

United Nations Development Programme

Country: FYR Macedonia

Project Document

Project Title *Mid-term Review of the Process of Decentralization*

UNDAF Outcome(s): #2 By 2014, Local and regional governance enhanced to promote equitable development and inter-ethnic and social cohesion.

Expected CP Outcome(s): 2.1. Local government units operate in a more effective and transparent manner.

Expected Output(s):

#1 Development of a methodological framework for a mid-term review of the process of decentralization

#2 Production of analytical report for the mid term-period 2005-2010 on the status of implementation of the reform of the local self-government

#3 Production of a new programme document for decentralization and development of local self-government

Implementing Partner: UNDP

Government Counterpart: Ministry of Local Self-Government

Responsible Parties: UNDP

Brief Description

The project will support the Ministry of Local Self-government (MLSG) to undertake comprehensive analysis of the mid-term status of implementation of the reform of the local self-government.. The review will include all main components of the process, such as the legal framework, the institutional and legal capacities, the fiscal components, communication of the process, coordination and monitoring, service delivery quality and modalities of service delivery (such as IMC).

The overall project will facilitate the collection and analysis of empirical data and information and will serve as basis for design of the new mid-term programme for decentralization and development of local self-government. The collected knowledge will be utilized for enhancing the policy dialogue and will contribute to informed policy decision making in general. The review report will directly feed into the new Decentralization Programme for the period 2011 - 2013 to result from this project.

The information will also serve as basis for the design of a supplementary Action Plan and the respective projects/programs for support of implementation of the set goals. The findings will affect the design of the budgets of the respective ministries related to the decentralization process and local government affairs.

Programme Period:	2010-2015
Key Result Area (Strategic Plan)	_____
Atlas Award ID:	_____
Start date:	10.2010
End Date	05.2011
PAC Meeting Date	_____
Management Arrangements Implementation	DIM

Total resources required	100,00000 US\$
Total allocated resources:	_____
• Regular	_____
• Other:	_____
o DGTF	
o UNDP TRAC	45,000.00 US\$
o Donor	
42,000.00 US\$	
o Government	13,000.00 US\$
Unfunded budget:	_____
In-kind Contributions	

Agreed by (Government) _____



Agreed by (UNDP): _____

DBJA 18 Nov 2010

I. SITUATION ANALYSIS

(minimum one paragraph, suggested maximum one page)

The on-going decentralization process in Macedonia has been one of the key reform priorities in the country. With adoption of the systemic laws that regulate the competencies and financing of municipalities, the initially envisaged legislative preconditions for transfer of competencies have been completed. Upon establishment of the new structure of mayors in early 2005, the transfer of competences effectively started on 1 July 2005 and was followed by phased fiscal decentralization process.

Although the decentralization reform was initially perceived primarily as part of a political process aimed to improve the ethnic cohesiveness and strengthen democratic institutions, the progress of the reform brought to the surface other developmental and governance issues that need to be systematically addressed through the reform. Among the issues that have gained equal importance are the quality and access to public services as well as the overall human and institutional capacities required to translate the essence of the reform into benefits for the citizens. The questions pertaining to introduction of appropriate and adequate systems for fiscal sustainability and effective reach of public services to all women and men in society have been also identified as central to the success of the process.

In the efforts to deal with the emerging issues, many municipalities have become pro-active in seeking solutions to the issues at hand, led by the vision and mission to harness the multiple opportunities brought about by the reform of the local self-government, to respond to the high expectations of citizens for improved access and quality of local services and gradual alignment of the local procedures with the EU standards. The previous efforts for stocktaking analysis of the decentralization reform along with the received feedback from municipalities offer indications that some of the municipalities have advanced considerably in delivering on their new mandates and went even a step further to introduce innovative practices to facilitate the implementation of the devolved competencies. In other words, while the local government units have been facing increased responsibilities to provide services to citizens while coping at the same time with lack of resources, skills and capacities, some of them have nonetheless succeeded in introducing and piloting innovative practices that have managed to demonstrate the benefits of the decentralization process to the citizens. Notwithstanding the many successes, the analysis also show that there are still remaining bottlenecks particularly affecting rural municipalities which have low capacities to generate own revenues and are highly dependent on state transfers for service provision. For instance, the *Fiscal Decentralization Assessment* commissioned by UNDP has shown that the current intergovernmental fiscal system is effectively regressive because transfers are made based on existing facilities and rural and remote areas, where more of the poor live, historically lack facilities to provide services. According to the same study, the problem seems two-fold: the rural municipalities are underfunded and all municipalities tend to continue inefficient delivery mechanisms, instead of, for example, outsourcing service delivery to CSOs or considering deinstitutionalization. Additionally, the service provision appears nonresponsive to the specific development challenges of particular social groups, such as the Roma, who face 80% to 90% unemployment and all the additional public service delivery related issues.

With those remaining challenges in mind, today, five years following the commencement of the reform and the subsequent implementation of targeted multi-annual programmes by the Ministry of Local Self-Government, a need has been identified to carry out an overview of the progress of implementation of decentralization reform in general, with specific in-depth focus on the progress

against the targets set out by the Decentralization Programme for the period 2008-2010. Such an assessment would assist in identification of the remaining legal and institutional bottlenecks influencing smooth implementation of the reform and would pinpoint specific sectoral issues that need tailor-made measures for improvement.

Acknowledging the results generated from the earlier projects of UNDP in support of the reform of the local self-government, the Ministry of Local Self-Government has recognized UNDP as best-positioned partner to assist in designing and application of a sound methodological approach for taking stock of the progress of the reform that would feed into the policy-making process for the next multiannual decentralization programme of the Ministry.

The project will take account of the analysis and work undertaken by other UN agencies at local level, such as the work of UNICEF in the areas on education and child care at local level. The work of the project will also take due account of analysis and projects undertaken by other international organizations that work in the field of decentralization, such as USAID, OSCE, SDC and others.

II. STRATEGY & METHODOLOGY

The Ministry of Local Self-Government is mandated to coordinate the process of decentralization and monitor its implementation. Five years following the effective start of the decentralization process and being currently assigned to prepare a new mid-term decentralization programme, the Ministry looks for an approach that will enable it to base the new programmatic concept and activities on comprehensive information on the achievements and gaps of the process so far. The logical framework of the exercise should leave enough space to look not only on the formal aspects of the implementation, but also at the effects and root causes for lack of progress in particular areas.

The proposed assessment of the impact of the decentralization reform would revisit the appropriateness of the legal and institutional arrangements as well as the effects of the implemented activities (service delivery and democratization of the society, effects on various groups of people and strengthening of inter-ethnic relations). The analysis of the progress will be translated into concrete policy recommendations which will inform the new multi-annual programme for decentralization of the Ministry of Local Self-Government. The initiative will focus on the assessment of some of the critical services that have been decentralized (such as urban and rural planning; protection of the environment, nature and space regulation; local economic development; communal activities; culture; sport and recreation; social welfare and child protection; education; healthcare; rescuing of citizens and goods; fire fighting). Since many of the decentralized areas have been considered crucial for attaining the MDGs (poverty reduction, education, health, environment), the assessment will be methodologically linked with the governance aspects that have been hindering the attainment of MDGs, such as inclusion and participation.

The review process will result into comprehensive benchmarking of the status of decentralization process from the aspect of quality of services delivered locally in terms of legal and policy framework, efficiency, effectiveness and accessibility to all citizens. The exercise will provide empirical data, information and concepts providing the basis for design of the new mid-term programme for decentralization and development of local self-government. The collected knowledge will be more extensively used for enhancing policy dialogue and informed policy decision making in general. The information will also serve as basis for the design of a supplementary Action Plan and the respective projects/programs that will emerge from the programme and the Action Plan. The findings will affect the design of the budgets of the respective ministries related to the decentralization process and LSG affairs.

More specifically, the methodological approach will be the following:

Issues: Thematically, the research will encompass all chapters/components as defined in the Decentralization Programme (legal framework, institutional and legal capacities, fiscal component, communication of the process, coordination and monitoring, service delivery modalities). It will look at three aspects: 1. The formal aspects of implementation of the assigned programmatic objectives and activities (in particular the legal framework); 2. The effects of the implemented activities (from the perspective of service delivery and democratization of the society, effects on various groups of people and strengthening of inter-ethnic relations) and, 3. The root causes for non implementation or lack of effects of the reform. The application of good governance principles will be streamlined in the exercise. The specific impact of the decentralization on increasing the inclusiveness and the status of specific social groups will be analysed as well.

Review period: Though the current Decentralization Programme encompasses the period 2008-2010, the review will cover the mid-term period 2005-2010 which will ensure accuracy and comprehensiveness of the results.

Research methodology: The analysis will use the following research tools: review of relevant legal, budgetary and policy documentation; interviews; citizen surveys and focus groups discussions (with national and international stakeholders).

The methodology and the respective matrix for analysis will be designed with technical assistance to be provided by international experts who will also summarise the findings and formulate recommendations for the structure and content of the upcoming programme. The methodology will draw links between the three aspects of the issues to be treated, while the recommendations will strive to articulate sectoral and specialized approach towards the local government issues within the next mid-term period. The sustainable development of the local governments will be the main prism of looking at the future interventions in this field.

The field research and inputs will be provided by a team of selected local experts, divided by themes. A project coordinator will assure smooth flow of communication and coordination of the work of the international and local experts.

Coordination and guidance: The core structure for steering and substantial guidance will be composed of the special working group nominated by the MLSG (headed by the State Secretary) and the UNDP Governance Programme team. This joint working group will function as a permanent structure and will meet regularly, at least every two weeks in full composition to review and discuss the progress of activities and clear the inputs of the experts. Periodically, a representative of the Ministry of Finance will be invited due to the competencies of that Ministry in the fiscal aspects of the decentralization process. Representatives of other relevant organizations (donors) can also participate on the meetings.

The MLSG as the owner of the process, will ensure policy guidelines, timely access to all necessary documentation and facilitate the organization of meetings and interviews with the respective institutions.

The designed methodology as well as the results of the activities will be consulted with the other stakeholders through the Decentralization Working Group. UNDP will also participate in the respective sessions. Discussions with wider focus groups will be implemented as needed. The principles of inclusiveness and participation will be applied as a conceptual platform for managing the process.

III. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:

Assign a number to each outcome in the country programme (1, 2,...).

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Applicable Key Result Area (from 2008-11 Strategic Plan):

Partnership Strategy: The project will be implemented in close partnership with the Ministry of Local Self-Government, in cooperation with the Ministry of Finance and other relevant institutions through the working group on decentralization. Particular attention will be paid to ensure complementarities, coherence and cross-fertilization with earlier or the ongoing related activities undertaken both by the UN system and other national and international organizations

Project title and ID (ATLAS Award ID):

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Output 1 Development of a methodological framework for a mid-term review of the process of decentralization</p> <p>Baseline: Stock-taking and review exercises by UNDP, and other donors and international organizations such as USAID, OSCE</p> <p>Indicators: Methodology developed to address aspects of quality of services delivered locally in terms of legal and policy framework, efficiency,</p>	<p>Targets (2010)</p> <p>Development of the methodological framework to include important governance considerations and such as participation and inclusion</p>	<ul style="list-style-type: none"> - Inception phase: Further identification and review of stakeholders, resources and actions to be taken to ensure coordination and effectiveness of work - Selection of international and national experts for design of the methodology and undertaking the research of all three aspects of the review - Establishment of a Working Group for review and discussion of inputs, steps, issues, expected results relevant for the methodology - Adoption of the methodological approach 	<p>UNDP/MLSG</p>	<p>15,000 USD (project staff, advisory support, recruitment process costs for experts, research costs, meeting costs)</p>

<p>effectiveness and accessibility</p>	<p>Output 2 Production of analytical report for the mid term-period 2005-2010 on the status of implementation of the reform of the local self-government</p> <p>Baseline: No updated and sufficient data and analysis to inform the upcoming policy-making process</p> <p>Indicators:</p> <p>Review report produced and policy recommendations integrated into the new Programme for Decentralization 2011-2013 to result from this project</p>	<p>Targets (2010-2011)</p> <p>Review report produced to include legal and institutional aspects, but also effectiveness of service delivery, incorporation of the corpus of good governance principles and the effects on democratization</p>	<p>-Collection of statistical data and information</p> <p>-Surveys</p> <p>-Fields visits</p> <p>-Focus groups</p> <p>-Interviews /consultations with national and local stakeholders</p> <p>-Consultations at institutional level</p> <p>-Regular meetings of the working group consisted of UNDP, MLSG and other relevant parties</p> <p>-Workshop for sharing of findings with all relevant institutions and stakeholders</p>	<p>UNDP/MLSG</p>	<p>50,000 USD (project staff, international experts, local experts, research costs, meeting and workshop costs)</p>
<p>Output 3 Production of a new programme document for decentralization and development of local self-government</p> <p>Baseline: Outdated Programme,</p>	<p>Targets (2011)</p> <p>New programme document prepared and policy recommendations from the review report included in the new decentralization</p>	<p>- Regular meetings of the working group consisted of UNDP, MLSG and other relevant parties</p> <p>-drafting of inputs based on the findings of the analysis</p> <p>-Workshop for sharing of findings with all relevant institutions and stakeholders</p>	<p>UNDP/MLSG</p>	<p>35,000USD(project staff, international experts, local experts, research costs, meeting and workshop costs)</p>	

<p>lack of baselines and indicators</p> <p>Indicators: New Programme produced and policy recommendations integrated into the new</p>	<p>programme 2011-2013</p>	<p>-Consultations and workshops leading into preparation of the new Decentralization Programme 2011-2013</p>	
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IV. ANNUAL WORK PLAN

Year 1 (October 2010-May 2011)

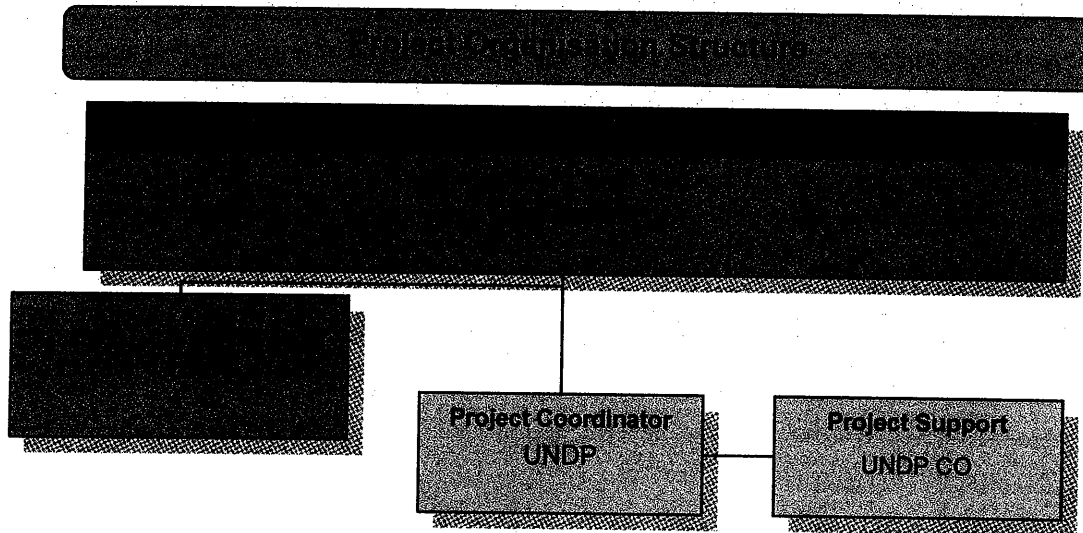
EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME			RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3		Funding Source	Budget Description	Amount USD
<p>Output 1 Development of a methodological framework for a mid-term review of the process of decentralization</p> <p>Baseline: Stock-taking and review exercises by UNDP, and other donors and international organizations such as USAID, OSCE</p> <p>Indicators: Methodology developed to address aspects of quality of services delivered locally in terms of legal and policy framework, efficiency, effectiveness and accessibility</p>	<ul style="list-style-type: none"> - Inception phase: Further identification and review of stakeholders, resources and actions to be taken to ensure coordination and effectiveness of work - Selection of international and national experts for design of the methodology and undertaking the research of all three aspects of the review - Establishment of a Working Group for review and discussion of inputs, steps, issues, expected results relevant for the methodology - Adoption of the methodological approach 	X			UNDP/MLSG	UNDP TRAC/MLSG/ other	Project staff, recruitment process costs for experts, meeting costs	15,000 US\$

<p>Output 2 Production of analytical report for the mid term-period 2005-2010 on the status of implementation of the reform of the local self-government of the local self-government and development of a new programme document for decentralization for the period 2011-2013.</p> <p>Baseline: No updated and sufficient data and analysis to inform the upcoming policy-making process</p> <p>Indicators: Review report produced and policy recommendations integrated into the new Programme for Decentralization 2011-2013 to result from this project</p>	<p>Collection of statistical data and information</p> <ul style="list-style-type: none"> -Surveys -Fields visits -Focus groups -Interviews /consultations with national and local stakeholders -Consultations at institutional level -Regular meetings of the working group consisted of UNDP and MLSG -Workshop for sharing of findings with all relevant institutions and stakeholders - Consultations and workshops leading into the preparation of the new Decentralization Programme 2011-2013 	<p>X</p>	<p>X</p>	<p>X</p>	<p>UNDP/MLSG</p>	<p>UNDP TRAC/MLSG/ other</p>	<p>project staff, international experts, local experts, meeting and workshop costs</p>	<p>50,000 US\$</p>
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<p>Output 3 Production of a new programme document for decentralization and development of local self-government</p> <p>Baseline: Outdated Programme, lack of baselines and indicators</p> <p>Indicators: New Programme produced and policy recommendations integrated into the new</p>	<p>Regular meetings of the working group consisted of UNDP, MLSG and other relevant parties</p> <p>-drafting of inputs based on the findings of the analysis</p> <p>-Workshop for sharing of findings with all relevant institutions and stakeholders</p> <p>-Consultations and workshops leading into preparation of the new Decentralization Programme 2011-2013</p>		X	X		UNDP/MLSG	UNDP TRAC/MLSG/ other	project staff, international experts, local experts, meeting and workshop costs	35,000US\$
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V. MANAGEMENT ARRANGEMENTS

*Explain the roles and responsibilities of the parties involved in managing the project.
Please refer to the Deliverable Description to complete this component of the template.
Use the diagram below for the composition of the Board.*



The Project Board (PB) will provide guidance and oversight of the project and will have the following members: a representative of the Ministry of Local Self-Government (Chair), representative of the Ministry of Finance, a representative of UNDP. Project Board meetings may be attended by key stakeholders (line ministries, municipalities, donors, etc...) with an observer status upon agreement by all the PB members.

The Project Board will meet three times during the exercise, at the outset, to conduct mid-term review and to review the final report, on an extraordinary basis, on request from any of the members. UNDP will provide Secretariat services to the Project Board.

For this project, Direct Implementation Modality (DIM) will be used including direct payment modality according to the activity at hand and the responsible party.

The project will be implemented by UNDP. UNDP will select a Project Coordinator in consultation with the Ministry to ensure that the project objectives are accomplished, and project funds adequately disbursed. The Ministry will appoint a focal point and the team for the implementation of the project.

VI. MONITORING FRAMEWORK AND EVALUATION

Please refer to the Deliverable Description to complete this component of the template.

Suggested text to be adapted to project context

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the project cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events
- Project review report. Review Report shall be prepared by the Project Manager and shared with the Project Board. As minimum requirement, a final Review Report shall consist of the Atlas standard format for the QPR covering the period of the project as well as a summary of results achieved against pre-defined targets at the output level.

Quality Management for Project Activity Results

OUTPUT 1: Development of a methodological framework for a mid-term review of the process of decentralization		
Activity Result 1 (Atlas Activity ID)	Development of methodology for the review of the decentralization programme	Start Date: End Date:
Purpose	The initial steps will be launched with review of existing data, analysis and research, as well as access to comparative methodologies.	
Description	Support will be provided to the MLSG in outlining the objectives and steps for the methodological approach	
Quality Criteria	Quality Method <i>Means of verification. what method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Quality of the methodological approach to ensure quality and relevance of results for the next decentralization programme	Ex-ante assessment of potential policy impact from the selected methodological approach	

OUTPUT 2 : Production of analytical report for the mid term-period 2005-2010 on the status of implementation of the reform of the local self-government		
Activity Result 2 (Atlas Activity ID)	Analytical report for the mid term-period 2005-2010 on the status of implementation of the reform of the local self-governemnt and development of a new programme document for decentralization for the period 2011-2013.	Start Date: End Date:
Purpose	Update on data and indicators on the effects of the reform of the local self-government, containing a range of policy options and actions for the next phase of the decentralization programme. The research will analyse the impact of the reform and update policies and transfers to the changing social and economic realities of the municipalities	
Description	Carrying out legal and institutional analysis of the reform as well as technical analysis of the socio-economic and governance effects of the reform. Desk review of documentation and data concerning the decentralization process and service delivery issues, organizing consultative processes and meetings. Civil society and academia will be consulted as well.	
Quality Criteria	Quality Method	Date of Assessment

Quality of the decentralization review	Consultations and incorporation of inputs, results from analysis and feedback received from the relevant institutions	
Quality of the review study in terms of participation s	Consultations with relevant national and local stakeholders	

OUTPUT 3 : Production of a new programme document for decentralization and development of local self-government

Activity Result 3 (Atlas Activity ID)	Production of a new programme document for decentralization and development of local self-government	Start Date: End Date:
Purpose	Preparation of the new program document, containing a range of policy options and actions for the next phase of the decentralization programme. The new document will include the analysis of the impact of the reform and update policies and transfers to the changing social and economic realities of the municipalities	
Description	Consolidation of findings of the research concerning the decentralization process and service delivery issues, organizing consultative processes and meetings. Civil society and academia will be consulted as well.	
Quality Criteria	Quality Method	Date of Assessment
Quality of the new decentralization program document	Consultations and incorporation of inputs, results from analysis and feedback received from the relevant institutions	
Quality of the new decentralization program terms of participation	Consultations with relevant national and local stakeholders	

VII. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of (country) and UNDP, signed on (date).

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

VIII. ANNEXES

Risk Log

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Individual disaggregated data on each municipality may not be available, outdated or approximated.	2010	Organizational	The occurrence of the risk would limit the quality of the output and the impact of the project.	During the phase of assessment of data availability to identify relevant proxy indicators that might be used in the analysis and to extent possible adjust the methodology to be less dependable of lacking data	UNDP Governance Programme Officer	UNDP Governance Programme Office	September 2010	
2	National institutions in this project lacking capacity to provide substantive input and guidance in the process and translate the recommendations into policy results	2010	Organizational Strategic	The occurrence of this risk may impact the pace of the project implementation and quality of the project results	Ministry of Local Self-Government will make commitment to designate officials who will be dedicated to the review and ensure policy impact of the results	UNDP Governance Programme Officer	UNDP Governance Programme Office	June 2010	
4	Short timeframe for implementation of such complex and multi-fold analysis	2010	Organizational	The occurrence of the risk will force downscaling of the activities	A well elaborated and precise terms of reference for the experts and work plan to enable for timely and fast recruitment of the necessary technical expertise	UNDP Governance Programme Officer	UNDP Governance Programme Office	October 2010	
5	Limited number of national qualified experts with required level of technical	2010	Organizational	The occurrence of the risk will impact negatively on the	Terms of reference will be timely prepared and potential experts notified	UNDP Governance Programme Officer	UNDP Governance Programme Office	October 2010	

	knowledge, that could be available within tight timeframe			quality services provided	well in advance to secure interest and availability.	Program me Officer	nance Progra mme Office r		
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