the evaluation report: wcms_746808.pdf (ilo.org)
 - Checklist 4.3 Filling in the Evaluation Title Page: wcms_746810.pdf (ilo.org)
 - Checklist 4.4 Preparing the Evaluation Report Summary: wcms_746811.pdf (ilo.org)
 - Checklist 4.5 Documents for project evaluators: wcms_746812.pdf (ilo.org)
 - Checklist 4.8 Writing the inception report: wcms_746817.pdf (ilo.org)
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- Guidance note 3.1 Integrating Gender Equality in the Monitoring and Evaluation of Projects:
wcms_165986.pdf (ilo.org)
 - Guidance Note 3.2 Adapting evaluation methods to the ILO's normative and tripartite
mandate: wcms_746717.pdf (ilo.org)
 - Template 4.1: Lessons learned: wcms_746820.pdf (ilo.org)
 - Template 4.2: Emerging good practices: wcms_746821.pdf (ilo.org)

2. List of Documents Reviewed

Project Documents

- Terms of Reference (ToR) for the Final Evaluation
- Project Proposal Document (March 2022)
- Project Logframe (2022 version)
- Cost Extension Request
- ILO Project Report (15 April – 31 December 2022)
- UN Women Project Report (30 May – 31 December 2022)
- UN Women Project Report (30 May – 30 September 2023)
- ILO Annual Project Report (2023)
- Labour Inspectorate ECMS Piloting Phase Final Report
- ILO OSH Project Summary on the ILO Project and Partnerships Portal
- ILO Development Cooperation Dashboard

Legal and Policy Frameworks

- Kosovo OSH Legislation
- ILO Convention No. 155 on Occupational Safety and Health and the Working Environment
- ILO Convention No. 187 on the Promotional Framework for Occupational Safety and Health
- Framework Directive 89/391/EEC

Evaluation and Methodological Guidance

- ILO EVAL Guidance for Internal End-of-Project Evaluations (2021)
- ILO Evaluation Quality Checklist

Institutional Reference Materials

- MFLT OSH Resource Hub (MFLT website content analyzed as part of outcome review)
- E-Kosova Platform content and OSH e-course interface

3. List of Stakeholders Interviewed

ILO and UN Women Interviewees			
No.	Name	Role	Organization
1.	Blerim Murtezi	Senior Programme Officer	ILO, Prishtina
2.	Zana Sherifi	Senior Programme Communication and Information Management Assistant	ILO, Prishtina
3.	Ada Huibregtse	Chief Technical Adviser	ILO, Budapest
4.	Mini Thakur	Monitoring and Evaluation Specialist	ILO, Budapest
5.	Justine Tillier	Programme and Operations Officer	ILO, Budapest
6.	Floriqe Kryeziu	Former Project Manager for the Gender Component	UN Women, Prishtina
Government Institutions			
7.	Leunora Ahmeti Zylfijaj	Head of the Division for Labour Relations, Social Dialogue, Occupational Safety, and Health	Ministry of Finance Labour and Transfers – MFLT, Prishtina
8.	Vesel Zhinipotoku	Director of the Department for Inspection Quality	Labour Inspectorate - LI, Prishtina
9.	Arton Cermini	Head of Labour Inspectorate Ferizaj Region	Labour Inspectorate – LI, Ferizaj
Civil Society Organizations			
10.	Nermin Mahmuti	Executive Director	Community Development Fund - CDF, Prishtina
11.	Fisnik Sopjani	Senior Components and Outreach Officer	Community Development Fund - CDF, Prishtina
12.	Brikena Hoxha	Executive Director	Kosovar Stability Initiative -IKS, Prishtina
13.	Brikena Berisha	Program Manager	Kosovar Stability Initiative -IKS, Prishtina
14.	Milaim Morina	Executive Director	Center for Policies and Advocacy - QPA, Prishtina
15.	Gersi Gashi	Research and Development Director	Center for Policies and Advocacy - QPA, Prishtina
Private Sector / Contractors			
16.	Rinor Ukshini	Software Developer	PBC, Prishtina

4. Data collection Tools

Proposed OECD DAC Criteria Questions to be answered by evaluation report	Relevant Respondents	Specific Questions for Relevant Respondents (ENG)	Specific Questions for Relevant Respondents (ALB)
Relevance			
1. To what extent has the project addressed OSH challenges?	Evaluator, Ministry of Finance, Labour and Transfers (MFLT), Labour Inspectorate (LI) Sectoral Stakeholders (SS, including NGOs trade associations etc).	1.1 What do you consider the most pressing OSH challenges? 1.2 How has the project specifically addressed these challenges? (Provide specific examples)	1.1 Cilat i konsideroni sfidat më të ngutshme në fushën e OSHP? 1.2 Si i ka adresuar konkretisht projekti këto sfida? (Jepni shembuj specifikë)
2. To what extent was the project relevant to the existing gaps in OSH management?	Evaluator, MFLT, LI, SS	2.1 Considering available time and financial resources, which OSH gaps did the project address most effectively? 2.2 Is there anything you would have approached differently? If so, what and why? 2.3 Are there any cases of duplications or unaddressed gaps?	2.1 Duke marrë parasysh burimet financiare dhe kohore të limituara, cilat boshllëqe në OSHP i ka adresuar më me efikasitet projekti? 2.2 A ka ndonjë gjë që do ta kishit trajtuar ndryshe? Nëse po, çfarë dhe pse? 2.3 A ka raste të përsëritjes ose boshllëqeve të paadresuara?
3. Was the project relevant to the OSH mandate of the government and other constituent partners?	Evaluator, MFLT, LI	3.1 In what ways has this project supported your institutional mandate? 3.2 Are there any outstanding OSH priorities the project should still address?	3.1 Në çfarë mënyrë ka mbështetur ky projekt mandatin tuaj institucional? 3.2 A ka ndonjë prioritet të pazgjidhur në fushën e OSHP që projekti duhet ende të adresojë?
Coherence and project design			
4. How well did the project align with national policies and international standards?	Evaluator	Note: Reference key policy or standard documents when analyzing alignment.	-
5. To what extent is the project coherent with other similar ongoing initiatives (by ILO and	Evaluator, MFLT	5.1 How well was the project aligned or coordinated with ongoing	5.1 Sa ishte projekti i përputhur apo i koordinuar me përpjekjet ekzistuese nga

other relevant agencies)?		efforts by your institution or other partners?	institucioni juaj apo partnerë të tjerë?
6. Are the project design and results framework logically connected to achieve the overall objective and intended outcomes and to the broader strategy of the OSH Flagship programme?	Evaluator	Note: Include analysis of the integration of the Electronic Case Management System(ECMS), noting its strategic importance despite this addition not being reflected in the original logframe.	-
Effectiveness			
7. To what extent did the project achieve its intended outcomes?	Evaluator, MFLT, LI	7.1 From your institutional perspective, are you satisfied with the project outcomes? 7.2 What are the most important results achieved? 7.3 What were the key shortcomings, and what contributed to them?	7.1 Nga këndvështrimi i institucionit tuaj, a jeni të kënaqur me rezultatet e projektit? 7.2 Cilat janë rezultatet më të rëndësishme të arritura? 7.3 Cilat ishin mangësitë kryesore dhe çfarë shihni si shkaktar të tyre?
8. Is there a notable difference in effectiveness across the project outcome areas? If so, what factors can explain the differential level of success?	Evaluator	Note: Triangulate findings using stakeholder responses from Q7 and project documentation.	-
9. Is the project management structure (including the regional technical backstopping and operational backstopping from the OPS team at HQ) effective in delivering the project?	ILO KS, ILO HQ, UN Women, Evaluator	9.1 What aspects of the project management structure worked well? 9.2 What would you change for future implementation and why?	9.1 Cilat aspekte të strukturës së menaxhimit të projektit kanë funksionuar mirë? 9.2 Çfarë do të ndryshonit për një zbatim të ardhshëm dhe pse?
Efficiency			
10. Were resources (financial and human) used optimally?	Evaluator, ILO (KS + HQ), UN Women	10.1 What are examples of efficient use of financial and human resources? 10.2 In hindsight, what resources could have been used more effectively?	10.1 Cilat janë disa shembuj të përdorimit efikas të burimeve financiare dhe njerëzore? 10.2 Në retrospektivë, cilat burime mund të ishin përdorur në mënyrë më efektive?

11. Did the project use or leverage upon other available resources to enhance its efficiency?	Evaluator, ILO (KS + HQ),	11.1 Were there any partnerships, platforms, or funding streams the project used to optimize outcomes?	11.1 A ka pasur partneritete, platforma apo burime financimi që projekti i ka përdorur për të optimizuar rezultatet?
Impact			
12. What are the short- and long-term effects of the project?	Evaluator, MFLT, LI, SS	12.1 What short-term effects have you observed so far? 12.2 What long-term impacts do you foresee as a result of the project? 12.3 Were there any unintended or unexpected results or impacts?	12.1 Cilat efekte afatshkurtra keni vërejtur deri tani? 12.2 Cilat ndikime afatgjata parashikoni si rezultat i projektit? 12.2 A ka pasur ndonjë rezultat apo ndikim të paplanifikuar ose të papritur?
13. Has the project been able to introduce changes that has a long-term impact on institutional practices towards improved conditions at work?	Evaluator, MFLT, LI, SS	13.1 Has the project led to institutional practices that support better working conditions? 13.2 Can you provide examples or data to illustrate these changes?	13.1 A ka sjellë projekti praktika institucionale që mbështesin kushte më të mira pune? 13.2 A mund të jepni shembuj apo të dhëna për të ilustruar këto ndryshime?
Sustainability			
14. Are their elements/components of the project that are likely to continue beyond project completion?	Evaluator, MFLT, LI, SS	14.1 Which project elements will be sustained beyond project closure? (ECMS, what else?)	14.1 Cilat elemente të projektit do të vazhdojnë edhe pas përfundimit të tij? (ECMS, çfarë tjetër?)
15. What measures are required by the project and its stakeholders to sustain the gains made through the project in terms of improving institutional processes and practices?	Evaluator, MFLT, LI, SS	15.1 What actions are needed by your institution or the ILO to maintain and build on current improvements? 15.2 Are there other areas requiring continued institutional support (with regards to institutional processes and practices)?	15.1 Cilat veprime janë të nevojshme nga institucioni juaj ose ILO për të ruajtur dhe përforcuar përmirësimet e arritura deri tani? 15.2 A ka fusha të tjera që kërkojnë mbështetje të vazhdueshme institucionale (në lidhje me proceset dhe praktikatat institucionale)?