

Independent Evaluation of the project “Strengthening of the Capacities of the Crisis Management Center of the FYR Macedonia”

Final report

**Implementing Agency
UNDP FYR of Macedonia**

**Counterpart Organization
Crisis Management Center of FYR Macedonia**

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Opinions expressed in this report not reflect the official position of UNDP.

LIST OF MAIN ACRONYMS AND ABBREVIATIONS

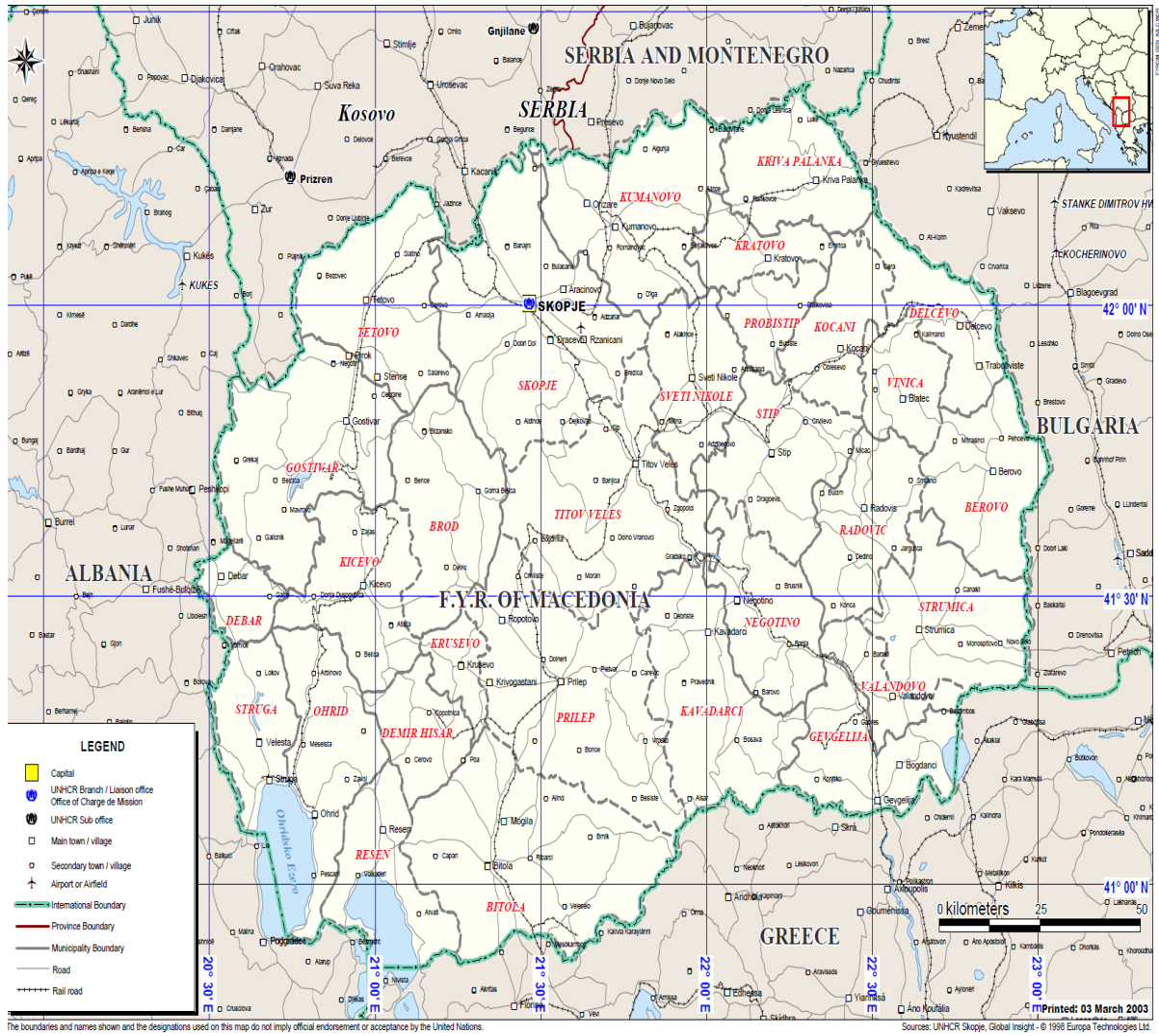
CPD	Commission on Population and Development (United Nations)
BCPR	Bureau for Crisis Prevention and Recovery
CPS	Country Partnership Strategy (World bank)
CPAP	Country Program Action Plan (United Nations)
CO	Country Office
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CMC	Crisis Management Center (Macedonia)
CMS	Crisis Management System
DAC	Development Assistance Committee
DRR	Disaster Risk Reduction
DPR	Department of Protection and Rescue (Macedonia)
EU	European Union
GIS	Geographic Information System
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (Germany)
HFA	Hyogo Framework for Action 2005-2015
HIV/AIDS	Human Immunodeficiency Virus/Acquired immune deficiency syndrome or acquired immunodeficiency syndrome
IFC	International Finance Corporation
IMC	Intermunicipal Cooperation
ISDR	International Strategy for Disaster Reduction
JICA	Japan International Cooperation Agency
LED	Local Economic Development
LLRM	Local Level Risk Management
MOU	Memorandum of Understanding
NGO	Non governmental organization
OECD	Organisation for Economic Cooperation and Development
OCHA	Office for the Coordination of Humanitarian Affairs. (United Nations)
PD	Project Document
ROAR	Results Oriented Annual Report
SOP	Standard Operation Procedure
SPPBE	System for Planning, Programming, Budgeting and Execution
TOT	Training of Trainers
UNDP	United Nations Development Program
UNDAF	United Nations Development Assistance Framework
WB	World Bank
ZELS	Association of the Units of Local Self-government of Macedonia

GLOSSARY OF MAIN EVALUATION TERMS USED

<i>Conclusions</i>	Conclusions point out the factors of success and failure of the evaluated intervention, with special attention paid to the intended and unintended results and impacts, and more generally to any other strength or weakness. A conclusion draws on data collection and analyses undertaken, through a transparent chain of arguments.
<i>Effectiveness</i>	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
<i>Efficiency</i>	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
<i>Impacts</i>	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
<i>Indicator</i>	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.
<i>Institutional development impact</i>	The extent to which an intervention improves or weakens the ability of a country or region to make more efficient, equitable, and sustainable use of its human, financial, and natural resources, for example through: (a) better definition, stability, transparency, enforceability and predictability of institutional arrangements and/or (b) better alignment of the mission and capacity of an organization with its mandate, which derives from these institutional arrangements. Such impacts can include intended and unintended effects of an action.
<i>Lessons learned</i>	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
<i>Logframe</i>	Management tool used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, outputs, outcomes, impact) and their causal relationships, indicators, and the assumptions or risks that may influence success and failure. It thus facilitates planning, execution and evaluation of a development intervention. Related term: results based management.
<i>Outcome</i>	The likely or achieved short-term and medium-term effects of an intervention's outputs.
<i>Outputs</i>	Related terms: result, outputs, impacts, effect. The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
<i>Recommendations</i>	Proposals aimed at enhancing the effectiveness, quality, or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations should be linked to conclusions.
<i>Relevance</i>	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs global priorities and partners' and donors' policies. <i>Note:</i> Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.
<i>Results</i>	The output, outcome or impact (intended or unintended, positive and/or negative) of a development intervention. Related terms: outcome, effect, impacts.
<i>Sustainability</i>	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued longterm benefits. The resilience to risk of the net benefit flows over time.

Based on a glossary prepared by OECD's DAC Working Party on aid evaluation, May 2002

Figure 1 Map of FYR of Macedonia



Source: UNHCR

EXECUTIVE SUMMARY

The core objective of the project was to support the effective implementation of the Law on Crisis Management of Macedonia through the assistance to the Crisis Management Center (CMC) to strengthen its capacity in anticipating, preventing and responding to potential natural and man-made disasters, while enabling the Center to promote the human development approach in addressing varying needs of different sectors and demographic groups, particularly those who are likely to become vulnerable during a crisis. The main components of the project were: identification of the capacity-building needs of the CMC and the Crisis Management System (CMS); formulation of a National Crisis Management Plan; improving the hazard monitoring capacities of the CMC; strengthening the capacities and resilience of local authorities and communities in disaster preparedness and response; and public awareness-raising in crisis management related issues.

The project was highly relevant for the country. The devastating floods and fires prior to the start of the project highlighted the need for coordinated and improved response from authorities to emergency situations. The project design was relevant too: disaster reduction policies and measures need to be implemented with a two-fold aim: to enable societies to be resilient to natural hazards (with a multi-hazard approach), while ensuring that development efforts decrease the vulnerability to these hazards. Plus, mainstreaming gender into disaster-reduction policies and measures, and a special emphasis on the vulnerable is the best practice: it enables for a better functioning crisis management system with a human development focus.

The project underwent certain changes compared to the Project Document. The project was conceived in the aftermath of the emergency situation in the country, and it is understandable that time was a constraint. All the changes that have happened in the course of the project implementation compared to the Project Document are well justified and the most important ones were approved by the Project Board.

The planned outputs of the project are achieved and often, exceeded. These outputs and deliverables are of high quality as evidenced by the high recognition of both the national counterparts and regional partners and agencies, with some serving (or with a recognized potential to serve) as a reference point for other countries of the region. The project was recognized as a best practice in the BCPR Annual Report 2009.

The project has made significant progress towards the stated intended outcome of “*Coordinated and timely national cross-sectoral response to natural man-made disasters and sudden crisis enhanced*”, in a way that has laid the foundations for a sustainable improvements in the performance of the institutions concerned. In particular:

- The capacity of CMC is significantly increased. It is equipped now with knowledge and important tools to implement its mandate in hazard monitoring and vulnerability assessment. The latter include: the “Guidelines for development of methodologies for assessment of risks and hazards and assessment of their implications over the lives and health of the citizens and goods of the country”; the “Guidelines for Preparation of the Unified Risk and Hazard Assessment”; digital hazard maps; systems for information collection and analysis including information on the social and demographic characteristics of the population; tools for gender related analysis, monitoring and response; and knowledge; and so on. This now allows the CMC to deepen the implementation of the strategies and initiatives with a view of a continued institutional strengthening of its capacities, as well as capacities of the Crisis Management System in the country overall. Further capacity building of CM is facilitated now, with a clearly identified strategy and benchmarks in place.
- In the three pilot microregions (Kicevo, Veles and Strumica) for the first time in the country, an integrated, multi-sector and multi-hazard approach to disaster risk reduction (DRR) has been implemented. The experience generated could now serve as a blueprint for replication in other micro-regions. The plan for the extension has been formulated.

- The local municipalities in the pilot microregions cofunded a number of activities under the project, including the small scale infrastructure projects and activities at the schools (installation of the *exit* signs and evacuation maps, as well as conducting the drills). This instilled an interest, as well as a sense of ownership and responsibility towards the activities that they are expected to perform according to their mandates and by law. The municipalities in the pilot microregions, and already some outside the pilot area, are now implementing similar measures, as in the framework of the project with their own resources and have started including these in their plans for the upcoming years.
- Public awareness of the crisis management related issues has increased in the country. The project placed a particular focus on the educational system. Some of the deliverables include: an interactive educational computer game; an assessment of the school curriculum; introduction of *Security and protection from natural and other disasters* as part of the elective courses in the elementary schools (with a highly innovative Educational Computer Game and accompanying Manual as part of the course); drills; development and installation of evacuation maps and plans; workshops for the teaching staff and children; developing, publishing and distribution of leaflets and other printing materials; and so on. The Bureau for Development of Education, an implementation partner for the component of the project, is now building on this foundation and working towards instituting a course on the *Security and protection from natural and other disasters* as a mandatory course at both levels of schools (elementary and high). With the limited resources for the public awareness in the project budget, the focus on the education system was well justified. The project reached out to the public at large too. A “Citizen’s Handbook on Crisis Management” was published and disseminated and the project activities were highlighted in the local print and electronic media in the microregions. Around 210.000 people (the population of the 3 microregions) were sensitized, including 17.000 children.
- Mainstreaming gender, as well as human development approach into CMS needed a systematic approach, starting with basic training courses and proceeding with developing tools and processes introduced in the monitoring, analysis and decision making policies and procedures. This was well acknowledged by the project in its early days and the strategy adjusted accordingly. As the project matured a Gender Team within CMC was established and a Gender Focal Point nominated, with the main goal of this team being the promotion of gender equality during the processes of planning and decision making, and addressing the needs of the vulnerable groups (including women) before, during and after the crises. A Web Based Gender Repository Database and a Web Based System for Learning, Exam and Survey were developed: these software applications now support CMC’s Gender Team in ensuring the integration of gender equality considerations in its work. Also, to strengthen the current and future CMC employees’ knowledge in gender issues in a sustainable way a Guide for Raising Gender Awareness was developed.
- The project has contributed to building partnerships among the various stakeholders both at the local level and central levels.
 - The implementation of the project initiated discussions in the country regarding the application of the multi-hazard and inter-sector approach to crisis management, as well as supported the fulfillment of the international obligations of the country. The project facilitated the formation of the National Platform for Disaster Risk Reduction as per the Hyogo Framework for Action 2005-2015. The Platform can now serve as a vehicle for a number of follow up initiatives, particularly those aimed at policy level changes. The National Platform now institutionalizes the partnerships at the central level.
 - Demonstrating how the cooperation can work and work well among the various stakeholders at the local level was one of the most important results of the project. The model can now be replicated elsewhere in the country, with the CMC playing the key coordinating role, and as such performing the *guiding* function assigned to it by the law with regards to the

municipalities, in cooperation with the Department of Protection and Rescue (DPR) and with the support of local organizations like the Macedonian Red Cross, firefighters and so on. Establishing a close cooperation with the government bodies from the start with clear and shared expectations improved greatly the chances for the sustainability and scaling up of the project results.

The project had a rather limited budget and time frame for a project with such ambitious goals. Certain activities of the project have been underbudgeted but the excellent management and cost effectiveness of using the funds have ensured that this did not become a handicap for the project.

The project has just finished, and hence it is too early to discuss its impact. Nor are there impact indicators defined in the Project Document. It is reasonable to ascertain that *“Improvements in the coping ability of the residents in the case of natural disasters”* could be defined as a potential impact for the project. At this point is it possible to discuss only the likelihood of the potential impact.

- At the national level a stronger, more capable CMC and a more coordinated CMS, coupled with a better coordination among all the stakeholders will undoubtedly translate into a better government preparedness for and response to natural disasters. Hence the residents will be less affected in case of such events.
- The local communities in the pilot project areas are also undoubtedly more resilient to natural disasters and accidents through:
 - local-level risk management actions having been designed and implemented; risk assessments conducted; hazard maps developed, which are now in the possession of the municipalities and are used in their day-to-day decision making; participation in the drills by the part of the residents (schoolchildren, parents, teachers); and
 - small scale infrastructure component of the project, with which some of the most dangerous hazards were removed.

Establishment of a well functioning Crisis Management System is a challenging task. It is especially challenging given the increased decentralization in the country with more competencies being transferred to municipalities. In addition to this, the situation in Macedonia is complicated by the fact that **while** the area of protection and rescue is part of the decentralization process and is a decentralized competence of the municipalities, crisis management is not and the responsibilities for the municipalities: having said that financing of the measures aimed at better disaster preparedness is decentralized, but the municipalities in their vast majority do not have the necessary expertise in hazards assessment and necessary financial resources to invest in the elimination, reduction and management of the hazards.

Given this background, the support to the institutions both at the national and local levels needs to be extensive and in-depth, and not address not only CMC, but also other stakeholders. The institutional background described above makes this task a complex one, requiring a multifaceted approach.

It is a very positive sign to see that the donor agencies have started to fund replications of similar activities at the local level in other microregions. For example, Macedonian Red Cross is replicating the project activities (at the local level), with a 50K Euro funding in 3 other municipalities in Macedonia: Ohrid, Struga and Kocani.

It is also encouraging to see that some of the municipalities, even the ones not included in the pilot microregions, have now started funding small scale initiatives related to crisis management and disaster risk reduction with their own resources. At the same time they do not have the financial resources in the amounts necessary to deal with the hazards in a radical way, at the scale and scope required. While UNDP and other donors could perhaps help the poorest municipalities with the elimination of the most acute hazards, dealing with these hazards at a larger scale requires larger amounts of resource allocation through:

- pooling of resources among the municipalities (for example, through the intermunicipal cooperation (IMC));
- changes at the policy/budgeting level to ensure that the municipalities do have and allocate the necessary resources to eliminate the hazards threatening human security; and
- creation of specific funding instruments, with, for example, funding from international financing institutions (IFIs).

Perhaps there are two areas where the project could have been more active.

The first is exploring the opportunities for imbedding the DRR activities into the IMC processes in the country (with, for example, actually piloting it in one of the existing IMCs) and including the relevant topic in the training packages of the municipalities. It must be emphasized that this was not a required activity under the Project Document, but only a potential one. In the framework of the project the potential for such integration was analyzed within the “Desk-review on existing legislation and relevant planning documents concerning the crisis management system”. The management of the UNDP country office (CO) sees the actual implementation of such approach as a likely possible next step.

And the second area is related to establishing a closer cooperation with other (non-pilot) municipalities at an early stage, parallel to the project maturing, to encourage experience sharing and spreading of the lessons learned in a *live learning* mode. This could have been achieved through cooperation with the Ministry of Local Government and/ or the Association of Municipalities (ZELS). Again, this was not a requirement under the Project Document, but could have stimulated a speedier replication of the project successes. It needs to be stressed also, that CMC has a Memorandum of Understanding (MOU) with ZELS now and the scaling up of experience sharing is expected to happen within the context of this MOU and at the level of National Platform.

A few other potential areas for the follow up activities include:

- Continued assistance to CMC including: development of the risk maps, based on the hazard maps; further capacity building and assistance for example with risk and hazard assessment methodologies for specific sectors and unified risk and hazards assessments; support with multihazard risk assessments at the local levels in the microregions; design and implementation of innovative, well-funded and effective large-scale public awareness campaigns;
- Assistance to the National Platform in addressing policy issues related to better crisis management which fall under the competencies of other agencies. For example:
 - Ministries of Finance and Economy: municipal budgeting (budget allocations for disaster preparedness) and regulatory measures to stimulate private insurance against natural catastrophes;
 - Ministry of Agriculture, Forestry and Water Management: improvements in the regulatory framework and enforcement of the laws/regulations related to activities of communal service companies with regards to maintenance and adequacy of infrastructure;
 - Ministry of Environment and Physical Planning: climate change related matters and improved regulations related to land use for the purposes of better crisis management.
- Continued support to the Bureau for Development of Education in the development of mandatory course on *Security and protection from natural and other disasters* both in elementary and high schools.

1 INTRODUCTION

1.1. The Project

The core objective of the project was to support the effective implementation of the Law on Crisis Management of Macedonia with an assistance to the Crisis Management Center (CMC). The project aimed to strengthen its capacity in anticipating potential natural and man-made disasters, implementing appropriate preventative measures, as well as providing effective and timely responses to disasters, while enabling the Center to promote the human development approach both in its work and among its partners in the country's Crisis Management System to address varying needs of different sectors and demographic groups of the society, particularly those who are likely to become vulnerable during a crisis. This type of support was seen as a crucial priority for enhancing human development, including gender equality, and improving the overall disaster management capacity of the country¹.

The project received funding from the Government of Japan and the Bureau for Crisis Prevention and Recovery (BCPR), and was launched in 2008. The main components of the project were:

1. identification of the capacity-building needs of the Crisis Management system;
2. formulation of a National Crisis Management Plan;
3. improving hazard monitoring capacities of the Crisis Management Center;
4. strengthening the capacities and resilience of local authorities and communities; and
5. public awareness-raising.

The existing global structures, the Hyogo Framework for Action 2005-2015, and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), as well as UNDP's "8 Point Agenda on Gender Equality" were used as fundamental guidelines during the project implementation to install a gender and human rights responsive Disaster Risk Management system in the country².

The project supported the following UNDAF³ Outcomes for 2004 - 2009:

- Effective and equitable management of natural resource and environment protection based on the principles of sustainable development ensured through natural disaster prevention assessment and monitoring based on GIS;
- Models and practices shared and adopted for transparent and accountable provision of decentralized public services through supporting CMC regional centers;
- Equal access to quality basic services (health, education, social welfare, HIV/AIDS prevention), especially for socially excluded groups, mainstreamed through: vulnerability assessments and trainings targeting specific groups; awareness raising; and planning;

Additionally, the Project also contributed to the development and achievement of the following outcomes of the new UNDAF 2010 - 2015:

- **OUTCOME 3.3:** National authorities are better able to reduce the risk of and respond to natural and

¹ Final report, UNDP FYR Macedonia/ RBEC Strengthening the Capacities of the Crisis Management Center, p.5

² *ibid*

³ UNDAF – "United Nations Development Assistance Framework" is the planning framework for development operations of the UN system at country level. It consists of common objectives and strategies of cooperation, a programme resources framework and proposals for follow-up, monitoring and evaluation.

man-made disasters;

- Outputs 3.3.1: A national framework for regular assessment and monitoring of disaster risks developed, to provide disaggregated data to relevant categories, in support of decision making and piloted at local level;
- Outputs 3.3.2: Risk reduction practices adopted and piloted in at least two environmental hot spots.

1.2. The Purpose and Scope of the Evaluation

The main task for the Consultancy as seen by the UNDP country office (CO) was to carry out an evaluation of the achievements, effectiveness and lessons learned of the project on “Strengthening of the Capacities of the Crisis Management Center” with the objective to:

- Assess, summarize and codify the products, lessons learned and experiences from the project into a document that could be shared with the crisis/disaster management community within UNDP, as well as with national and local partners and donors;
- Given that UNDP aims to continue assisting in strengthening of the national and local institutions to deal with the crisis and disaster risk management, to learn from the experiences so far and thereby assist with developing credible interventions in the future, while at the same time providing a platform for dissemination and upgrading by other countries in the sub-region.

The specific objectives of the consultancy were:

- i) With a forward-looking approach, assess the progress, relevance, efficiency and effectiveness of the project and its contribution in achieving the overall programme outcome in the country in the area of crisis management, including:
 - Assessment of the status of achievement of the expected outcomes and outputs as well as realized intended and unintended results and effects of the project while highlighting key/major results, gaps, lessons learned, methodologies and good practices, with a special focus given to the analysis of the effects that the project has had on crisis management on national and local level and its contribution to raising the awareness on the disaster risk reduction;
 - Assessment of the project’s contribution to increased awareness and knowledge on gender issues in the context of crisis management/disaster risk reduction within the Crisis Management Centre and broader, on local and national level.
- ii) Assess the effectiveness of collaboration with partners, knowledge management and partnership arrangements.
- iii) Provide recommendations for improvement and future development of interventions in the area of crisis management, in the country, while using the concept and the outputs of the assessed project as a platform;
- iv) Provide an expert opinion to UNDP CO towards the current formulation of a comprehensive multi-pronged programme in the area of crisis and disaster risk management

Although UNDP was administratively responsible for conducting of the external evaluation, UNDP CO ensured no interference with the analysis and reporting, except where requested and as comments/feedback.

1.3. The Methodology of the Evaluation

The methodology for conducting the evaluation was a combination of the following:

- i) Desk review of the relevant background documentation (the project document, project reports, project products, reports of the consultants, programmatic documents such as the UNDAF/CPD/CPAP, Results Oriented Annual Report (ROAR), Annual Progress Reports, etc.);
- ii) Desk Review of third party documents;
- iii) Meetings with relevant representatives from UNDP CO (programme and project staff) and beneficiary/partner institutions: CMC, Macedonian Red Cross, DPR, Bureau for Development of Education, and the representatives of the municipalities in order to validate the findings from the desk review;
- iv) Review of the Programme logframe against the project results to assess the relevance of the project and its design, and the effectiveness of the project in achieving its planned outputs;
- v) Visits to the municipalities in the microregions of Veles, Kicevo and Strumica in order to interview the project partners and participants involved in the local activities of the project in order to validate findings from the desk review. A semi-structured interview questionnaire was developed to standardize the findings (see Annex 3);
- vi) Collation of the evidence and stories useful for both the evaluation and communication work.

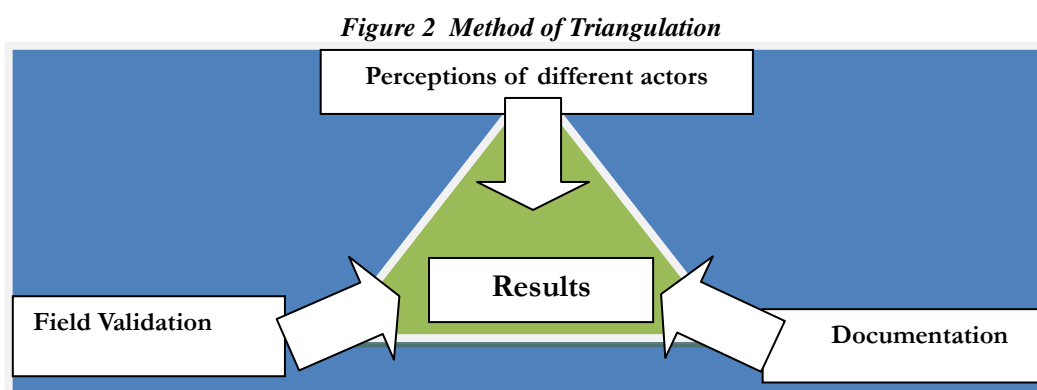
1.4. Key methods

1.4.1. Participatory evaluation

The evaluation was carried out in a participatory mode, which is important both for collective learning and for the gauging the stakeholders' perspectives of the development outcomes of the project.

1.4.2. Triangulation

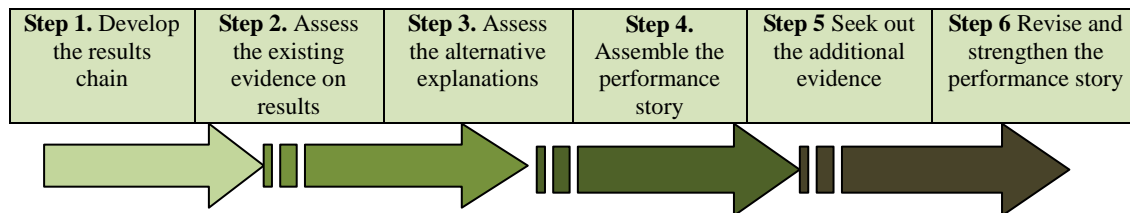
The key analysis technique, which was used to address the attribution of the results to the project and to minimize the bias in the information collected is triangulation, which involves developing the reliability of the findings through multiple data sources of information (see Figure 2), bringing as much evidence as possible into play (from different perspectives) in the assessment of hypotheses and assumptions



1.4.3. Contribution Analysis

In our assessments of the outcomes we tried to address the attribution of the results to the project when feasible. When it was not feasible, we used contribution analysis, which is presented schematically below, in Figure 3.

Figure 3 Steps in Contribution Analysis



Adapted from: John Mayne, "Addressing Attribution Through Contribution Analysis: Using Performance Measures Sensibly", The Canadian Journal of Program Evaluation Vol. 16 No. 1 Canadian Evaluation Society, 2001

2 ASSESSMENT OF THE PROJECT RESULTS BASED ON BASED ON OECD DAC EVALUATION CRITERIA

The assessment of the project results in this Chapter is conducted in line with OECD DAC (Development Assistance Committee) evaluation criteria, namely: relevance, effectiveness, efficiency, sustainability and impact. The definitions of these terms are provided in the Glossary of the Main Evaluation Terms Used on p.5 of this report.

2.1. Relevance

2.1.1 Relevance of the project

- *Relevance of the project in the overall development agenda of Macedonia*

The incidence of natural disasters is increasing across the world: the total number of natural disasters, including epidemics, doubled from 201 in 1988 to 414 in 2007, across the world. In 2007, 133 countries were affected by disasters.⁴ The average annual incidence of major disasters in the Balkan countries varied, depending of the type of the hazards that cause disasters, with the region most sensitive to the floods (the number of exposed population is approximately 600,000 people). During the same period, 16 disasters were reported in Macedonia (14 natural, two technological), with the incidence of disasters increasing steadily. Macedonia is particularly vulnerable to floods, which contributed to 44% of the total hazards in that period.

The year 2007 was specifically harsh in Europe, when it was affected by extratropical cyclone Kyril. During the same year, Macedonia was affected by wildfires and by heat waves, becoming the most affected country in the world in terms of percentage of affected people. That year, 48.8% of the Macedonian population was affected by disasters and one death was registered. In addition, the year of 2007 was marked for Macedonia with enormous forest fires⁵.

Figure 4 Top 10 Natural Disasters Reported in Macedonia during 1993-2007: number of affected people

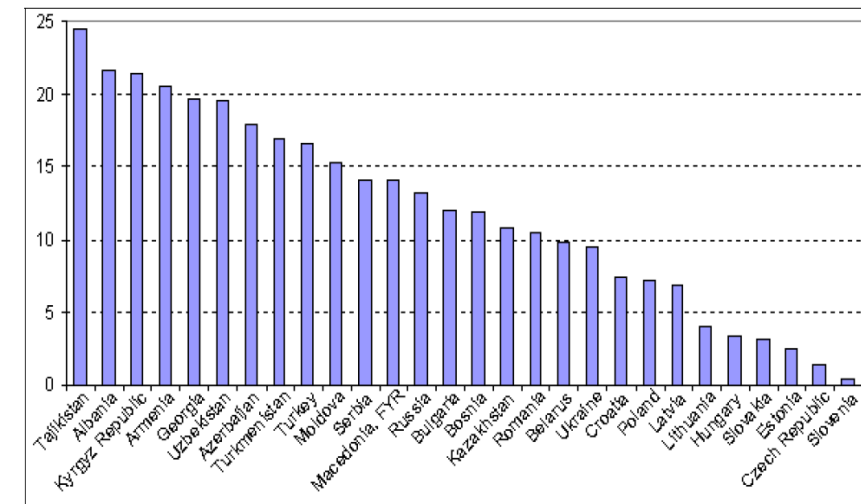
Disaster	Date	Affected
Wildfire	2007	1,000,000
Flood	2004	100,000
Drought	1993	10,000
Flood	2003	4,000
Flood	2005	2,000
Flood	2002	1,650
Flood	1995	1,500
Flood	2006	1,500
Flood	2003	750
Extreme temp.	2007	202

Source: Epidemiology of Disasters in the Republic of Macedonia and the Balkan Region: Improving Public Health Preparedness, E. Stikova; Ron LaPorte; Faina Linkov

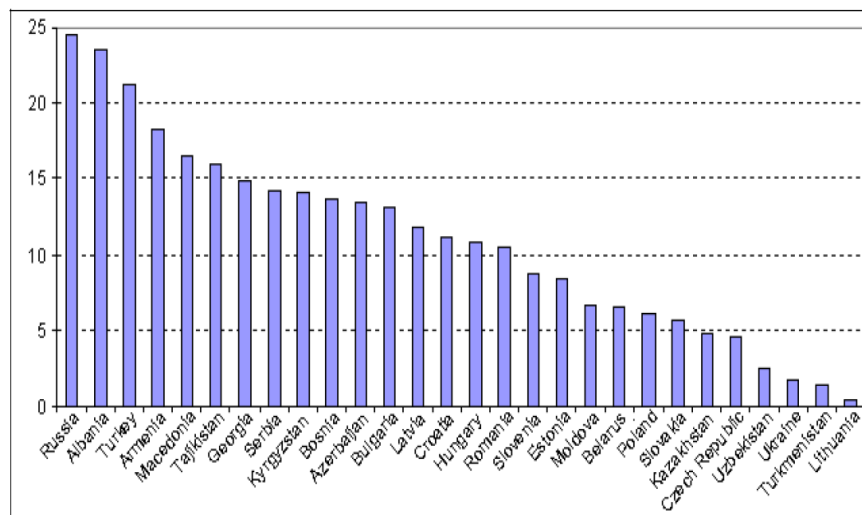
⁴ Epidemiology of Disasters in the Republic of Macedonia and the Balkan Region: Improving Public Health Preparedness, E. Stikova; Ron LaPorte; Faina Linkov; http://pdm.medicine.wisc.edu/Volume_25/issue_3/stikova.pdf

⁵ *ibid*

Figure 5 ECA Countries with the greatest vulnerability and exposure to climate change in the 21st century: FYR Macedonia ranked twelfth on vulnerability and fifth on exposure



Source: Fay and Patel (2008).



Source: Baettig et al. 2007.

Source: *Adapting to Climate Change in Europe and Central Asia*, World Bank 2009

Macedonia’s *exposure to climate change* ranks highest among these three factors or fifth in the ECA region indicating the strength of future climate change relative to today’s natural variability is projected to be high (see **Figure 5**).

The floods and fires highlighted the need for a better coordinated and improved response from authorities to emergency situations. The reasons for the failing response system to these emergency situations were multifold, with the main ones being the unclear responsibilities and resource constraints⁷. International

The systems for crisis management, disaster preparedness and response which were developed during the days of the former Yugoslav Republic (of course in the context of the political system of the country) had deteriorated after its breakup.

Of all 28 Europe and Central Asia (ECA) countries studied as part of the World Bank Study, “Adapting to Climate Change in Eastern and Central Europe” (2009), only three have experienced more climate related natural disasters since 1990.

Only four countries are likely to experience more dramatic increases in climate extremes, and Macedonia was near the bottom in capacity to adapt to these changes. Among other conclusions it was also estimated that by 2050, Macedonia will be exposed to an average 1.9 C degree increase in mean annual temperature and a 5 percent mean annual drop in precipitation⁶. Macedonia was ranked twelfth among ECA countries in terms of the overall *Vulnerability to Climate Change* using an index that takes into account exposure, sensitivity, and adaptive capacity.

⁶ International Bank for Reconstruction and Development and International Finance Corporation Country partnership Strategy for FYR of Macedonia, for the period of FY11–FY14”, September 20, 2010

⁷ Situation Report 1: Macedonia- Forest fires, 27 July 2007, OCHA

community and UNDP responded by providing emergency assistance (UNDP provided €100K), but it was recognized that a systemic capacity building efforts are needed to strengthen the capacities of the national institutions and CMC in particular.

Hence the project was conceived to address a very important problem for Macedonia.

2.1.2 Relevance of the project design

- *Was the project developed to address and did it implement the right things?*

Disaster reduction policies and measures need to be implemented with a two-fold aim: to enable societies to be resilient to natural hazards, while ensuring that development efforts decrease the vulnerability to these hazards. Sustainable development is not possible without taking multi-hazard risk assessments into account in planning and daily life. Disaster reduction is an issue that affects the lives of both women and men. Given that the magnitude of a disaster is partially influenced by the political, economic and socio-cultural contexts, mainstreaming gender into disaster reduction policies and measures translates into identifying the ways in which women and men are positioned in a society. This enables the effective mapping, not only of the different and similar ways in which the lives of women and men may be negatively affected, but also of the ways in which they can contribute to disaster reduction efforts⁸. Hence the gender focus is essential in developing successful disaster reduction policies. Similarly, ensuring that development efforts decrease the vulnerability to hazards requires a special focus on the socially vulnerable and taking into account the specifics of regional variabilities and ethnic minorities. Therefore the project was developed to address the right issues.

Project had undergone certain changes compared to the Project Document. The idea of the project was born in the aftermath of UNDP's emergency assistance to Macedonia related to forest fires, and it is understandable that the time was a constraint. The revisions to the Project Document (in the list of provisional activities) were subsequently implemented in a participatory mode and were based on in-depth analyses of the merits of alternative strategies and modalities of implementation, and, where necessary, agreed with the Project Board. Project activities as they were identified and actually implemented were instrumental in selecting the "right" problem areas and counterparts requiring technical cooperation support. The project activities were formulated and implemented through joint meetings, discussions, presentations, and exchange of knowledge and ideas. A representative from the beneficiaries, the Women Citizen Initiative "Antico", was a member of the Project Board and had an opportunity to participate in the overall coordination and supervision of the project.

- *Are the activities and outputs of the program consistent with its overall goal and objectives?*

Project activities (as implemented) were specifically designed to address the need of mainstreaming gender into DRR policies and measures, and to have a focus on the needs of the vulnerable population.

The project had a clear thematically focused development objective, supported by a determined set of verifiable indicators. The project was formulated based on a logical framework approach and included appropriate expected Outputs and Activities. A logically valid means-end relationship has been established between the project outcome, its objective(s) and outputs and the higher-level programme-wide or country level objectives.

⁸ "Women, disaster reduction and sustainable development" prepared by the Inter-agency Secretariat for the International Strategy for Disaster Reduction (UN/ISDR), Geneva. The UN/ISDR collaborated with the United Nations Division for the Advancement of Women in the organization of the Expert Meeting on *Environmental Management and the Mitigation of Natural Disasters: a Gender Perspective* (Ankara, Turkey, 6-9 November 2001).

2.2. Effectiveness: Outputs

- *To what extent were the objectives achieved?*

The following Objectives were defined in the Project Document

OBJECTIVE 1: Identification of Capacity-building Needs of the Crisis Management System

OBJECTIVE 2: Formulation of the Gender Responsive National Crisis Management Plan

OBJECTIVE 3: Improving Hazard Monitoring Capacities of the Crisis Management Center

OBJECTIVE 4: Strengthening the Capacities and Resilience of Local Authorities and Communities through CMC Regional Centers

OBJECTIVE 5: Public Awareness-raising

Table 1 shows the logframe as in the Project Document (PD), but with a mapping of the intended provisional activities and actual activities; and describes the extent of achievement of the Outputs:

- The planned outputs were achieved and often, exceeded. These outputs and deliverables are of high quality as evidenced by the high recognition of both the national counterparts and regional partners and agencies, with some serving (or with a recognized potential to serve) as a reference point for other countries of the regional. The project was recognized as a best practice in the BCPR Annual Report 2009 (Ref. Point 5)
- Perhaps there are two areas where the project could have been more active.
 - The first is exploring the opportunities for imbedding the DRR activities into the IMC processes in the country, with, for example, actually piloting it in one of the existing IMCs in the country and including the relevant topics in the training packages of the municipalities. It must be emphasized that this was not a required activity under the Project, but only a provisional one. In the framework of the project the potential for such integration was analyzed as part of the “Desk-review on existing legislation and relevant planning documents concerning the crisis management system”. The management of UNDP CO in Macedonia sees the actual implementation of such approach as likely next step.
 - And the second area is establishing a closer cooperation with other (non-pilot) municipalities at an early stage, parallel to the project maturing, to encourage experience sharing and spreading of the lessons learned in a *live learning* mode. This could have been achieved through cooperation with the Ministry of Local Government and/or the Association of Municipalities (ZELS). Again, this was not a requirement under the Project Document, but could have stimulated a speedier replication of the project successes. It needs to be stressed also, that CMC has a Memorandum of Understanding (MOU) with ZELS now and the scaling up of experience sharing is expected to happen within the context of this MOU and at the level of the National Platform.

- *What major factors influenced the achievement or non-achievement of the objectives?*

- The location of the Project Team within the premises of the Crisis Management Centre facilitated the interaction among the project staff and the relevant staff of the Center, thus contributing to the transfer of knowledge and experience, to a strong sense of ownership on behalf of CMC, and very close cooperation between CMC and UNDP.
- A dynamic, hand-on style to the project management has undoubtedly been a strong contributing factor for the success of the project. For example, shortly after it was realized that the planned seminars on gender issues provided to be inefficient, the problem was acknowledged, alternatives

were sought and an effective approach implemented.

- Commitment of the implementing partners and stakeholders at both the national and local levels has been another strong factor behind the project success. In total, additional resource mobilization for 2009 and 2010 in the amount of 62,316 USD by the local governments and CMC (which represents 14% of the original project budget funded by the Government of Japan and UNDP) proves the point: these funds came as a co-financing from the local governments for small scale interventions for disaster risk reduction and improvements in the disaster response preparedness at the schools.
- Underbudgeting of certain activities under the project has somewhat limited the magnitude of the potential impact of the project compared to its ambitious goals. One notable example of this is underbudgeting of the resources to conduct public awareness campaigns to target the population at large.
- Financial constrains faced by (a) the local municipalities: currently they receive only small amount (3% of the national budget) for disaster relief, and nothing to specifically address disaster preparedness; and (b) CMC and DPR: they receive only 0.17% of the state budget.

Table 1 Modified Logframe with analysis

Outputs	Indicative Activities as in the log frame	Extent of achievement of intended Outputs, justification for the changes
OBJECTIVE 1: Identification of Capacity-building Needs of the Crisis Management System		
<p>Output 1.1 Overall capacities CMC developed to provide better crisis management services to the citizens (from the logframe), and more specifically (from the text of the PD).</p> <p>1.1.1 Review of the existing legislative frameworks, institutional arrangements and SOP in the Crisis Management System</p>	<p>Desk review of existing legislation and relevant planning documents to determine applicability, gaps, overlaps and contradictions</p> <p>Data collection and desk review on institutional arrangements, roles and responsibilities of national and local authorities and other institutions at different levels</p>	<p>Desk-review of existing legislation and relevant planning documents concerning the crisis management system was prepared. This was the first analytical and systematic document about crisis management system of Macedonia. Review and recommendations have been made on the needs of women and vulnerable groups' in the CMS. The analysis on the implementation of the Hyogo Framework for Action 2005 – 2015 was carried out: the recommendations were taken on board by the CMC. The desk review includes a developed unified terminology of civil risks and hazards</p> <p>There was a request from CMC to consider the development of Risk Assessment Methodologies as an essential tool for preparation of the assessments, plans, scenarios, Standard Operation Procedures (SOPs). Following that a strategic decision has been made to reschedule the preparation of the gender responsive draft-Plan and the related activities. Namely, the prepared Guidelines for development of the risks and hazards assessment methodologies should precede and set the basis for the development of the concept and content of the draft-Plan and other documents.</p>
<p>1.1.2 Identification of capacity building, training and learning needs as well as potential training partners based on the current Crisis Management System by CMC</p>	<p>Identification of capacity building, training and learning needs of the system's institutions to perform their duties as required. Identification of potential partners and support mechanisms.</p>	<p>A Report on the identification of the capacity building, training and learning needs, as well as potential training partners based on the current crisis management system, and recommendations for further development of the professional capacities within the institutions was prepared. Also, the workshops on “Strengthening of the capacities of the crisis management system at regional level” conducted under the Objective 2, contributed to this Output. These were followed by an Action Plan and set of activities, implemented by CMC from December 2008 to May 2010.</p>
<p>1.1.3 Review of the current national- and local-level development planning processes to identify potential areas where greater synergy between the development processes and Crisis Management System could be built</p>	<p>Identification of potential linkages between national and local development processes and Crisis Management System</p>	<p>Outputs under this item were part of the Desk review and the report. There was no special action taken, but it was reviewed and included in different documents. However, interviews held with the Project management and UNDP country office indicate the future programming of the CM and DRR support is seen to be unified with the efforts to strengthen intermunicipal cooperation (IMC) and LED (local economic development). At UNDP CO level successful implementation of this project has resulted in the development of a relevant sub-programme for natural and man-made disasters within the framework of the CPAP (2010 – 2015), where these interlinkages will be assured.</p>

Outputs	Indicative Activities as in the log frame	Extent of achievement of intended Outputs, justification for the changes
OBJECTIVE 2: Formulation of the Gender Responsive National Crisis Management Plan		
<p>Output 2.1 Facilitation of preparatory planning seminars/discussion meetings among key players to explore the ways in which the current Crisis Management System can be improved and linkages between crisis management and sustainable human development ensured (including gender) so as to establish the necessary foundation for the development of the National Crisis Management Plan.</p>	<p>Facilitating a series of participatory seminars/discussions among key institutions within the Crisis Management System to set the necessary foundation for preparation of the crisis management plan</p>	<p>Three seminars have been held in Tetovo, Kocani and Strumica covering the Polog, East and South East regions in December 2008. However it was recognised that the feedback was not as desired and the insufficient gender capacity was identified as the key constraint. Consequently it was decided to change the strategy.</p> <ul style="list-style-type: none"> a) Two workshops in May 2009 were held with participation of representatives from the Directorate for Protection and Rescue, Macedonian Red Cross, Crisis Management Center, Regional Crisis Management Center - Kicevo and UNDP. (in total 10 representatives) b) A Gender Team within CMC established and Gender Focal Point nominated. The main goal of this team is to promote and secure gender equality during the processes of planning and decision making, and to address the needs of the vulnerable groups (including the women) before, during and after the crises. c) CMC has established a regular job post for s Coordinator of Gender Issues. d) Web Based Gender Repository Database and Web Based System for Learning, Exam and Survey were developed. These software applications support the CMC’s Gender Team and ensure the integration of gender equality considerations in its work. e) As a basis for strengthening the employees’ knowledge, a Guide for Raising Gender Awareness was developed. f) In addition, the project supported the participation at the CMC Finland Gender Training held on 12 – 13 May 2009. . <p>NB: the last three activities were additional, and were not envisaged in the original project document.</p>
<p>Output 2.2 Development of the gender and human rights responsive National Crisis Management Plan, which incorporates SOP prepared by CMC and also defines a common approach to risk and vulnerability assessment, awareness raising and training, prevention and response planning, damage/loss assessment and information management through a</p>	<p>Draft gender and human rights responsive Crisis Management Plan finalised after the first year of the project.</p>	<p>Guidelines for development of the risks and hazards assessment methodologies set the basis for development of the concept and content of the draft-Plan and other documents. Guidelines for Preparation of the National Crisis Management Plan was developed. This document reflects the readiness of the institutions from the system competent for planning of prevention and operational measures and activities for response to different risks and hazards, as well as the bodies and structures of the National Platform for Disaster Risk Reduction. The recommended structure and content of this document is the basis for the preparation of the Plan that shall be organized through integrated and multi-sector cooperation procedure, coordinated by the Crisis Management Center.</p>

Outputs	Indicative Activities as in the log frame	Extent of achievement of intended Outputs, justification for the changes
participatory process		
Output 2.3 Development of a gender responsive Action Plan to finalise development of the Crisis Management Plan.	Draft Action Plan finalised after the first year of the project	In line with the broader gender mainstreaming in the CMC, a Strategic Follow up of the Gender Activities in CMC was carried out. This document assessed the implemented gender-related activities at the CMC, focusing on the level of incorporation of the gender perspective in the CMC's strategies and plans. Recommendations were provided for the further development and strengthening of the gender capacities and policies at the CMC.
Output 2.4 Support the implementation of the national training programmes (expected to be implemented by CMC) at technical and operational levels to test the validity of the National Crisis Management Plan.	Support at least one Simulation Exercise for activation of support system conducted in 2008	A Simulation and Coordination Event was held on 27 May 2010 for activation, coordination, prevention and early warning from forest fires. The main objective was to present the Guidelines for preparation of the National Crisis Management Plan, to review the existing activities of the institutions from the CMS, as well as to plan and implement measures for activation and coordination of the system in case of forest fires.
	Support at least one significant training event to test the Crisis Management Plan implemented before the end of 2008 and at least 2 programmed for 2009	A large scale Training Drill for evacuation and rescue of factory workers in case of earthquake was organized in May 2010 (250 employees of the factory took part, 95% of whom were women). The main objective was to test the functionality of the factory's evacuation plans and procedures, as well as coordination, cooperation and response of the local level authorities.
	"Lessons learned" reviews conducted systematically after every activation of the CM system	This was conducted systematically.
OBJECTIVE 3: Improving Hazard Monitoring Capacities of the Crisis Management Center		
Output 3.1 Review of the current hazard monitoring capacities to identify the most appropriate approach to establishing a National risk assessment and monitoring platform	Desk review and an inventory of the existing capacities for risk assessment and monitoring, including the State Base Maps in Macedonia produced with the JICA project	Within the framework of two JICA funded projects ("Study for Establishment of Base Map for GIS in Macedonia" and "Digital Ortho-photo Mapping") 1:25,000 scale digital maps for approximately 50% of the country's terrain have been produced. Within the framework of the UNDP project these maps were transferred from the State Cadastre and uploaded into the CMC's Geographic Information System (GIS) Data-base for systematic collection and monitoring of hazardous and disaster prone conditions, together with the various demographic and socio-economic conditions related data relevant to crisis management.
	Consultations to identify the most cost-effective measures and complementary technical requirements to bring the existing assessment capacities and JICA produced GIS maps together to serve the purposes of GIS-based risk assessment/hazard monitoring	

Outputs	Indicative Activities as in the log frame	Extent of achievement of intended Outputs, justification for the changes
<p>Output 3.2 Establishment of a system based on GIS maps produced by JICA projects to begin collecting and monitoring the information on hazardous and disaster prone conditions, as well as varying demographic and socio-economic conditions relevant to crisis management in the country.</p>	<p>Establish a GIS based monitoring system to feed and monitor risks, threats and damages against relevant variables, such as demographic and social conditions (to monitor risks, threats, and damages in a sex, age, and other demographic and social factors in a disaggregated fashion)</p>	<p>A Software Application for Entry of Attribute and Spatial Data into the Geodatabase of the Crisis Management Center was developed. CMC's capacities for hazard monitoring and strategic planning have been significantly improved with the introduction of this software and the implementation of the “System for Planning, Programming, Budgeting and Execution (SPPBE)”.</p>
<p>Output 3.3 Outline of a national risk assessment and monitoring platform. The risk assessment will focus on identifying physical and social vulnerabilities to disasters, and varying needs of vulnerable and marginalised groups will be given due attention through assessing various disaggregated data and a participatory process among representatives of those vulnerable and marginalized groups.</p>	<p>Prepare an Outline of a National risk assessment and monitoring platform for the systematic collection and monitoring of data on hazards for the country, as a permanent tool to define scenarios, and inform strategic planning, preparedness and contingency planning processes.</p>	<p>A strategic decision was made to initiate the process with preparation of the “Guidelines for development of methodologies for assessment of risks and hazards and assessment of their implications over the lives and health of the citizens and goods of the country”. The Guidelines provide information about the predicament of probabilities of appearance of risks and hazards (in terms of time, space and intensity) and the implications they could have over the lives and health of the citizens and properties of the country. These Guidelines now serve as a foundation for the development of separate, sectoral methodologies. In addition, Guidelines for Preparation of the Unified Risk and Hazard Assessment was developed. This document contains the analysis and assessments of different risks and hazards that will be prepared by the competent institutions and subjects of the CMS, as well as the bodies and the structures of the National Platform for Disaster Risk Reduction.</p>
<p>Output 3.4 Initiation of a design process for a national disaster warning system as a source of systematic baseline information collection and scenarios for preparedness and contingency planning.</p>	<p>Prepare an Outline of a National Disaster Warning System.</p>	<p>Information recording and educational functions of the CMC were strengthened through the development and installation of two software applications and databases: “Recording of occurrences, events and conditions in the country caused by natural and man-made accidents and disasters” and “Library work with specialized literature and other publications from the area of crisis management”. Additionally a Preliminary Risk Profile of the Country was prepared. It contains an analysis of the exposure of the territory of the country to characteristic profiles of risks and hazards that could endanger the lives and health of the citizens, as well as material, natural and cultural goods of the country. Additionally, a Technical Report for Installation of Digital Accelerograph Network for Monitoring and Early Warning on Disaster Potential of Seismic Events was prepared. It contains an assessment and selection of locations within the national territory for the installation of 13 Guralp TD5 Internet ready digital triaxial accelerographs as a skeleton of a national digital accelerograph network.</p>
<p>OBJECTIVE 4: Strengthening the Capacities and Resilience of Local Authorities and Communities through CMC Regional Centers</p>		

Outputs	Indicative Activities as in the log frame	Extent of achievement of intended Outputs, justification for the changes
<p>Output 4.1 A local level risk management project designed and implemented in at least three high risk municipalities</p>	<p>Generate and/or complement existing information on the risks affecting the selected communities</p>	<p>The Comparative Analysis for Selection of the Pilot Municipalities/micro regions was prepared based on criteria such as: population; risks/hazards; material, technical and human resources; communication and coordination among institutions of the crisis management system on local level, etc. This document will be used by CMC for development of similar databases and preparation of analysis in future.</p>
<p>Output 4.2 Plan for LLRM expansion to 9 municipalities formulated and agreed</p>	<p>Plan for Local Level Risk Management (LLRM) expansion to 9 municipalities formulated and agreed (2009)</p>	<p>In order to be more economic and efficient, a strategic decision was made to implement the activities in 12 municipalities as part of 3 microregions: Kicevo (Kicevo, Zajas, Oslomej, Drugovo, and Vranestica), Veles (Veles, Caska, and Gradsko) and Strumica (Strumica, Vasilevo, Bosilovo, and Novo Selo).</p>
	<p>Explore the potential of inclusion of disaster preparedness and response concerns in the training packages of ongoing decentralisation and local development programmes in various portfolios including local governance and the environment.</p>	<p>Within the UNDP program on IMC there was a workshop on protection and rescue that has been organized in December 2010 in Veles.</p>
<p>Output 4.3 A set of community friendly training materials developed and reproduced</p>	<p>Increase the levels of preparedness of responsiveness of authorities and communities. Support for the organization of communities for preparedness through exercises, drills, and training of natural and formal community leaders, such as school teachers. Special focus on the potential of women as community organizers and the special needs of the vulnerable groups</p>	<p>A Questionnaire for Capacity Assessment of the Institutions on the Local Level was developed. The objective of the Questionnaire is to identify possibilities and capacities of the institutions directly involved in the crisis management system on the local level. Following that a set of specific activities have been implemented, including: vulnerability and Capacity Assessment of the municipalities; preparation and delivery of hazard maps; establishment of data-base for local risks/hazards, disasters/accidents, vulnerability/capacities and inventory of local resources.</p>
	<p>Capacity building of local authorities in disaster preparedness and risk reduction planning and programming.</p>	<p>A Citizens Handbook for Crisis Management System was published. The Handbook is aimed for the use of local authorities/communities and is contributing to increased crisis preparedness, and general awareness related to the crisis management in the country. Communication and Coordination on local level was improved. In particular, internet access services for 27 regional offices of CMC and the Seismological Observatory that is directly linked with the CMC was established.</p>
	<p>Identification and implementation of small scale risk reduction projects/works in partnership with line Ministries (sought through CMC)</p>	<p>In the selected micro-regions small scale risk reduction infrastructure projects have been implemented. The selection of these projects was done in partnership with line ministries, local authorities and Macedonian Orthodox Church led by CMC and its regional offices. One project per micro-region has been implemented and Cost-Sharing Agreements with municipalities were signed. Project funds for this activity</p>

Outputs	Indicative Activities as in the log frame	Extent of achievement of intended Outputs, justification for the changes
		<p>were upgraded with local contribution from the respective municipalities. The following small-scale projects have been implemented: Cleaning of the Swamp on the Fifth Ruth in Kicevo Micro-region; Fire Fighting Protection of Tourist Locations and Historical-cultural Monuments in Strumica Micro-Region; and Insurance of Stability of Potentially Unstable Rock Block over the Cathedral Church of St. Pantelejmon in Veles Micro-region. These activities successfully continued in 2010 with 2 small scale disaster risk reduction infrastructure projects in Veles (stabilization of additional three rock blocks) and Kicevo (Reconstruction of the Storm Water Chanel Ivani Dol).</p>
	<p>Develop and test training package for local authorities and community representatives</p>	<p>„Training for Trainers” programme for the implementation of trainings in the educational institutions in the selected regions/municipalities (6 elementary schools and 3 high schools) was conducted. Simulation exercises for strengthening of the capacities and increased preparedness of the local authorities and schools were conducted alongside with training for protection and self-protection of women and disabled. Training Drills for Evacuation and Rescue of High School Students in case of earthquakes were organized. Three major training drills for evacuation and rescue of 1597 high school students and 144 teachers in case of earthquake were conducted in the municipalities of Strumica, Veles and Kicevo were organized during October and November 2009. All relevant institutions on the local level were participants during the drills: regional offices of CMC, DPR, Red Cross, municipalities, Police, Fire fighters, Ambulance etc. Based on the successful results from the implementation of the activities related to the strengthening of the capacities and local resilience in the schools, additional three schools from the rural areas of Strumica Micro-region has been included (v.Murtino, v.Bosilovo and v.Novo Selo). This expansion continued in 2010, in Strumica with 17 educational facilities and more than 11,000 students and 990 employees (52% women). After two years of implementation of these activities more than 17,000 students in the selected municipalities were trained.</p>
<p>OBJECTIVE 5: Public Awareness-raising</p>		
<p>Output 5.1 Public education materials on hazards, risks and public behaviours to prevent, prepare and respond to crises, with culturally and socially appropriate and gender-responsive messages. These materials would be designed, in cooperation</p>	<p>Design and reproduce printed materials to enhance the knowledge of and confidence in the crisis management setting in the country</p>	<p>Printed Materials on Crisis Management Setting in the Country were published. During the reporting period the project has supported the publication of two leaflets and one news bulletin and has supported the translation of the ISO Guide 73 Risk management Vocabulary and UN ISDR Terminology 2009 in Macedonian language as one of the obligations of the CMC towards the UN ISDR.</p>
	<p>Design and reproduce public training</p>	<p>The Citizen’s Handbook on Crisis Management was developed and disseminated</p>

Outputs	Indicative Activities as in the log frame	Extent of achievement of intended Outputs, justification for the changes
with the local NGOs, including women's and human-rights NGOs, in order to facilitate distribution and outreach all segments of population, particularly the most vulnerable and marginalized ones.	materials on hazards, risks, and expected behaviours	widely
Output 5.2 Permanent public awareness campaigns to increase the awareness and confidence of the population, with a special focus on vulnerable groups (women, elderly, youth, physically disadvantaged and ethnic minorities)	Launch public awareness campaigns using the outputs above	A conscious decision was made to focus on the schools, given the budget limitations for this activity. On the local level, the project activities were highlighted regularly in the local print and electronic media.
Output 5.3 Public awareness programmes within the school curriculum to effectively reach out to young girls and boys, and through them, their parents.	Assess interest/feasibility of developing curriculum elements on crisis preparedness and response for inclusion in the formal school system	The School Curriculum was assessed. This assessment provides information on the content of the existing school curriculum, its quality and interactivity and possibilities for further improvement/development. Moreover, it includes recommendations for further development/improvement. <i>Security and protection from natural and other disasters</i> was included as part of an elective course "Skills for Life" in elementary schools, aided with the Computer Game, described below. An Educational Computer Game was developed. This interactive educational computer game on disaster risk reduction presents general information on hazards, risks and behaviours to prevent and respond to man-made and natural disasters. As a follow up, an on-line version of the game was developed and translated into English language. This was done in order for the game to be more accessible for broader public and not only for the schoolchildren, and for to be globally recognizable and accessible. This was hailed as an innovative approach for increased preparedness of the schools population in the disaster risk reduction throughout the Balkans. A Manual for the Implementation of the Educational Computer Game was also developed , aimed both for the professors and the students, since it has guidance for teaching of the topics and it has the necessary educational content for the students. Within the local level activities in Strumica in 2010 a " Handbook for development of skills for work with children in the areas of natural disasters and accidents ", as well as a " Drawing book for small children for protection from earthquakes, floods and fires " have been developed. Both of these have been prepared in on-line versions and they are available for the broader range of beneficiaries.

Source: Project Document; Final Report; and interviews with project staff and stakeholders

2.3. Effectiveness: Achievement of the Outcomes

The Project Document identifies the following as its intended Outcome: *Coordinated and timely national cross-sectoral response to natural man-made disasters and sudden crisis enhanced*. The analysis of the project results, as well as interviews with stakeholders indicates a *widely shared view* that the project achieved a significant progress towards this overall outcome. In particular:

- 1) Identification of the capacity building, training and learning needs of the Crisis Management Center was an excellent starting point, followed by the development of the Guidebooks and assistance to CMC with the core needs of the system in information collection and analysis. This now allows CMC to deepen and continue with the implementation of these strategies to achieve further institutional strengthening of its capacities, as well as capacities of the Crisis Management system in the country;
- 2) Gender capacities of the CMC and the CMS are strengthened. This project, first of its kind, introduced several tools for gender related analysis, monitoring and response. Based on the realisation that the assistance has to start with the socialised training, gender experts were invited to cooperate closely with the project and CMC: they serve now as a reference point for the CMC and CNS institutions. A Gender Team was established within CMC and a Gender Focal Point nominated, with the main goal of this team being the promotion of gender equality during the processes of planning and decision making, and addressing the needs of the vulnerable groups (including women) before, during and after the crises. A Web Based Gender Repository Database and Web Based System for Learning, Exam and Survey were developed: these software applications support CMC's Gender Team in ensuring the integration of gender equality considerations in its work. Also, to strengthen the current and future CMC employees' knowledge in gender issues in a sustainable way a Guide for Raising Gender Awareness was developed.
- 3) Hazard Monitoring capacities of the CMC are significantly improved. With the project support, CMC is systematically incorporating a human development approach into its disaster monitoring activities by collecting, maintaining and analyzing sex-, age- and other demographic and social factor-disaggregated data together with environmental and economic variables and incorporating the results of such analysis into various crisis management interventions, awareness raising, training, prevention, preparedness and response. The systems used by the IT and Methodology/Analytical departments of CMC are interlinked, with the daily information on crises recorded and analyzed, along with the data on past crises. This lays the ground for the next step: incorporation of the risk exposure information and the information on vulnerabilities into the hazard maps, which will allow CMC to develop risk maps.
- 4) In the three pilot microregions (Kicevo, Veles and Strumica) for the first time in the country an integrated, multi-sector and multi-hazard approach to the disaster risk reduction was implemented. In partnership with the Macedonian Red Cross, this approach included:
 - Assessment of hazards and development of hazard maps;
 - Capacity assessment of the institutions on the local level to respond in a coordinated and effective manner to crises;
 - Development, publishing and dissemination of a set of community-friendly training materials;
 - Increasing the level of disaster preparedness at local schools and kindergartens through conducting drills, developing and installing evacuation maps and EXIT signs, panic signalization, conducting trainings for the school staff and children.

5) Public awareness about the crisis management in the country was increased. In particular:

- The project chose to place the focus on the education at schools and kindergartens. Deliverables and activities include: an interactive educational computer game; an assessment of the school curriculum; introduction of the *Security and protection from natural and other disasters* as part of the elective courses (“Skills for Life”) in the elementary schools (with a highly innovative Educational Computer Game and accompanying Manual as part of the course); practicing regular drills, development of evaluation maps and plans, workshops for the staff and children from the educational institutions; developing, publishing and distributing leaflets and other printing materials. The focus on the educational system was a rational one and well justified, given the limited budget. The scientific evidence suggests that children act as catalysts, sharing the knowledge they gain with their parents. Also, in Macedonia, the younger generation did not have any exposure to education on how to behave in the case of a disaster (as opposed to the older generation, who had such training during the times of the former Yugoslavia). It is reasonable to assume that the knowledge gained will serve well those residents (including children), who were reached, trained and/or sensitized through the project’s public awareness campaigns. Also, a **“Handbook for development of skills for work with children in the areas of natural disasters and accidents”**, as well as a **“Drawing book for small children for protection from earthquakes, floods and fires”** have been developed. Both of these have been prepared in on-line versions and they are available for the broader range of beneficiaries
- The project did reach out also to some extent to the public at large with the publication of the “Citizen’s Handbook on Crisis Management” and coverage of the project events in the print and electronic media and CMC website.

The experience generated could now serve as a blueprint for replication in other micro-regions. The plan for extension has been formulated. These pilots demonstrated how could the crisis management and disaster preparedness work well at the local level by bringing together all the parties concerned, with CMC regional offices playing the coordinating role, and the role that they are assigned to play by the Law on Crisis Management in terms of guiding the work of local municipalities.

The implementation of the project initiated discussions in the country regarding the application of the multi-hazard and inter-sectoral approach to Crisis Management, as well as supported the fulfilment of the international obligations of the country in the form of the establishment of the National Platform for Disaster Risk Reduction as per the Hyogo Framework for Action 2005-2015.

2.4. Efficiency

- *Were the activities cost efficient? Was the program or project implemented the most efficient way compared to alternatives?*

The project had a rather limited budget and time frame for a project with such ambitious goals. Certain activities of the project have been under budgeted (e.g. the budget for public information campaigns) but the excellent management and cost effectiveness of using the funds have ensured that this did not become a handicap for the project. In particular⁹:

- Most efficient approaches were chosen, with the potential of the larger impact within the specific components of the project (e.g. focusing on the school education system in the public information campaigns);

⁹ Based on the information from the Final report, UNDP FYR Macedonia/ RBEC Strengthening the Capacities of the Crisis Management Center

- Strategic partnerships with the beneficiary municipalities have been established, and based on the excellent cooperation with UNDP and the growing recognition on the part of the municipalities of the importance of crisis management activities. As a result they co-financed the activities related to improvements in small scale infrastructure with additional funds in the amount of 62% of the originally planned overall budget;
- The savings made during the project implementation were used for the purposes of the project implementation and additional activities (e.g. with financial contribution of CMC in the amount of 6,200 USD two software applications/databases for the improvement of information recording and educational functions of CMC were supplied: this was an additional support to the strengthening of the overall hazard monitoring capacities of CMC).
- The project implementation unit was located within the Crisis Management Center, and so there was no cost for rent. CMC covered also the running costs for the office (electricity, heating, etc.). This resulted in savings which allowed having enough funds to cover the project extension and finalization.
- In order to be more economical and efficient, a strategic decision was made to implement the activities in 12 municipalities as part of 3 microregions: Kicevo (Kicevo, Zajas, Oslomej, Drugovo, and Vranestica), Veles (Veles, Caska, Gradsko) and Strumica (Strumica, Vasilevo, Bosilovo, Novo Selo).

An audit Report from Ernst and Young (2010) found that the financial management of the project was efficient and in line with the requirements on procurement, accounting and financial management. The general assessment was that the offered prices by the various consultants, suppliers, companies have been realistic.

- *Were the objectives achieved on time?*

At the beginning of the project implementation, there were certain delays in the implementation of some of the activities due to insufficient expertise on gender and/or crisis management issues, and the lack of the risk assessment methodologies, as well as the changes in the key personnel at the government level (national and local). Nevertheless, during the course of time, the project implementation reached its normal dynamic. The Project Board was notified about the postponing of certain activities in a timely manner. Accordingly, modifications to the work plan and budget revisions defining the time and financial frameworks for the finalization of the project activities were prepared and approved.

2.5. The Potential for Impact

- *What real difference has the project made to residents?*

The Logframe from the Project Document does not identify the expected development impact for the project. Impact is defined as *“long term developmental changes or benefits (economic, environmental, social and developmental) that have occurred or are likely to occur as a result of the project”* by OECD DAC. For this project it is reasonable to ascertain that the following could potentially be defined as the anticipated impact of the project: *“Improvements in the coping ability/likelihood of the residents in the case of natural disasters”*. Since the project is only 3 years old and only just finished, it is too early to see what its impact was and to measure it. Hence in what follows below we list the indications for the potential impact that are likely to happen.

At the *national level* a stronger, more capable CMC and a more coordinated CMS, coupled with a better coordination among all the stakeholders will undoubtedly translate into a better government preparedness to and response in case of natural disasters. Plus the schoolchildren across the country are better prepared now having the subject on *Security and protection from natural and other disasters* as part of the elective courses in the elementary schools.

Hence the residents will be less affected in case of such events.

The local communities in the pilot project areas are also undoubtedly more resilient to natural disasters and accidents through:

- local-level risk management actions having been designed and implemented (risk assessments conducted and hazard maps developed, which are now in the possession of the municipalities and are used in their day-to-day decision making);
- better coordinated actions of stakeholders in the CMS at the local level (CMC, DPR, municipality, Macedonian red cross, fire fighters, school administrations , NGOs, etc);
- better prepared schools (with evacuation maps and plans) with better informed staff and children, who had participated in the drills and training events;
- better informed general population of the microregions, who had read the been informed about the project through the local media and had the opportunity to receive/read the “Citizen’s Handbook on Crisis Management”;
- elimination of the most dangerous hazards within the small scale infrastructure component of the project (see the Boxes 1-3).

Around 210.000 people (population of the 3 microregions were affected, including 17.000 children.

However, the needs for effective disaster preparedness are too large, and require major improvements in infrastructure: perhaps too large to be reduced significantly by activities of a project of this scale under its “small scale infrastructure component”, even is a scaled up version of this project is replicated in other areas. (As an illustration, see for example a news article from December 8, 2010, “[Macedonia Flood Victims Complain of Inaction](#)”¹⁰, which reports on serious problems as a result of flooding in Veles, one of the project sites).

Unfortunately it was not possible to find any estimate of the magnitude of the needed investments, but based on the third party reports, these are quite large. Similar to most of the countries in the region, Macedonia too, does not have a multi-year cross-sectoral investment plan in DRR. Investments in flood protection schemes¹¹ are of particular relevance and importance for Macedonia.

Hence significant and lasting improvements in the project outcome across the country, which has 85 municipalities, with varying financial situation is possible only if the systemic issues in terms of large scale financing of required improvements in infrastructure and its maintenance are addressed, coupled with an effective system of private insurance against natural and man-made catastrophic events.

2.6. Sustainability

- *To what extent will the benefits of the project continue after the donor funding ceased?*

a) National Level and National/local level interface

¹⁰ <http://www.balkaninsight.com/en/article/macedonia-braises-for-more-flooding>

¹¹ Climate Change Adaptation in Europe and Central Asia: Disaster Risk Management”, John Pollner, Jolanta Kryspin-Watson, Sonja Nieuwejaar, World Bank 2008

Crisis Management Center

With the help of the project several strategic documents/tools were adopted by CMC, which lay the foundations for an effective crisis management system in the country. The human development approach is now embedded in CMC activities: various human and demographic factors such as gender, age and ethnicity along with numerous environmental and socio-economic factors are now being taken into account when assessing the risks and vulnerability factors, preventing and responding to a crisis situation and recovery measures. These documents include¹²:

- **“Guidelines for development of methodologies for the assessment of risks and hazards and assessment of their implications over the lives and health of the citizens and goods of the country”**. These Guidelines serve as a foundation for development of *separate methodologies* which will regulate the process of assessment of different risks and hazards connected to the specialized platforms within the National Platform for Disaster Risk Reduction. The sectoral approach has now started from the health sector. In the summer of 2009, the **Crisis Preparedness Planning for the Health System in the Republic of Macedonia** was adopted. These Guidelines also strengthened the capacities of the recently established National Platform and set the basis for the development of the concept and content of the National Risk Assessment and initiated the process for a **National Early Warning System/Risk Profile of the country**.
- Two software applications and databases were created: **“Recording of occurrences, events and conditions in the country caused by natural and man-made accidents and disasters”** and **“Library work with specialized literature and other publications from the area of crisis management”**. The first software application records all occurrences, events and conditions in the country caused during the historical period of previous 50 years, while the latter application includes a database of all specialized literature and publications related to crisis management.
- **“Guidelines for Preparation of the Unified Risk and Hazard Assessment”**. This document contains the analysis and assessments of different risks and hazards that will be prepared by the competent institutions and subjects of the CMS, as well as the bodies and the structures of the National Platform for Disaster Risk Reduction. The structure and content of this document is the basis for the preparation of the Unified Assessment of all Risks and Hazards which could jeopardize the lives and health of the citizens and material, cultural and natural goods of the country, as well as the general security of the country.
- A **GIS-based monitoring system** for monitoring risks, threats and damages against relevant variables such as demographic and social conditions (in a sex-, age- and other demographic and social factors-disaggregated fashion) supported through the development and installation of the **“Software Application for Entry of Attribute and Spatial Data into the Geo-database of the Crisis Management Center.”** This software application enables a facilitated entry of attribute and spatial data in the Geo-database in the Crisis Management Center for an improved verification and monitoring of events that can potentially create damages. It also supports the preparation and update of the assessments of risks and hazards and preventive measures and activities. It got a special recognition amongst the GIS professionals during the GISDATA User Conference in Opatija, Croatia (27 – 28 May 2009).
- The **“System for Planning, Programming, Budgeting and Execution (SPPBE)”** ensures a systemized process in the identification of the needs for resources (material, technical, human etc.) for Crisis Management Center and its organizational units, their allocation in accordance with the

¹² This section builds on the description of deliverables from the “Final report, UNDP FYR Macedonia/ RBEC Strengthening the Capacities of the Crisis Management Center”, 2010. The validity of these claims was confirmed during the meetings and interviews at the CMC, as well as through the review of the documents provided by the project management.

previously defined goals, priorities and program structure, as well as definition of subjects responsible for their implementation.

- The **Preliminary Risk Profile of the Country** contains an analysis of the exposure of the territory of the country according to characteristic profiles of risks and hazards that could endanger the lives and health of the citizens, as well as material, natural and cultural goods of the country. The Preliminary Risk Profiles are used now ahead of having a permanent monitoring system of the characteristic risks and hazards with an assessment of the probabilities and the impacts from their occurrence and the development of the National Early Warning System. Additionally, it is the basis for the establishment of the National Risks Registry and will be additionally updated and amended by the specialized working bodies and structures of the National Platform on Disaster Risk Reduction, as well as by the other competent institutions from the Crisis Management System.
- The **Technical Report for Installation of the Digital Accelerograph Network for Monitoring and Early Warning on Disaster Potential of Seismic Events**
- **Gender mainstreaming** was developed into sustainable structures and policies. The Project has made an institutional impact by mainstreaming gender into CMC structures and by engendering of its plans, strategies and documents at all levels of the governance of crisis management. In particular:
 - CMC established a Gender Team and a Gender Focal Point and as per the Law on Equal Opportunities for Women and Men;
 - CMS has appointed a Gender Coordinator who works on gender issues on a daily basis;
 - CMC and the Macedonian Red Cross have uploaded the gender software application for e-learning and use it in their activities;
 - The National Platform on Disaster Risk Reduction has established working structures for gender issues in case of disaster and accidents.
- **The comparative analysis of municipalities with the purpose of the selection of the Pilot Municipalities/micro regions was prepared** based on specific criteria such as: the population; risks/hazards; material, technical and human resources; communication and coordination among institutions of the crisis management system on local level, and so on. This document will be used by CMC for the development of similar databases and preparation of similar analyses in the future.
- **A Questionnaire for the Capacity Assessment of the Institutions at the Local Level** was developed and used in the pilot microregions. The interviews at CMC confirmed that this Questionnaire is an important tool for CMC for data collection and analysis. CMC plans to develop a similar Questionnaire to use it with the application to institutions at the national level in order to make complete assessments of the overall crisis management system.

Additionally, Internet access services for 27 regional offices of CMC and the Seismological Observatory (which is directly linked with the CMC) was established. This ensured, for example, a better coordination and planning in response to the series of earthquakes during May – June 2009 in the south-east of the country (Valandovo region, Strumica, Dojran).

The National Platform for Disaster Risk Reduction of Macedonia

In parallel with the project implementation activities, with its logistical support, and based on the auspices of the UN ISDR, CMC stimulated the formation of the National Platform for Disaster Risk Reduction. This was the outcome of being one of the 168 countries represented at the World Conference on Disaster Reduction in Kobe, Hyogo, Japan in 2005 and accepting the *Hyogo Framework for Action 2005-2015: Building the*

Resilience of Nations and Communities to Disasters (hereafter, HFA). With this Macedonia became the 11th European state that has established this kind of platform. The National Platform is based on the strategic goals and the priorities for action outlined in the HFA.

Figure 6 Regional offices of the Crisis Management Center



Source: National Platform of the Republic of Macedonia for Disaster Risk Reduction, Dr. Pande Lazarevski, Director, CMC, 2009

The National Platform for DRR is a nationally owned and led forum of all stakeholders charged with coordination of their activities related to DRR and identification of the priority actions for DRR in the country. All the competent institutions from crisis management system, as well as the Macedonian Red Cross and many scientific and academic institutions and NGOs, as well as the representatives of the business community are members of the National Platform.

The project interacts with the National Platform through CMC both at the national level and at the regional level (see Figure 6).

The documents/tools developed under the project directly strengthen the capacities of the National Platform for DRR.

The National Platform is ideally suited for addressing policy bottlenecks present in the CMS and DRR in the country, with three advisory councils (economic and social council; legal council, and academic and expert council) and Working Groups on specific sectoral and topical issues.

The Bureau for Development of Education

The project established a strategic partnership with the Bureau for Development of Education from the start, thus laying the ground for the sustainability of the activities under the schools' education component. Moreover, the Bureau was engaged not just in a role of reviewing and approving of the products listed below, but rather the products were developed jointly with the Bureau, which ensured that sustainability is achieved at low costs and in the short-time frame. The products include¹³:

- **An Educational Computer Game (with a Manual for Implementation).** The interactive educational computer game on disaster risk reduction presents general information on hazards, risks and behaviours to prevent and respond to man-made and natural disasters. The students from elementary schools are the target beneficiaries. The purpose of the Game is to contribute to their better crisis preparedness and to support the educational process with regards to the crisis and disaster risk management. This game is widely recognized as an innovative approach and is a first of its kind in the country and broadly in the region. The game was officially launched on 25 May 2010 with the test competition in the Elementary School "Marsal Tito" in Strumica. In order to target a broader audience, the Game was modified for a web/on-line access and will be posted by CMC, UNDP and Bureau for Development of Education on their web sites. Currently the Game is included in the elective course called "Skills for Life" in elementary schools.

¹³ This section builds on the description of deliverables from the "Final report, UNDP FYR Macedonia/ RBEC Strengthening the Capacities of the Crisis Management Center", 2010. The validity of these claims was confirmed during the meetings and interviews at the Bureau, as well as locally at the schools, which were visited.

- “Skills for life” is an elective subject with 72 classes in which the issues of security and protection of students from natural and other disasters are implemented. In 6th, 7th, 8th and 9th grade with 22 hours. As a result of the project the following 4 topics are included in it: proceedings in case of earthquake, Fires, Evacuation and first aid. Because the list of elective subjects is small, and the student has the right to choose only one from the mention topics from 6th to 9th grade, it is expected that almost all students will took and pass this program.
- **School Curriculum Assessment.** This assessment includes not only an assessment of how adequate is the coverage of disaster response and preparedness in the current curricula, but also recommendations for further development/improvement. Hence this is a very important tool at the disposal of but the Bureau for Development of Education and the Ministry of Education in taking the next steps in terms of improving such coverage. The Bureau is now working with the Ministry of Education with the aim to include a course on *Security and protection from natural and other disasters* as a mandatory course both in elementary and high schools. The framework for this change has already been elaborated.

b) Local level

Boxes 1-3 describe the activities of the project in the three pilot microregions.

Based on their successful implementation, the interest to implementation of similar local level activities (small-scale infrastructure works, training drills, vulnerability and capacity assessments, etc) by the municipalities of the country has increased. In particular:

- The Municipality of Strumica has requested support and matched its financial contribution in ratio 45/55 percent with UNDP for continuation of activities in the area of improvement of the resilience of the schools. The Municipality of Veles and Kicevo requested a continuation of the small scale disaster risk reduction infrastructure works, and these project activities were supported by UNDP and CMC. Other municipalities approach UNDP/CMC with similar requests
- Pilot municipalities are replicating the schools’ related activities (drills, evacuation maps, EXIT signs) in other schools under their jurisdiction. This is already in progress in Kicevo and Strumica (not as yet in Veles). For example, the Municipality of Strumica already has allocated 15,000 USD for activities in 2010 aimed for improvements of the resilience of schools and kindergartens in Strumica. While these are requirements under the Law on Rescue and Protection, it is the Project that highlighted the importance of ensuring that the regular drills happen and that the evaluation plans and EXIT signs are in place. The close cooperation with DPR ensures that the monitoring is tightened and compliance ensured. It should be noted however that two out of three school directors interviewed were not aware about the legal requirements concerning twice- a- year drills, which begs a question whether more emphasis was needed in highlighting the legal requirements for all the schools under the pilot municipalities.

The success of the local activities has also prompted other donors to fund similar initiatives. For example, the Macedonian Red Cross is now replicating the project activities in 3 other municipalities in Macedonia with a 50.000 Euro funding from other donors.

Citizens Handbook for Crisis Management System, which was published within the framework of the project, is aimed to be used by the local authorities/communities. Its content includes: crisis management setting in the country, early warning methodologies and appropriate post-warning actions, concepts of crisis preparedness and activities and behaviours that citizens can apply to reduce the impacts of natural and man-made disasters and accidents. Also, for the first time the Handbook includes a chapter on the gender mainstreaming in the crisis management. It was published both in Macedonian and English language, e-published and distributed widely through the CMC and its regional offices to the municipalities, as well as

through UNDP to libraries, institutions etc. It is too early to assess how effective was the Handbook in contributing to increased crisis preparedness, and increased general awareness related to the crisis management in the country. However, our interviews at local municipalities indicate that it was widely publicised locally and is made available for the citizens when they visit the municipalities.

While it could not be stated that disaster risk reduction activities are high on the agenda of the local authorities *at large* in Macedonia as a result of project activities, and that it is already firmly part of their programming and planning, it has certainly raised the profile of this important issue for them.

Box 1 Kicevo microregion

Microregion: Drugovo, Vranestica, Zajas, Oslomej and Kicevo municipalities.

Schools: 1 high school and 2 primary elementary schools in Kicevo and Zajas were included in the project. The activities included: trainings and drills, development of evaluation plans and installation of *exit* signs. The CMC director being on the Board of the high school ensured that regular drills are incorporated in the school program. (in addition to being a requirement of the law).

Small scale infrastructure: Cleaning of the Swamp on the Fifth Ruth and reconstruction of the storm water channel in 2010

Public Awareness: The local newspaper, 2000 copies in circulation, very often covers crisis management issues. thus ensuring that the results of the project are shared widely. The newspaper is part funded by the municipality.

Number of beneficiaries: around 55000, the population of the microregion

Sustainability: despite its difficult financial position the municipality has funded itself opening an extra door at the high school, as was recommended by the school's assessment. Allocation of more funds for the urgent needs for DRR is underway (e.g. for the coverage of the canal near the school); basic drills are now initiated in other schools of the microregion. However, Municipality of Kicevo is the most advantaged one in cost-sharing for DRR. Namely, the reconstruction of the stromwater chanel is financed with a ratioof 65% Kicevo/35% UNDP.

Scaling up/ Replication: CMC invited representatives from other municipalities from the microregion and beyond to be present during the drill. This has raised their level of interest and awareness.

Factors contributing to success:

- a very active, dynamic and efficient CMC regional director, ensuring a close cooperation between CMC/DPR/Red Cross/Municipality and the school (e.g. DPR developed the evacuation plans);
- knowledgeable in the area of DRR mayor;
- an innovative and dynamic editor of the new local newspaper;
- CMC director being represented on the Board of the high School, and being an adviser to the mayor (an idea that could be borrowed)
- actively involving the leaders of NGOs, e.g. training the leaders of the NGOs representing disabled.

Factors limiting the achievements of the project: problematic financial position of the municipality (indebtedness)

Box 2. Strumica microregion

Microregion: The Municipalities of Strumica, Vasilevo, Bosilovo and Novo Selo belong to the Strumica Micro-Region as one geographic entity. The region is a unique and indivisible geographic area in all its characteristics: climate, pedology, hydrology, natural resources (minerals and forests) and human resources. Until 1996, the municipalities of Strumica, Vasilevo, Bosilovo and Novo Selo were one local self-government unit, the Municipality of Strumica. [an IMC exists amongst Vasilevo, Bosilovo and Novo Selo (LED Center)]

Education:

2009: (a) **Strumica:** 1 high school (“Dimitar Vlahov”), 2 elementary schools (Marsal Tito and Goce Delcev) were part of the program. A vulnerability assessment was conducted for each school. Evacuation plans were developed, *exit* and *panic* signs installed; 1 major training drill was conducted plus drills in each school; training classes were conducted for the children and teachers; (b) **Vasilevo:** 1 elementary school was part of the project in 2009. Plans for rescue and evacuation were developed jointly with Strumica. (c) **Novo Selo** – 1 elementary school (Manus Turnovski) was part of the project activities in 2009. (d) **1 elementary school (Marsal Tito)** was part of the project activities in 2009.

2010: **Strumica** 2 high schools, 7 elementary schools, one music school, one municipal building and 6 kindergartens were part of the additional project activities. Part of the implemented activities were the same as the activities implemented in 2009, while the other activities were related to the preparation of the risk assessments and evacuation plans, supply of mobile first aid kits, conducting first aid trainings for the teachers and the technical staff, as well as education of the 4-7 years old children through the practical exercises with the fire fighters. The main tactical drill for evacuation and protection in the event of an earthquake and fire was conducted on 25 October, 2010 and was implemented simultaneously in the two schools – Sando Masev and Jane Sandanski. The inclusion of the small children from the kindergartens in the activities for DRR was the innovative part of this phase, as well as the education of the fire fighters to work with children. For that purpose a “Handbook for Skills Development for working with children in the area of natural disasters and accidents”, as well as a “Drawing book for small children for protection from earthquakes, floods and fires” was developed. Both of these were prepared in an on-line version and are available for the broader range of beneficiaries.

Small scale infrastructure: Fire protection of tourist sites, as well as historic and cultural monuments in Strumica, Vasilevo, Bosilovo and Novo Selo

Public Awareness: The project activities were covered in the local media. The Municipality of Strumica has a web page which is regularly updated with the project news. Stakeholders commented that this is an area where more could have been done. The CMC regional office has a regular TV slot on the regional TV and the interviewees thought it could have been used for public education at large.

Number of beneficiaries: the microregion has around 93000 residents, who have benefitted from the project

Sustainability: The municipalities of Strumica and Vasilevo have included certain DRR activities in their LED Plans and will have separate budget lines for that. However, the director of the high school has applied to the municipality several times to assist them with the opening of the second exit at the school and the issue has not been resolved as yet.

Scaling up/ Replication: The replication of some of the project activities has already started in the other schools of the microregion (development of evacuation plans, installation of *exit* signs). There seemed to be lack of knowledge among the schools’ administration that by law the schools should be conducting regular drills twice a year.

Factors contributing to the success: 10 local NGOs cooperated with the project, in particular those representing vulnerable group. The interviewees identified the good cooperation among the stakeholders (improved as a result of the project) as one of the factors of the success.

What could have been done differently: the interviewees thought that perhaps more efforts were needed for public awareness and to address the needs of the disabled (there are classes in Strumica high school specifically for disabled children who were not part of the programme), as well as to address the insurance/compensation for material losses.

Box 3. Veles microregion

Microregion: Veles, Caska and Gradsko municipalities

[An IMC between Veles and Caska exists in: administration of property taxes and communal fees; supervision and inspection services in the fields of education, road transport and construction ; internal audit]

Schools: 1 gymnasium and 2 high schools in Caska and Gradsko were part of the project. Training for the schoolchildren and staff was conducted along with a drill and first aid training; evacuation plans were developed and *exit* signs placed at the schools.

Small scale infrastructure

- Insurance of Stability of Potentially Unstable Rock Block over the Cathedral Church of St. Pantelejmon
- Insurance of stability of additional three rock blocks

Public Awareness: coverage of the project events in the local media

Number of beneficiaries: around 62000 - the population of the microregion

Sustainability: The municipality of Veles is planning to allocate money from its budget for preventive measures for DRR. No concrete evidence of this was presented during the interviews.

Scaling up/ Replication: While the municipality will hopefully do more in terms of replicating the education component in other schools, there was no indication found that this is already happening.

Factors contributing to success: practices of working together between DPR and CMC local offices, and the municipality improved while working on the project.

Factors limiting the achievements of the project there was certain confusion regarding which organization is the coordinator for the project (CMC vs. Red Cross); it seems that more efforts in terms of setting the scene for the project, the roles of different bodies; legal requirements and expectations from the stakeholders on behalf of UNDP were needed.

c) Global/Regional Level

The project supported the activities for the Regional Programme on Disaster Risk Reduction (DRR) in South East Europe. To this end, communication and coordination was established with all UNDP offices from the region. The project results have become a reference point for other countries of the region in many respects.

d) UNDP

During the course of the year the excellent cooperation with the JICA Office in the country resulted in the approval of the new proposal for the Japan Technical Cooperation Fund (Development of Integrated System for Prevention and Early Warning of Forest Fires).

On UNDP CO level, the successful implementation of this project has led to the formulation of a sub-programme for natural and man-made disasters within the framework of the CPAP (2010 – 2015).

- ***What are the major factors influencing the achievement or non-achievement of the sustainability/replication/scaling up of the project?***

The factors, mentioned in the Section 2.2 as contributing to the successful achievements of the planned Outputs (effectiveness), have similarly contributed to ensuring the sustainability of the project results in the important areas listed above. These, in particular include:

- Close engagement with CMC, which had resulted in a strong ownership of the project by the latter. The same is true with regards to the Bureau for Development of Education.
- Supporting the formation of the National Platform for DRR, which is the now the main vehicle for setting the priority actions and seeing their implementation through across a wide range of stakeholders in DRR.
- Developing a model of cooperation of stakeholder at the local level, which can serve now as a blueprint for the replication elsewhere in the county
- Focusing the assistance on the development of the main policy and strategic documents at the partner institutions, which can serve as a basis for building the future activities
- Special focus on the education system under the public awareness component.
- Financial contribution by the municipalities towards the costs of the infrastructure projects, as well as their contribution towards the activities in the schools will undoubtedly contribute to the municipalities own investments' to eliminate risks and hazards after the project – something that is already happening- by highlighting the importance in such investments for them, and the expectations from them arising from their mandates and the requirements of the law. They also improved their procurement practices, which is an important asset for them for the future- if/when they apply for EU/other donor funding, or when municipal borrowing becomes more widespread.

- *Was there an exit strategy and to what extent did it contribute to sustainability of the project?*

While we are not aware of a specific Exit Strategy in the project documents, the very fact that the Project was executed under the National Execution Modality (NIM), under the overall responsibility of the Government, assumes an exit strategy in the sense that the Government (in the name of CMC in this case) had the full ownership of the project. UNDP was providing support to the execution of the project as an implementing partner and technical assistance provider, rather than the sole implementer. The CMC has participated in the decision making process for each of the activities through: selection of priorities for actions, provision of comments to the TORs, provision of comments to draft reports prepared by various consultants, participation at joint monitoring visits to the pilot sites, acceptance of the final documents etc. Representatives of the CMC were also present as observers in the procurement and evaluation panels. This support resulted in strengthening of their capacities for implementation of additional activities, as well initiating new projects. Additionally, in the last year of the project implementation the UNDP country office made a decision to provide an opportunity to the government partners to participate in the evaluation committees as voting members in order to further strengthen their capacities

The project developed tools which strengthened the CMS, thus giving the opportunity to CMC to continue with the activities, started in the framework of the project in many aspects without an external support.

Indirect support to the National Platform is also in a way part of an exit strategy: it (both at national and local levels) in a certain sense, formalised the partnerships fostered by the project. The same could be said about the mode of the engagement with the Bureau for Development of Education, with the Bureau taking over the ownership of deliverables for mainstreaming these into the formal curricula.

- *Which products and instruments can be codified and standardized for the future and how?*

The deliverables which could be standardized for the use by other similar projects elsewhere in the region

include, but certainly are not limited to:

- **“Guidelines for development of methodologies for assessment of risks and hazards and assessment of their implications over the lives and health of the citizens and goods of the country”.**
- **“Preliminary Risk Profile of the Country”**
- A software application: **“Recording of occurrences, events and conditions in the country caused by natural and man-made accidents and disasters”**
- A software database format **“Library work with specialized literature and other publications from the area of crisis management”**.
- **“Guidelines for Preparation of the Unified Risk and Hazard Assessment and the National Crisis Management Plan”.**
- **GIS-based monitoring system** for monitoring risks, threats and damages against relevant variables such as demographic and social conditions (to monitor risks, threats and damages in a sex-, age- and other demographic and social factors-disaggregated fashion) supported through development and installation of the **“Software Application for Entry of Attribute and Spatial Data into the Geodatabase of the Crisis Management Center.”**
- **“System for Planning, Programming, Budgeting and Execution (SPPBE)”**.
- **Questionnaire for Capacity Assessment of the Institutions on the Local Level**
- **Educational Computer Game (with a Manual for Implementation) on DRR**
- **Citizen’s Handbook for Crisis Management System**
- **Handbook for development of skills for work with children in the areas of natural disasters and accidents,**
- **Drawing book for small children for protection from earthquakes, floods and fires**

2.7. Partnership and Coordination

- *Who were the partners involved in the design and implementation of the project? What value did the different partners add? What were the key factors contributing to building good partnerships?*

Figure 7 The Partnership model



Source: *Building Partnerships for Development*
www.bpdws.org

Establishing successful and lasting partnerships with other institutions is essential for a project of such nature: strengthening of the crisis management system with a human development approach and addressing the varying needs of different sectors and demographic groups, especially those who are vulnerable during a crisis, dictates the need for a multi-sector and a complex approach.

The following were the key partners involved in the design and implementation of the project:

- **CMC:** CMC was the co-implementer of the project, being at the same time the key counterpart, ensuring the strong ownership both at the national and local levels (through regional offices). The Crisis Management Center was the key project partner and also, the co-implementer, as well as the main beneficiary institution.
- **DPR:** As in the case of CMC, the partnership with DPR was a strategic one, since these two institutions are the key players in the areas of crisis management and disaster risk reduction.
- **Macedonian Red Cross:** the partnership was “innovative” because for the first time in the area of crisis management system an operational cooperation has been set up between UNDP, the Red Cross (an NGO) and the CMC (government institution). This allowed for a better implementation of the project, improved the coordination and cooperation among the state and non-state actors, as well as stimulated information sharing. Also, this partnership contributed to the sustainability of the project and is “modus operandi” for future jointly developed projects between the institutions from the crisis management system (e.g. continuation of the local level activities in the Municipality of Strumica in 2010).
- **Bureau for Development of Education:** The Bureau participated in the development of educational tools and materials, in the testing of these and introduced these in the elementary schools as part of the elective course. This close engagement with the Bureau ensured the strong national ownership of this particular component of the project from the start, paving the way for its sustainability.
- **Local municipalities.** The municipalities have recognized this project as an excellent opportunity for the mobilization of their capacities to develop sustainable mechanisms for systematization and implementation of their disaster risk reduction priorities. The municipalities dedicated their staff time and efforts to successful and timely implementation of the activities, contributed to the project implementation by cost-sharing of the small infrastructure works and disseminated the news and lessons learned from the project across their territories and among the peer municipalities.
- **NGOs:** Partnership with the NGOs was established both at national and local levels.
 - At the national level, NGOs were represented in the Project Board and actively participated within the consultation processes. For example, Women Citizen Initiative “Antico” was a member of the Project Board and had an opportunity to participate in the overall coordination and supervision of the project: this was extremely valuable for the implementation of the gender component of the project;
 - At local level, project cooperated with a larger number of NGOs, including those representing disabled, vulnerable and women (e.g. in Kicevo and Strumica)

For the implementation of the different project activities working cooperation and coordination was established with many other relevant ministries and institutions, e.g. fire-fighters, schools, and hospitals.

The partnerships established during the period of implementation of the project were strong, resulting in a successful implementation of the project, resource mobilization for national/local level activities, as well as planning and implementation of new activities in support of the strategic priorities of the crisis management system and strengthening of the resilience of the local authorities and communities.

Some of the established partnerships were formalized in the way of formal agreements, e.g. in the case of cost sharing agreements with the municipalities: here the planning and implementation of the activities were done in accordance with the procedural frameworks, verified and accepted by the competent institutions. The National Platform is another example of a formalized partnership. Others, for example, in the case of partnerships with fire fighters, NGOs, the partnerships were less formal, but strong nonetheless.

The following are some of the key contributing factors to building good partnerships:

- Strong national ownership. The fulfilment of the project outputs was based on the joint cooperation and coordination of the national counterparts with CMC in the first place. The area of crisis management is a specific one and therefore every action, every activity has to be verified through integrated approach in defined procedures.
- Coherence of the project with the development agendas of the different institutions involved. This had a clear positive effect on the project/programme success.
- A close engagement with the partners, dynamic and hands-on approach in project implementation and management.

It was already mentioned, that while it is clear that the project was focused on strengthening the capacities of the CMC especially with regards to its role as the main coordination body in the case of crises, as well as providing support for methodologies for risk assessments where the Ministry of Local Self Government does not have any competences, engaging with the Ministry of Local Government and ZELS from the early days of the project to share experiences and learning in a "live" learning mode could have only strengthened the impressive achievements of the project. The National Platform on DRR is now filling this gap. In 2009-2010 the representatives from the Crisis Management Centre held several meetings with Mayors and representatives from the Local Self-Government Units to discuss the implementation of the National Platform for Disaster Risk Reduction of Macedonia with a special review of its implementation at regional and local levels. The National Platform was presented throughout 2009 in many municipalities across the country. At these meetings special emphasis was placed on the functioning of organizational units at the lowest levels - the local and urban communities, as well as on the role that the citizens. The next activity in this plan is to inform all members of the Municipal Councils and the representatives of the urban and local communities about the implementation of the tasks that emerge from the National Platform. It is expected that *"...in the upcoming period the mayors will undertake actions to constitute the Local Councils for Prevention thus putting into function the local and urban communities and finalizing the framework for the coverage of the National Platform even in the smallest forms and shapes of the organizational setting."*¹⁴

- *Are the municipalities the best vehicle to approach and implement the small scale disaster risk reduction activates as designed with the project?*

As discussed in Section 4.3, and based on our review of the documents and interviews, the logical next step for funding small scale DRR would be through:

- seeing them imbedded in Local Economic Development (LED) Plans, which will allow for the needs to be financed through the municipal budgets/request specific allocations from the Central budget; and
- potentially, through intermunicipal cooperation (IMC), which will allow pooling of scare resources.

The bigger question is however related to the magnitude of the needs and the relatively small impact that the small scale infrastructure projects will have on the DRR in case of natural disasters.

A recent report from the WB IEG "Hazards of Nature, Risks to Development. An IEG Evaluation of World Bank: Assistance for Natural Disasters" (2006), based on the evaluation of WB portfolio, recommended that special attention is paid to the planning ahead for disaster and to reducing long-term vulnerability in countries at highest risk, as well as identifying the best mechanisms needed to finance those high risks or transferring them. The World Bank has supported several research initiatives on risk hedging and private sector involvement in reconstruction financing. Potential financial tools include: government bonds,

¹⁴ CMC Bulletin, September- December 2009

municipal bonds, reinsurance with catastrophe bonds, national homeowner insurance programs, disaster funds, and microfinance, and so on. The options could vary along the lines of: who would pay, under what circumstances, when and over what period. The "right" choice, along with the type of vulnerability, is influenced by the public's awareness of available technologies (even if expensive) and by people's expectation that they - or someone they know, might be victimized by a disaster that could be prevented¹⁵. This is yet another factor to underpin the importance of well funded, effective and innovative public awareness activities, as part of the most important aspects of DRR

WB Country Strategy for Macedonia envisages funding for DRR, and future efforts by UNDP should be coordinated. The World Bank is engaged in analytical work in both the water and energy sectors and will be supporting the country through a Regional Catastrophic Risk Insurance Facility.¹⁶

2.8. Gender and Human Rights

- *To what extent did the project take the gender dimension into account? Has the project succeeded in gender mainstreaming in crisis management? Did the project consider a rights based approach?*

The Project was the pioneer and a catalyst in engendering of the plans, strategies and documents of CMC and CMS. It was recognized in the early days of the project that starting with seminars on gender issues in CMS is not effective, and that the project needs to start with a basic training, coaching, attracting gender experts to be part of the team, and even developing a special glossary, so that the terms are well understood. As the project matured, CMC established a Gender Team and Gender Focal Point and as per the Law on Equal Opportunities for Women and Men appointed a Gender Coordinator who works on gender issues on daily basis. The National Platform on Disaster Risk Reduction has established working structures for gender issues in case of disaster and accidents: this will ensure engendering of CMS on a sustainable basis.

Similarly, the project mainstreamed the rights- based approach into the CMS through the development and introduction into of the human development/rights-based approaches into the CMC vulnerability assessments and crisis management policies with a focus on the needs of the socially vulnerable and ethnic minorities.

The incorporation of the gender budgeting into the area of crisis management is yet another example of an innovative approach, meaning that the programmes and plans of the institutions from the CMS would have at least 15% financial means for implementation of gender related activities.

- *Was the overall project model and approach to addressing crisis management/disaster risk reduction fair and based on equal opportunities?*

The overall project model and approach to addressing crisis management/disaster risk reduction was fair and based on equal opportunities. The decisions were taken in a participatory manner; the tools for crisis management now incorporate information on gender, and social and vulnerability profile of communities, thus ensuring that their needs are treated based on the principles of equal opportunities.

¹⁵ Which costs more: prevention or recovery?, Mary B. Anderson in "Managing Natural Disasters and the Environment" (eds. Alcira Kreimer and Mohan Munasinghe), World bank, 1990

¹⁶ International Bank for Reconstruction and Development and International Finance Corporation Country partnership Strategy for FYR of Macedonia, for the period of FY11–FY14", September 20, 2010

3 RECOMMENDATIONS FOR POTENTIAL FOLLOW-UP

- *Identification of potential organizations/agencies to further support the intervention if needed*

Based on our interviews, we recommend a (continued) support to the following organizations in the framework of UNDP Macedonia CO follow up activities in DRR:

- **CMC:** development of risk maps (incorporating information on risk and hazard exposures and vulnerabilities with the hazard maps); further capacity building, for example with risk and hazards assessment methodologies for specific sectors and unified risk and hazards assessments; support with local level multihazard assessments across the country; public information campaigns, potentially along with sector based approaches, and so on. Development of the hazard maps is the necessary step before embarking on the process of evaluation of the costs and benefits of various risk mitigation investments, which, in turn will lead to prioritization of investments and formulation of investment plans¹⁷.
- **National platform:** Assistance to the National Platform to further and deepen the achieved results through addressing policy issues and better coordination. For example:
 - Ministries of Finance and Economy: municipal budgeting (budget allocations for disaster preparedness) and regulatory measures to stimulate private insurance against natural catastrophes;
 - Ministry of Agriculture, Forestry and Water Management: improvements in the regulatory framework and enforcement of the laws/regulations related to activities of communal service companies with regards to maintenance and adequacy of infrastructure;
 - Ministry of Environment and Physical Planning: climate change related matters and improved regulations related to land use for the purposes of better crisis management.
- **Bureau for Development of Education:** Continued support to the Bureau for Development of Education in the development of mandatory course on Security and protection from natural and other disasters both in elementary and high schools.
- **Ministry of Local Government:** Embedding the local level activates (in particular those related to infrastructure financing) in the IMC processes and LED (potentially including a small grant component for infrastructure)¹⁸.
- **ZELS:** Support sharing of experience and lessons learned among municipalities. There is an MOU between CMC and ZELS, which can be the framework for such information sharing.

¹⁷ Climate Change Adaptation in Europe and Central Asia: Disaster Risk Management”, John Pollner, Jolanta Kryspin-Watson, Sonja Nieuwejaar, World Bank 2008

¹⁸ UNDP has signed recently an agreement with the Ministry of Local government for the implementation of the project "Intercommunal Cooperation for Providing Improved Services to the Citizens" envisages support for the intercommunal cooperation throughout the state. It will be implemented through applying the current practices of intercommunal cooperation, establishing effective financial mechanism for municipal support in identifying the opportunities for intercommunal cooperation, raising awareness, knowledge and capacities of intercommunal cooperation, etc. The project, aiming to establish an intercommunal cooperation in three areas - education, culture and social protection, is worth Euro 900.000, provided by UNDP from the Government of Norway.

4 CONCLUSIONS AND LESSONS LEARNED

In what follows below we summarize the conclusions from the evaluation of the project results along the OECD DAC criteria in Chapter 2 and the Recommendations for the follow up in Chapter 3.

Strengths of the project

- The project significantly increased the capacity of CMC in implementing the Law on Crisis Management, through the needs assessment and assistance provided to CMC with the development of key documents and tools, thus laying the grounds for sustainable and lasting improvements in CMS in the country;
- With the assistance from the project CMC has now mainstreamed human development approach in its operations, with a focus on gender and vulnerable segments of the society;
- The project increased the awareness in the country of the importance of improving crisis management, through, most particularly, significantly advancing the way crisis management is taught at schools, laying the grounds for sustainable continuation of the activities started by the project by the Bureau for Development of Education. While the project also had some impact on the increased awareness on the crisis management of the public at large, its magnitude was limited. Given the limited budget for public awareness, the project has made the right choice of focusing on the educational system. Targeting the public at large requires a well funded public awareness campaign: this is one of the areas on which the project can embark in the potential follow up activities;
- The project demonstrated at the local level the importance and the feasibility of the multihazard and a well-coordinated multistakeholder approach, with the CMC taking a lead coordinating role and guiding the municipalities. Thus the project provided the blueprint of how the disaster preparedness of the local communities could be improved using a spectrum of the activities, including: hazard assessments, producing hazard maps, training/drills and installation of evacuation plans and *exit* signs at the schools, improving the security situation by removing the most dangerous hazards, and so on;
- The project facilitated the strengthening of the National Platform, which placed Macedonia among the list of the few countries which are the most advanced now in the crisis management;
- The project facilitated important partnerships both at the national and local levels: these too could be used a model, on which the scaling up of the future activities and assistance of the crisis management could be based;
- The project set out the scene from where onwards the disaster preparedness could be incorporated in the IMC and LED processes. Similarly, the project prepared the ground for the assessment of the investment needs and elaboration of the cost effective measures that will need to be funded by using national, regional and international funding sources to reduce the risks that Macedonia is facing related to natural and manmade catastrophes.

Overall the project was an important and significant step towards achieving its desired goal (outcome): *“Coordinated and timely national cross-sectoral response to natural man-made disasters and sudden crisis enhanced”*

What could have been done differently and potential follow up

The project could have performed only even stronger if it had established closer links with the reform processes in local self government (LED, IMC) already during the implementation of the project rather than see it as a next stage. Similarly, the project could have been more active in terms of sharing the project successes and results among larger number of municipalities in a “live” learning mode, using umbrella organizations such as ZELS and the Ministry of Local Government.

Investment needs to significantly reduce the vulnerability of Macedonia towards natural and man-made catastrophes are likely to be very large. While the “small scale infrastructure” component of the project helped the pilot municipalities to reduce the most dangerous hazards, achieving significant results in this regards requires: policy level changes (e.g. related to financing of DRR from the local and national budgets); improving the regulatory framework for private insurance against such hazards; and so on. These issues could be addressed through a continued assistance to CMC and the National Platform, in cooperation with other donor agencies (e.g. the WB, which is now starting a *Regional Catastrophic Risk Insurance Facility* for the SEE).

Lessons Learned

- Establishment of a well functioning Crisis Management System is a challenging task. It is especially challenging given the increased decentralization and more competencies being transferred to municipalities. The support needs to be extensive and in-depth, and address not only CMC, but also the other stakeholders. The process of partnership building and empowerment of stakeholders requires ongoing interaction and activities geared towards creating and strengthening those linkages.
- Establishing close cooperation with the government bodies from the start with clear and shared expectations improves greatly the chances for the sustainability and scaling up of the project results.
- Mainstreaming gender, as well as human development approach into CMS needs systematic approach, starting with trainings (since the knowledge is lacking) and proceeding with developing tools that are imbedded in the system.
- Cooperation among the various stakeholders in DRR can work well at the local level with a multi-hazard and multi-faceted approach with CMC playing the key coordinating role, and as such performing the function assigned to it by the law, i.e. guiding of municipalities: the model and the menu of activities generated by the project can now serve as a blueprint for replicating the successful results in the pilot municipalities across the country.
- Experience sharing among municipalities is very important and this should be done from the start: this triggers interest and raises awareness.
- While UNDP and other donors could perhaps help the poorest municipalities with the elimination of the most acute hazards, dealing with these large scale requires larger amounts of resource allocation through: pooling of resources among the municipalities; changes at the policy level with regards to financing of DRR; special funds and financing vehicles at national/local levels, improvements needed to stimulate private insurance against the natural and man-made catastrophes.
- Structured training of children in DRR is very important and effective and should be mainstreamed and made mandatory. Sufficient resources need to be allocated for efficient and innovative public awareness campaigns. More targeted attention is needed towards disabled (children and adults) - with specifically designed measures. While the Macedonian Red Cross conducted several training seminars for the leaders of the NGOs uniting disabled, our interviews indicate that this is an area where clearly more needs to be done.

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ANNEXES

Annex 1. Terms of Reference

TERMS OF REFERENCE

Title:	International Consultant for External Evaluation of Project Results		
Project:	Strengthening of the Capacities of the Crisis Management Center		
Duty Station:	Home based, 10 days mission to Skopje, FYR Macedonia with 3 field visits (municipalities of Veles, Kicevo, Strumica) in the period 09-18 Dec		
Category:	Environment/Crisis Management		
Brand:	UNDP		
Contract type:	SSA		
Languages:	English		
Estimated working days in the period		18 working days	
Starting date:	29 November 2010		
Expected End of the Assignment:		24 December 2010	

1. BACKGROUND

The project aims to assist the Crisis Management Center (CMC) to strengthen its capacity in anticipating potential natural and man-made disasters, implementing appropriate preventative measures, as well as providing effective and timely responses to disasters, while enabling the Center to promote the human development approach among its partners to address varying needs of different sectors and demographic groups, particularly those who are likely to become vulnerable during a crisis, through the country's Crisis Management System. This type of support is seen as a crucial priority for enhancing human development, including gender equality, and improving the overall disaster management capacity of the country.

The project achieved its objective through 1) identification of capacity-building needs of the Crisis Management system; 2) formulation of a National Crisis Management Plan; 3) improving hazard monitoring capacities of the Crisis Management Center; 4) strengthening the capacities and resilience of local authorities and communities; and 5) public awareness-raising.

However, the products, lessons learned and experiences from the project have not been as yet codified into a document that could be shared with the crisis/disaster management community within UNDP, as well as with national and local partners and donors. Given that UNDP aims to continue assisting in strengthening the national and local institutions to deal with the crisis and disaster risk management, UNDP CO wishes to conduct an external assessment of the results produced by the project "Strengthening of the Capacities of the Crisis Management" to learn from the experiences so far and thereby develop credible interventions in the future, while at the same time providing a platform for dissemination and upgrading by other countries in the sub-region.

2. OBJECTIVES

The main responsibility of the Consultant is to carry out an **evaluation of achievements, effectiveness and lessons learned** of the "Strengthening of the Capacities of the Crisis Management Center" project. The main findings of the evaluation should be prepared in the form of an **Evaluation Report**. The assignment is financed by the Government of Japan and the BCPR.

The specific objectives of the consultancy are:

- i) With forward-looking approach, assess the progress, relevance, efficiency and effectiveness of the UNDP project "Strengthening of the Capacities of the Crisis Management Center" and its contribution in achieving the overall programme outcome in the country in the area of crisis management.
- ii) Assess the effectiveness of collaboration with partners, knowledge management and partnership arrangements.
- iii) Based on items (i) and (ii) extract and codify the key lessons into a review that can easily be shared and communicated with interested parties and particularly other UNDP COs and donors. The Consultant shall provide recommendations for improvement and future development of interventions in the area of crisis management, in the country, while using the concept and the outputs of the assessed project as a platform.

- iv) Based on the conclusions from items (i), (ii) and (iii) above, to provide an expert opinion to UNDP CO towards the current formulation of a comprehensive multi-pronged programme in the area of crisis and disaster risk management.

Additional information is presented in Annex I of this document.

<http://www.undp.org.mk/content/userfiles/file/HR/ANNEX%20I%20ToRs%20CMC%20Evaluation.pdf>

3. TASKS (SCOPE OF WORK)

Under the supervision of the UNDP Project Manager, the Consultant shall be responsible for following:

1. Desk review of relevant background documentation to assist in extracting and analysing information and bringing out key results, issues and lessons learned that will be undertaken (the project document, project reports, project products, reports of consultants, programmatic documents such as the UNDAF/CPD/CPAP, Results Oriented Annual Report (ROAR), Annual Progress Reports, etc.).
2. Meetings with relevant representatives from UNDP (programme and project staff), beneficiary (CMC), Macedonian Red Cross, the Directorate for Protection and Rescue, Bureau for Development of Education in order to validate findings from the desk review.
3. Visits to the selected municipalities: Veles, Kicevo and Strumica in order to interview the project partners and participants involved in the local activities of the project in order to validate findings from the desk review. A semi-structured interview questionnaire may be developed by the consultant to standardize the findings. The fieldwork will be supported by the project staff of UNDP.
4. Assessment of the status of achievement of the expected outcomes and outputs as well as realized intended and unintended results and effects of the project while highlighting key/major results, gaps, lessons learned methodologies and good practices.
5. Assessment of the project contribution to increased awareness and knowledge on gender issues in the context of crisis management/disaster risk reduction within the Crisis Management Centre and broader on local and national level.
6. Assessment of progress, relevance, efficiency and effectiveness the project. Special focus should be given to analysis of the effects that the project has had on crisis management on national and local level and its contribution to raising the awareness on the disaster risk reduction.
7. Review the lessons learned.
8. Formulate recommendations for follow-up activities and improvement of the impact and effectiveness of the future crisis management/disaster risk management initiatives in the region.
9. Prepare the final Evaluation Report.

4. DURATION OF ASSIGNMENT

The assignment shall be completed during 18 working days in the period 29 November 2010 – 24 December 2010. It shall follow the logical sequences of implementation of activities and will consist of three stages. The first stage shall involve desk review of the required documents, whether the second stage shall consists of implementation of the meetings and field visits to three municipalities: Veles, Kicevo and Strumica. It is expected the second stage to start not later than 09 December 2010. The last stage shall be left for preparation of the final outputs and the final Evaluation Report.

5. REPORTING

The main output (Evaluation Report) has to be submitted in English language. The Consultant has to prepare following reports:

- Inception Report – (detailed methodology of the assessment shall be outlined) – max. 1 week after signing of the contract;
- Draft Report – max. 3 weeks after the signing of the contract;

- Final Evaluation Report – max. 1 week after receiving the comments on the draft report (not later than 23 December 2010).

6. DELIVERABLES

The main output shall be the **Evaluation Report of the project achievements, effectiveness and lessons learned** of the “Strengthening of the Capacities of the Crisis Management Center” project. The Evaluation Report shall have max.30 pages plus executive summary and annexes. It should represent an analytical and practice-oriented report detailing key findings, lessons learned and best practices as well as clear forward looking recommendations on aforementioned areas and aspects. The Evaluation Report shall have a short executive summary outlining the key findings and conclusion as well as most important recommendations for future interventions in the area of crisis management within the overall environment agenda. It shall also codify the key products and the knowledge accumulated, as well as review the lessons learnt.

Although UNDP is administratively responsible for the conduction of the external evaluation, UNDP shall not interfere with analysis and reporting, except where requested and at opportunities for comments/feedback. UNDP will share the final version with the National Counterparts and Donors.

7. QUALIFICATIONS

- University degree in the thematic areas relevant to the assignment (social sciences, natural/technical/environmental sciences). Advanced university is an asset;
- At least 6 years working experience in areas relevant for the assignment (crisis/disaster management, implementation of development projects, project assessment/evaluation);
- Previous experience in preparation of evaluation reports, lessons learned reviews, development of comprehensive reports;
- Previous experience in evaluation of development projects/programmes;
- Planning and organizational skills;
- Knowledge of gender issues is an asset.

8. APPROVAL/PAYMENT TIME

The payment will be done in 2 (two) instalments based on the milestones agreed: b) after delivery of the draft-Report – 50%, and c) after delivery of the final Evaluation Report – 50%.

9. APPLICATION PROCEDURE

The Consultant shall provide following:

- ❖ CV of the Consultant (United Nations Personnel History form ([P-11](#)));
- ❖ Brief methodology and approach on how the assignment will be carried included detailed timetable of the proposed activities;
- ❖ Financial offer (lump sum for the assignment);
- ❖ Reference list of at least 2 similar work/projects and contact details of the clients.

10. EVALUATION OF OFFERS

Consultants shall be evaluated based on the Cumulative analysis methodology. When using this weighted scoring method, the award of the contract will be made to the consultant whose offer has been evaluated and determined as:

- Responsive/compliant/acceptable (scored at least 70% of technical criteria) and
- Having received the highest score out of a pre-determined set of weighted technical (70%) and financial (30%) criteria specific to the solicitation.

Annex 2 Programme Evaluation Mission

Friday, 10 December 2010 – Site Visit to the Municipality of Strumica	
08:30 – 08:35	Meeting at the Departure Point – in front of the UNDP CO, 8ma Udarina Brigada 2
08:35 – 10:50	Travel to the Municipality of Strumica
11:00 – 12:30	Meeting with representatives of stakeholders: Mr. Milan Rusev – Head of Regional Office, Crisis Management Center (CMC); Mr. Zoran Uzunov – Municipal Educational Inspector, Municipality of Strumica; Mr. Ljupco Jankov – Secretary, Red Cross – Strumica; Mr. Nikolaj Rendevski – Head of Commission on Disasters, Red Cross – Strumica; Mr. Marjan Dautov – Head of Regional Office, Directorate of Protection and Rescue (DPR)
12:35 – 13:30	Site visit to three educational facilities in Strumica that participated at the project activities
13:30 – 13:35	Travel to the Municipality of Vasilevo
13:35 – 13:50	Meeting with the Mayor of the Municipality of Vasilevo, Mr. Vanco Stojanov
13:50 - 14:05	Site visit to the Elementary School “Goce Delcev” in Vasilevo
14:05 – 14:15	Travel to Strumica
14:15 – 14:45	Meeting with Strumica Fire Fighting Brigade – Mr. Verner Stoilov, Head of Shift
14:45 – 15:15	Debriefing with the representatives from stakeholders
15:20 – 16:15	Refreshments/Quick Lunch – TBA
16:15 – 18:35	Travel to Skopje
Saturday, 11 December	
12:35 – 14:30	Meeting with ICRC representative
Monday, 13 December 2010	
09:00 – 10:00	Meeting with UNDP CO , Venue: UNDP CO Office; Mrs. Anita Kodzoman - Head of Unit, Environment, UNDP; Mr. Samir Memedov - Programme Associate, Environment, UNDP; Mr. Vasko Popovski – Project Manager, UNDP
11:00 – 12:30	Meeting with Macedonian Red Cross ; Venue: Office of Macedonian Red Cross; Mr. Sait Saiti – Gen. Secretary, Macedonian Red Cross; Mr. Samet Ali, Head of Unit for Disasters, Macedonian Red Cross; Mr. Oliver Gicevski – Macedonian Red Cross
12:30 – 13:30	Lunch Break
13:30 – 14:30	Meeting with the Bureau for Development of Education ; Venue: Office of the Bureau for Development of Education; Mrs. Sofka Koceva – Advisor, Bureau for Development of Education
14:50 – 16:00	Meeting with CMC ; Venue: CMC Building; Mr. Stevko Stefanoski – Head of Unit, CMC (National Project Coordinator)
Tuesday, 14 December 2010 – Site Visit to the Municipality of Veles	
09:10 – 09:55	Travel to the Municipality of Veles
10:00 – 11:00	Meeting with representatives of local stakeholders ; Venue: Municipal Building; Mr. Ljubenco Janusev – Head of Regional Office, Crisis Management Center (CMC); Mr. Kosta Nasteovski – head of Department, Municipality of Veles
11:10 – 12:00	Meeting with the representatives from the Red Cross – Veles
13:00 - 13:45	Site visit to the educational facilities
13:45 – 14:30	Visit to the infrastructure projects sites
14:30– 15:30	Travel to Skopje
Wednesday, 15 December 2010 – Site Visit to the Municipality of Kicevo	
07:30 – 09:20	Travel to the Municipality of Kicevo
09:30 – 11:00	Meeting with representatives of stakeholders ; Venue: Municipal Building; Mr. Blagoja Despotoski, Mayor of Kicevo; Mrs. Suzana Tasevska – Head of Regional Office, Crisis Management Center (CMC)
11:10 – 12:30	Meeting with the representatives from the Red Cross - Kicevo
12:40 - 13:45	Site visit to the educational facilities
13:45 – 14:30	Visit to the infrastructure projects sites

14:30– 15:30	Visit to the Regional Office of CMC
15:30 – 17:40	Travel to Skopje
Thursday, 16 December 2010	
09:15 – 09:45	Debriefing with UNDP CO; Venue: UNDP CO Conference Room ; Mrs. Ann-Marie Ali, UNDP DRR; Mrs. Vesna Dzuteska Biseva, UNDP ARR/Programme; Mrs. Anita Kodzoman, Programme Officer, Environment; Mr. Samir Memedov, Programme Associate, Environment; Mr. Vasko Popovski, Project Manager
10:00 – 12:30	Meeting with UNDP Project Manager; Venue: CMC Building
12:30 – 13:30	Lunch Break
13:30 – 15:00	Meeting with CMC; Venue: CMC Building. Mr. Stevko Stefanoski, Head of Department, CMC and Analytics department and IT staff
Friday, 17 December 2010	
09:15 – 12:45	Debriefing with CMC and Mr. Popovski (UNDP)
14:00- 15:00	Meeting with Mihaela Stojkoska, UNDP Inter-municipal Cooperation for Better Service Provision and EU Accession Programme

Annex 3. Semi- Structured interview guide used

Outline for Interviews

- Changes occurred as a result of the project and perceptions on how effective they were in terms of outcomes
- Perceived impact of the project – both positive and negative
- In the hindsight – what needed to have been done differently
- What were the factors that helped to achieve the results and those hindering it
- Are/Would they continue/scale up the activities without the program funding? Evidence?
- Scope of additional assistance that would enhance outcomes and impact of the project

General
What was your role in the design and implementation of the project?
Who would you recommend that we speak to gain an understanding of the impact of the programme and how it was received by the project beneficiaries?
Is there anyone else we should speak to about this project?
What was the budget and your contribution?
Background
What was the project environment before the project?
Where did the original request for the project come from?
Whose idea was it and why were they interested? Was your organization part of the conceptualizing the project?
Who were the initial beneficiaries of the project?
Was the project changed during the course? If yes, who initiated the expansion? Was your organization part of the conceptualizing the expansion?
Project Design
What were the issues the project was called for to address? How did these feed into the project design? Was your organization part of the consultation process about the project design?
What were the limiting factors for the project in your view?
What were the expectations from the project?
What were the components and the key inputs into the program?
Who provided each of the inputs and at what cost?
How were the deliverables for key inputs documented?
Who were the key experts for the project and what were their contributions?
What is the complementarity of UNDP projects to other donors support?
Effectiveness in terms of outputs
What has been achieved by the project in the form of the consultancy services?
What has been achieved by the project in terms of Rehabilitation of infrastructure?
What has been achieved by the project in terms of Training?
What has been achieved by the project in terms of Awareness raising
Effectiveness: outputs
What were the main problems encountered during the implementation of the project?
Do you think the project achieved what it was set to achieve? Where there any surprises (both successes and failures)?
In the hindsight, what, if anything should have been done differently?
What were the biggest successes and failures of the project in your view and why?
What systems did you put in place from the onset to measure the progress of the project against objectives?
Which elements of the project provided the best value for money? Why do you think so?
If you had limited funds which project components would you have preferred to implement over the others? Why?
If you had more funding what else would you have done?
Effectiveness in terms of outcomes
To what extent UNDP has contributed to better CM and sustainability of outcomes at national level?
To what extent UNDP has contributed to better CM and sustainability of outcomes at local level?
What political factors have led to the success (failure) of projects with regard to outcomes?
What institutional actors have led to the success (failure) of projects with regard to outcomes?
What social factors have led to the success (failure) of projects with regard to outcomes?
What economic factors have led to the success (failure) of projects with regard to outcomes?

Impact
What in your view was the impact of the project on households?
What in your view was the impact of the project on businesses?
What in your view was the impact of the project on environment?
What in your view was the impact of the project on governance in CM?
Sustainability
Do you believe that the results of the project will stand the test of the time?
What measures were put in place to ensure sustainability?
Are they still place and relevant?
What are the risks that they will no longer be relevant?