Terminal Evaluation

of the

UNDP-GEF Project

"Strengthening the Ecological, Institutional and Financial Sustainability of Macedonia's Protected Area System"

PIMS: 3728GEF ID:3292

Evaluation time frame	March 11 – April 11, 2011
Date of evaluation report	July 24, 2011
Region and countries included in the project	RBEC: Macedonia
GEF Operational Program/Strategic Program	Biodiversity Focal Area; Strategic Objective BD-1: To Catalyze the Sustainability of Protected Area Systems.
Executing Agency and project partners	Ministry of Environment and Physical Planning & UNDP
Evaluation team members	Jeffrey Griffin
Acknowledgements	Many thanks to the UNDP office in Skopje and to the Project Office for the great job of organizing the evaluation. Thanks to the many stakeholders who took time out of their day to share their experiences and insights with the evaluation.

Table of Contents

Acronyms

ABS	Access and Benefit Sharing
BD	Biological Diversity
CBD	Convention on Biological Diversity
CBO	Community-based Organization
CC	Climate Change
COP	Conference of the Parties
EU	European Union
FSP	Full Size Project
GEF	Global Environment Facility
LNP	Law on Nature Protection
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MEFI	Monitoring and Evaluation Framework Indicators
MEPP	Ministry of Environment and Physical Planning
MES	Macedonian Ecological Society
MK	Macedonia
MoA	Memorandum of Agreement
MoU	Memorandum of Understanding
MSP	Medium Size Project
MTE	Mid-term Evaluation
NBIS	National Biodiversity Information System
NGO	Non-governmental Organization
OCP	Outcomes and Changed Practices
PA	Protected Area
PES	Payment for Ecosystem Services
PM	Project Manager
Prodoc	Project Document
RBEC	Regional Bureau for Europe and the CIS
RBM	Results based Management
RTA	Regional Technical Advisor
SMART	Specific, Measurable, Achievable/Attributable, Realistic and Time-bound
STAP	Scientific Technical Advisory Panel
TE	Terminal Evaluation
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group

Executive Summary

Brief description of the project

1. The project entitled, "Strengthening the Ecological, Institutional and Financial Sustainability of Macedonia's Protected Area System" became operational in January 2008. The total budget of this "medium size" UNDP-GEF project is US$ 5,161,000 (GEF: $1,000,000 & Co-funding: $4,161,000). An additional $5,036,400was leveraged after CEO endorsement for a total confirmed co-funding level of $9,230,800.

2. This project was submitted to GEF for funding under the Biodiversity Focal Area, Strategic Objective BD-1: To Catalyze Sustainability of Protected Area Systems. The PIF for this project was approved in November of 2006. The project document was developed through a preparatory and stakeholder consultation process supported by UNDP funds. CEO Endorsement of the project document came in October of 2007 and the Government of Macedonia and UNDP signed the project document in November 2007.

3. The Ministry of Environment and Physical Planning (MEPP) executed the project, in partnership with UNDP through the national execution modality. The project's planned 3-year time period, with closing planned for January 2011, was subsequently extended by three months until March 31, 2011.

4. The **project *goal*** is to conserve the biological diversity of Macedonia by strengthening the management effectiveness of country's protected area system.The **project *objective*** is "a comprehensive, representative and effectively managed national protected area system is in place."The project aimed to achieve its objective through the realization of three outcomes:

- **Outcome 1:** A representative national PA system is designed.
- **Outcome 2:** Improved systemic and institutional capacity provides the enabling framework for establishing and managing a representative protected area network.
- **Outcome 3:** PA establishment and planning processes field tested and replicated across the PA network.

Context and purpose of the evaluation

5. This Terminal Evaluation has the following complementary **purposes[1]:**a) To promote accountability and transparency and to assess and disclose the extent of project accomplishments; b) To synthesize lessons that can help to improve future GEF financed UNDP activities; c) To contribute to the overall assessment of results in achieving GEF strategic objectives aimed at global environmental benefits.

6. The evaluation focused on several key issues of particular importance to a terminal evaluation. These are listed in Table A below, where project performance is rated according to five overall parameters and 15 sub-parameters. Among these are included the five parameters of importance to GEF Terminal Evaluation (TE): Relevance, Effectiveness, Efficiency, Results, and Sustainability.

7. The evaluation report is structured to consider these parameters with respect to:

[1] UNDP Evaluation Guidance for GEF-Financed Projects.

- Project formulation and design.
- Project implementation and its effectiveness and efficiency, including: Results-based management; Sustainability; Partnerships and Stakeholder participation.
- Progress towards results.

Main Conclusions and Recommendations

Table A. Rating Project Performance

1. Monitoring and Evaluation		
Overall quality of M&E		S
M&E design at project start up	MS	
M&E Plan Implementation	S	
2. IA & EA Execution		
Overall Quality of Project Implementation/ Execution.		S
Implementing Agency Execution	S	
Executing Agency Execution	S	
3. Outcomes		
Overall Quality of Project Outcomes		S
Results	S	
Relevance	HS	
Effectiveness	S	
Efficiency	MS	
4. Catalytic Role		
Demonstration	Yes	
Replication	Yes	
Scaling up	Imminent	
5. Sustainability		
Overall likelihood of Sustainability:		L
Financial resources	ML	
Socio-economic	L	
Institutional framework and governance	ML	
Environmental	L	
Overall Project Results	**S**	

Ratings for parameters 1-3 and "overall project results" are based on the eight point scale:

Highly Satisfactory (HS): no shortcomings
Satisfactory (S): minor
Moderately Satisfactory (MS): moderate
Moderately Unsatisfactory (MU): significant
Unsatisfactory (U): major
Highly Unsatisfactory (HU): severe
Not applicable (N/A)
Unable to assess (U/A)

Ratings for parameter 5 (Sustainability) are based upon the following:

Likely (L): negligible risks to sustainability, with key outcomes expected to continue into the foreseeable future.
Moderately Likely (ML): moderate risks, but expectations that at least some outcomes will be sustained.
Moderately Unlikely (MU): substantial risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on.
Unlikely (U): severe risk that project outcomes as well as key outputs will not be sustained.
Highly Unlikely (HU): expectation that **few** if any outputs/activities will continue after project closure.

Elaboration on ratings and related findings by heading above:

1) Monitoring & Evaluation

9. Monitoring and evaluation is found to be "Satisfactory." Evidence points to the regular monitoring of the project's work. The level of project reporting, and the content of the project's two PIR reports reflect a satisfactory adherence to standard UNDP reporting and monitoring requirements. The project's monitoring system did enable the Project Board to see the need to change project management at the end of year 2 – the most significant example of adaptive management applied by the project and a striking success, given the rapid improvement in project implementation efficiency and effectiveness during the project's final 15 months of operation. However, the project's M&E failed to utilize the project results framework indicators and respective targets to focus and guide project implementation. Many of these indicators were not realistic or achievable, but no attempt was made to modify them, rendering them almost irrelevant to the project's daily work in the eyes of the project team.

10. The basic M&E plan is of standard UNDP design, but given the weaknesses with the indicators the evaluation finds M&E "Design at project start up" to be *Moderately Satisfactory*. The strengths of the project's use of monitoring that enabled the project to shift course successfully and achieve its outcomes, warrants a solid *Satisfactory* rating for "M&E Plan Implementation."

2) IA and EA Execution:

8. The evaluation finds that UNDP and MEPP have performed satisfactorily in this role of IA and EA execution with one caveat. Project assurance should include a healthy level of attention to strategic-level project implementation issues, particularly helping to ensure that the project team first has achievable and realistic (SMART) indicators to guide their work and second, ensuring that the project team maintains a rigorous link to those indicators in their work planning and reporting.

9. Evidence points to execution and implementation that initially faced significant challenges but in year three shifted into "high gear" becoming both effective and efficient. Simply put, the project struggled to execute during the first two years, disbursing less than 50% of its planned disbursement levels. In the final 15 months, the project literally sprinted to the finish line, producing nearly all of its primary outputs and outcomes and doing so in a way that stakeholders interviewed by the evaluation uniformly rated "very good" or "excellent" in one-on-one and group interviews.

10. Given the challenges the project faced and the turn-around MEPP and UNDP were able to execute in the last 15 months, the evaluation rates this *Satisfactory*.

3) Outcomes

11. *Results:* The evaluation assessed the project's progress towards results, beginning first with the objective level and under each of the three project outcomes. This full assessment can be found in Section 3.3, Part A, with supplemental information and evidence of impact elaborated under Section 3.3 Part F.

12. This assessment of progress towards results is based on a comparison of the project document's original indicators and targets and the current status of these indicators and targets now, at the end of project implementation. Supplementing this analysis is a second level of analysis (Part F Section 3.3) in which the evaluation analyzes the impact of the project's primary outputs under each outcome. Combined, the analyses in Part A and Part F of Section 3.3 provide the evaluation with its results ratings at the Objective, Outcome and overall Project levels.

13. The project struggled with in appropriate Objective and Outcome indicator target values and in some cases Indicators that were not practical in their measurability. Of the project's fourteen indicator targets, the evaluation rated nine "Unrealistic" and/or "Unable to assess."This presented a challenge to the evaluation, as one of the most important methods to generate evidence for "results" is to compare target values with actual end of project values for each Indicator. The evaluation deemed such a comparison unfair to do for those Indicators whose target values are rated "Unrealistic."

14. Therefore, the evaluation did two things: first, it compared end-of-project results with baseline Indicator values to enable a fairer level of evaluation of the level of improvement from the baseline to the end of project values and the evaluation elaborated supplementary evidence of results (outcomes and impact) from the project's impressive list of outputs under each Outcome. This analysis is presented in Part F of Section 3.3. The project rated these "Outcomes and Changed Practices" (OCP) due to the outputs of Outcomes on a simplified "Highly Significant; Significant; Not Significant" scale**.** See Section 3.3 for more detail.

15. This analysis uncovered the impressive results that this project was able to achieve despite its challenges, results that are summarized in Box A below. Had the project not experienced difficulties with its indicators and with execution, the Results rating likely would have been higher. As it stands, the evaluation rates the overall progress toward results for the project as being: **Satisfactory**

16. *Relevance:* The project design is very relevant and appropriate to national development priorities and organizational policies, primarily because the project's work supports Macedonia's EU accession priority, which is the driving force behind the Government of Macedonia's policy priorities. In addition, the project successfully highlighted the important link between local economic development opportunities and effective PA management. Despite changed economic circumstances since this project began its work, the project design is still appropriate. Rating: **Highly Satisfactory**.

17. *Effectiveness:* The evaluation's analysis of the Objective-level Indicator values yielded a "Satisfactory" rating. Based upon this evidence (see Section 3.3 Part A for detail), the terminal evaluation finds that the project contributed to the overall goal, and achieved significant progress towards the Objective of putting a "comprehensive and effectively managed national PA system in place." The project built a solid foundation of revised law, adopted by-laws, NBIS, well-elaborated recommendations for a representative system, and model valorization processes and management planning processes in four protected areas. Such a foundation is absolutely necessary for putting into place a comprehensive and effectively managed PA system. Laying such a foundation is a noteworthy achievement. Rating on Effectiveness: **Satisfactory.**

Efficiency: Cost-effectiveness & efficacy.

18. With respect to cost effectiveness the project complied with the incremental cost concept and mandate of the GEF. The evaluation finds that GEF funds were used to finance additional activities that would not have taken place without GEF funding, as indicated in the prodoc. Evidence for this are the many "firsts" the project funded in Macedonia with respect to building a solid foundation for effective PA management going forward. The project also secured co-funding and associated funding to complement GEF's incremental funding, as discussed above.

19. The project did more in certain areas of its work then was envisioned in the prodoc, at no extra cost. In many cases, the project team asked the question, "What else can we do to further strengthen the output or improve the result of this activity?" For example:

- The seventeen by-laws drafted and submitted to Government by MEPP were not in the project document. These were new and additional specific tasks for the project.
- The prodoc called for two pilot areas (Outcome 3) but the project demonstrated re-valorization and management planning in four PA (Matka, Tikvesh, Jasen, Belasica, (Kolesino & Smolare).
- The NBIS was expanded in its scope and technical sophistication from what was envisioned in the prodoc to what it is now at no extra cost.
- UNDP-Macedonia staff in the computer/technical area contributed pro-bono to project work.
- In developing recommendations for the ecologically representative system of PA, the Macedonian Ecological Society (MES) created a database in MS Access -- a labor intensive and detailed process not required by the ToR and done at no additional cost to the project. This database then contributed to the strengthening of the NBIS.
- There were important synergies in the original prodoc that the project actually enhanced and further developed. These synergies were cost effective – where data sets from one activity fed into another. The previous bullet point above is one example.

20. *Efficacy:* The project struggled for the first two years of its three-year duration. In the final year, project stakeholders "sprinted" to the finish line, with an impressive level of intensity and commitment. However, the ratings do not tell the whole story. The project has achieved many impressive results and produced what all stakeholders interviewed stated were uncommonly useful outputs. Despite this positive final result, the evaluation finds that the project's efficacy suffered as a result of the first two years of stagnation, when less than 50% of planned disbursements were actually disbursed.

21. Rating on Efficiency: **Moderately Satisfactory**.

4) Catalytic Role:

22. *Demonstration:* The project's demonstration work was originally planned to focus on two protected areas. Under Outcome 3, the project enabled stakeholders and experts to come together to conduct model valorization studies of each one of these two protected areas. In a cost-effective step by the project, it didn't stop with these two areas, but demonstrated model valorization study processes and management planning processes with model management plans in two other areas as well. Based upon stakeholder feedback, the project's demonstration process was one of its greatest strengths. Rating**: Yes**.

23. *Replication*: The potential for replication of the project's work is strong. For evidence to support this assertion, the evaluation once again points to the newly amended LNP passed by Parliament, which provides the legal basis and even mandated programmatic funding (through the newly required National Program for Nature Protection) for replication across a wide range of project-inspired PA areas of work, from re-valorization to management planning to financial planning for PA to utilizing the 17 practical by-laws developed with project support to begin every day, practical PA establishment and management actions. Rating: **Yes.**

24. *Scaling up.* The procedure of PA proclamation in Macedonia is very slow. This reality has prevented the project from achieving much scaling-up during its short 3-year duration. However, the project rightly focused on creating the basis for *rapid scaling up of PA proclamation and establishment*, particularly with the introduction by the project of the "Natural Rarity" category of natural objects less than 100 ha and other local PA categories. This category has a much simpler

process of proclamation and is cost-effective in that it forgoes expensive valorization fieldwork. As a result, this gives an opportunity for MEPP to speed up the proclamation of small areas such as aquatic habitats (100 ha or less). With the enactment of the LNP, this "Natural Rarity" provision is now in effect. These changes that stakeholders have incorporated into the legal framework as a result of the project's help make scaling up imminent. Rating**: Imminent.**

5) Sustainability:

25. Across the board, the project has reduced risks to and improved prospects for financial, socio-economic and institutional sustainability. The project's work with MEPP to amend the Law on Nature Protection and secure its enactment by Parliament actually increases the likelihood of sustainability going forward. The project excelled at translating project interventions into legal norms, standards, by-laws, templates and other practical "how-to" tools for PA management. This is the greatest strength of the project and is the core of the sustainability for project benefits.

26. Overall, sustainability for project inspired changes and for protected area management and conservation going forward in Macedonia is **Likely**. Financial, Socio-economic, Institutional and Environmental sub-ratings are summarized below:

27. *Financial:* The project's work has enabled stakeholders to reduce the financial risks that may jeopardize the sustainability of project outcomes with some notable accomplishments in PA/nature protection financing. The project supported, recently amended and enacted LNP contains an article that requires MEPP to prepare a National Programme on Nature Protection and for this to be adopted by the Government with mandatory funding from the central budget. This marks the first time in Macedonia's history that such a program exists with mandatory funding. This reduces financial risk, enhancing the likelihood of financial and economic resources being available once GEF assistance ends.

28. The project implemented a second significant financial risk reduction measure for PA in Macedonia by identifying and introducing new financial instruments to support PA management. Stakeholder feedback during the evaluation repeatedly mentioned it as one of the most useful and new innovations for them in their work. The amended LNP (April 2011) incorporates this project input, introducing six new financial instruments for PA management and providing the legal basis for their use in Macedonia (See Sustainability section for details): **Moderately Likely**

29. *Socio-economic:* There are social and political risks that may affect the sustainability of project outcomes. However, given the level of support for conservation and PA-related work at the national level provided by the EU accession process, the project rates socio-economic risk to sustainability as being negligible. The level of interest in and support of PA issues at the local level also supports this assessment of socio-economic sustainability. **Likely.**

30. *Institutional/governance framework:* The project's work – its activities, outputs, and outcomes -- has focused on strengthening the foundational law, policy, and governance elements that are critical to the long-term sustainability of an emerging national PA system or institution in Macedonia. As a result, MEPP's institutional scorecard assessment score shows a 50% improvement over the baseline period, indicating a significant, positive trend of reduced institutional and governance risk to PA sustainability. Given this evidence of emerging sustainability, the evaluation ranks governance and institutional risk as moderate and the likelihood of governance and institutional sustainability: **Moderately Likely.**

31. *Environmental risks* to the sustainability of project outcomes appear to be moderate. Two of the project's primary outputs, the NBIS and the design of an ecologically representative network

of PA have provided critical tools to the MEPP that will enable it to assess and minimize environmental risk to the sustainability of PA going forward: **Likely.**

6) Overall Project Results:

32. The global environmental benefits generated by the project that are relevant to GEF's programmatic priorities are summarized in Box A.

Box A: Global Environmental Benefits; Direct project outputs; Short-medium term Outcomes; Long-term impact.

Global Environmental Benefits generated by the project include: a) an increase by 53,823hectares in the extent of formally proclaimed PA& 511,265 ha nominated for protection; b) Seven additional PA proclaimed; c) Eleven additional PA with management institutions; d) a nearly 3-fold improvement in the Financial Scorecard for national systems of PA score, from 13% at baseline to 35% at project close (Annex 8).

Direct project outputs include (A more detailed list under Section 3.3 Part F):

- Strengthening the biodiversity data baseline for PA planning and management: the first of its kind species inventory of Macedonia generated the two central species lists, also the first of their kind in Macedonia: (1) Taxonomic list of the species in the country, and (2) List species and their known conservation status. The lists provide a basis for a new Red List.
- A web-based National Biodiversity Information System in use by the MEPP to, among many things, speeds up PA proclamation and improve PA planning and management.
- Comprehensive recommendations for a national ecologically representative system of PA incorporated into newly revised and enacted Law on Nature Protection;This draft representative National Network of Protected Areas was developed as a basis for establishing a new national system of PA. An expert team defined the representative network of PA in Macedonia. The network includes 99 areas, as follows:
  - 34 representative PA selected from existing list of PA
  - 42 representative areas of 193 areas nominated for protection and listed in the Spatial Plan of the Republic of Macedonia
  - 23 areas new areas identified that are significant for protection

  The total area of the representative network amounts to 511,265.36ha, which equals approximately 20% of the Macedonian territory
- Solid foundation of revised law, by-laws that introduce new PA management standards, new PA financing tools, call for an ecologically-based national PA network; and further decentralize certain categories of PA to local levels.
- Model PA re-valorization processes and PA management planning processes in four PA.
- Recommendations for new PA financing tools.
- PA management training program that trained 90 people across Macedonia, a ten-fold increase in the number of people trained (in modern practices for PA valorization, management planning and PA financing tools) prior to project work.

Short-Medium Term Outcomes: Three bylaws drafted with the project's assistance and have been endorsed by Government and published in the Gazette. Parliament enacted a project-revised Law on Nature Projection (LNP) in April 2011, which marks the most significant and far-reaching accomplishment of the project.

Longer term impact including GEF benefits and replication effects. Parliament's enactment of the amended LNP creates the necessary legal condition for the adoption of the remaining 14 bylaws developed with the technical assistance from the project (see list Section 3.3 Part F).

33. In conclusion, the overall quality of monitoring and evaluation is rated Satisfactory; the overall quality of project implementation and execution is rated Satisfactory; the project played a catalytic role through its important demonstration activities in protected area valorization, management and planning activities and through the replication of these. The project was able to put in place a critical foundation of new law that will almost certainly lead to scaling up in the months and years ahead. And finally, the project reduced risks to sustainability at financial, socio-economic, institutional and environmental levels, resulting in a Sustainability rating of Likely.

34. Consequently, the overall project result is rated: **SATISFACTORY.**

1. INTRODUCTION

1.1 Project Background& Context

35. This project was submitted to GEF for funding under the Biodiversity Focal Area, Strategic Objective BD-1:To Catalyze Sustainability of Protected Area Systems. The PIF for this project was approved in November of 2006. The project document was developed based on stakeholder consultations supported by UNDP funds. There was no project preparatory grant (PPG) requested.CEO Endorsement of the project document came in October of 2007 and Government and UNDP signed the project document one month later in November 2007. Project implementation began in January 2008, with the hiring of the Project Manager.

36. The project was developed and was implemented within the context characterized by two important elements: First, Macedonia is a country in transition. This transition and the building of capable national and local institutions is a long-term process still very much underway in Macedonia. Secondly, Macedonia is a candidate country for EU accession, which is the over-riding cross-party policy and political priority in Macedonia. The enormous amount of work to align Macedonia's laws and institutions with those of the EU colors nearly every activity implemented by the Government. It also adds to the workload of already under-staffed Ministries. EU accession also provides strategic incentives for law and policy revision from which this project's work benefitted in the law and policy areas.

37. With respect to the protected area context in Macedonia, the following excerpt (paragraphs 2-3) of the project document summarize this well:

> National legislation, strategies and sector development plans emphasize that one of the key mechanisms to secure this unique biodiversity is the establishment and management of a formal PA network. As a country in transition, Macedonia is currently seeking to align its legislation and the design, planning and management of its PA network with global and European best practice.
>
> The threats to Macedonia's protected areas are primarily linked to: their insecure legal and institutional tenure; the extremely limited skills and capacity of the responsible national environmental and local protected area agencies; illegal development and resource use in protected areas; the general lack of political and civil support for protected areas as an economically viable land use; and the inappropriate management and unsustainable use of protected areas to meet individual protected area agencies economic imperatives. The country is severely under-resourced and under-capacitated in the PA management sector and has had to adopt a utilitarian, focused and incremental approach to addressing the considerable constraints to the effective management of its protected areas.

38. It is in this context that the project was developed and implemented.

1.2. Purpose of the evaluation & key issues addressed

39. This Terminal Evaluation has the following complementary **purposes[2]:**
    a. To promote accountability and transparency and to assess and disclose the extent of project accomplishments.

[2] UNDP Evaluation Guidance for GEF-Financed Projects.

b. To synthesize lessons that can help to improve the selection, design and implementation of future GEF financed UNDP activities.
c. To contribute to the overall assessment of results in achieving GEF strategic objectives aimed at global environmental benefits.

40. The evaluation focused on five key parameters of particular importance to a Terminal Evaluation (TE):Monitoring and Evaluation; IA and EA Execution; Outcomes (results, relevance, effectiveness, efficiency); Catalytic Role.

Table 1. Parameters for Evaluating Project Performance

1. Monitoring and Evaluation
M&E design at project start up
M&E Plan Implementation
2. IA & EA Execution
Implementing Agency Execution
Executing Agency Execution
3. Outcomes
Results
Relevance
Effectiveness
Efficiency
4. Catalytic Role
Demonstration
Replication
Scaling up
5. Sustainability
Financial resources
Socio-economic
Institutional framework and governance
Environmental

41. These five criteria were considered with respect to project formulation (design), project implementation, and project results, as is reflected in the Table of Contents for this evaluation. In addition or as part of this process, the evaluation considered other issues such as: country ownership, partnerships and stakeholder participation; UNDP's comparative advantage, the catalytic role of the project, and impact.

42. UNDP may utilize the evaluation's recommendations and findings, along with any useful supporting materials to help guide future project development and implementation practices. Evaluation findings and recommendations may also inform discussions among stakeholders about possible next steps for other relevant initiatives.

1.3. Methodology of the evaluation

43. One independent expert (hereafter referred to as 'the evaluator') undertook this TE, together with an interpreter. The evaluator elaborated the methodology with the help of detailed guidance provided by the Terms of Reference (see Annex 1) and by the documents entitled: UNDP

Evaluation Guidance for GEF-Financed Projects and by GEF's Monitoring and Evaluation Policy 2010. The evaluation consisted of the following steps[3]: planning, data collection and consideration of baseline and project targets, analysis, report writing and consultation. The methodology used is designed to minimize any bias that may come from using single informants or a limited range of documentation.

44. Planning Phase: The planning phase consisted of an initial documentation review, the scoping out of the main issues, reviewing the ToR and proposing changes, determining the most appropriate mission itinerary, collecting documentation and finalizing logistical arrangements.

45. In order to structure data collection and analysis and guide documentation review, a simple framework of inquiry was developed based upon the main points highlighted in the ToR and in UNDP's newly elaborated guidance for evaluations entitled, "UNDP Evaluation Guidance for GEF Financed Projects." Indeed, the format for this evaluation follows the format recommended in this new guidance provided by UNDP to the evaluator. This framework of inquiry helped the evaluator ensure that relevant issues and questions were discussed with each stakeholder.

46. Data Collection: The data collection phase included two main parts: (i)an in-depth review of documentation, and (ii) stakeholder consultations in person and by telephone. The evaluator worked in Macedonia for six days, meeting with stakeholders each of these six days. Face-to-face consultations were held with stakeholders in Skopje, in the Jasen protected area, in Kavadarci City, and in Novo Selo municipality. These consultations took the form of on-on-one interviews as well as round-table discussions when more than one stakeholder was available to be interviewed. Telephone interviews were conducted with four key stakeholders. In most cases the face-to-face interviews involved the evaluator, an interpreter, and concerned stakeholder(s). See Annex 3 for the mission itinerary and the list of people interviewed.

47. The in-depth review of documentation covered the main elements of the project's documentation, including the Project Document and CEO Endorsement Request, and annual project reports (APR/PIR) and quarterly operational reports. The evaluator also reviewed project outputs, of which there are 56 available in English. Annex 2 provides a list of the documentation reviewed.

48. Validating the baseline and targets: Ideally, the project document describes the baseline, the benchmarks and SMART indicators of success, which the evaluator uses as the main objective tool to assess the project's progress and likelihood of success. This evaluation sought to understand the baseline situation clearly as a basis for viewing the project as a whole. For this understanding, the evaluator relied upon the baseline as described in the approved project document itself (pages 6-26) completed in 2007, as well as upon his own professional experience in similar areas of work in Macedonia around the same time period.

49. Analysis Phase: The project's logical framework included in the approved project document is supposed to enable the project to monitor and the evaluator to evaluate the more substantive impacts of the project in achieving the project's objective.

50. With respect to the logical framework, the evaluator reviewed progress towards the project Objective and each Outcome by assessing two things: a) the status of each indicator based upon the project's outputs, annual reports, quarterly reports, stakeholder interviews and other evidence;

[3] Although these steps are largely taken in chronological order, it was an iterative process.

and b) the impact of the outputs as evidenced by actions taken by stakeholders in Macedonia to adopt them and/or to use them.

51. In line with GEF guidelines, the evaluator used the evidence available in order to provide ratings for *M&E* (design and implementation), *IA and EA Execution, Outcomes* (in terms of relevance, effectiveness and efficiency), *Catalytic role*, and *Sustainability* (financial, socio-political, institutional/governance and environmental). For the important step of providing ratings for the effectiveness of each Outcome, the evaluator compared indicator targets with actual levels achieved by project end. Another factor taken into account was evidence of *momentum* associated with the project's impact going forward.

52. Evidence. GEF guidelines require that *sufficient* and *convincing* evidence be collected to support each finding of the evaluation, notably with regards to results. The evaluator sought to collect independent, verifiable evidence in the time allowed.

1.4 Structure of the Evaluation& Evaluation Team

53. The structure and contents of this report are designed to meet the purposes of this medium size project evaluation and satisfy the information needs of the report's intended users. The structure of the report follows the structure recommended in the newly developed "UNDP Evaluation Guidance for GEF-Financed Projects."

54. The composition of the evaluation team for this medium-size project terminal evaluation was the following: 1 evaluator and 1 translator. The evaluator's background, experience and skills are appropriate and lend additional support to this evaluation, apart from the stakeholder input and evidence provided in the form of reports and studies. The evaluation team was gender balanced (male evaluator, female translator). The evaluation team interviewed all stakeholders in the absence of project or UNDP staff.

1.5. Ethics.

55. Attached to this report is a 'Code of Conduct' form signed by the evaluator (See Annex 7).This evaluation was undertaken per the "**UNEG Ethical Guidelines for Evaluations,"** including deliberate consideration of the obligations of evaluators, such as:

- Independence. This evaluation was conducted in a way as to be demonstrably free of bias. The exercising of independent judgment is an important element of this evaluation and this evaluator sought to ensure that the evaluation was not unduly influenced by the views or statements of any one party.

- Impartiality. This evaluation seeks to give a balanced presentation of strengths and weaknesses of the project, taking due account of the views of a diverse cross-section of stakeholders. To do so, the evaluator strove to: (a) operate in an impartial and unbiased manner at all stages of the evaluation; (b) collect diverse perspectives on the subject under evaluation and (c) guard against distortion in their reporting caused by their personal views and feelings.

This evaluation was conducted in such a way as to ensure the rights and confidentiality of persons interviewed. No person is quoted by name in this evaluation, and all evaluation interviews were conducted in the absence of project and UNDP-Macedonia management.

- Credibility. This evaluation emphasizes the importance of being credible and being based on reliable data and observations. The evaluation seeks to demonstrate consistency and dependability in data, findings, judgments and lessons learned; and seeks to reflect appropriately the quality of the methodology, procedures and analysis used to collect and interpret data. The evaluator endeavored to ensure that the evaluation is accurate, relevant, and timely and that it provides a clear, concise and balanced presentation of the evidence, findings, issues, conclusions and recommendations.

- Conflicts of Interest. This evaluator has had no involvement in or responsibility for the design, implementation or supervision of the project.

2. PROJECT DESCRIPTION AND ITS DEVELOPMENT CONTEXT

2.1. Project start and duration

56. The project entitled, "Strengthening the Ecological, Institutional and Financial Sustainability of Macedonia's Protected Area System" became operational in January2008 with the establishment of the project office and selection of project staff. The Project Board adopted the work plan and the 2008 budget in February 2008. In March, the inception workshop was held to set the necessary ground for the project implementation. The UNDP/GEF BD Technical Adviser attended the workshop. As part of the inception, visits to the pilot sites were organized. Recruitment of the key experts was initiated at the end of March.[4]

57. The Ministry of Environment and Physical Planning (MEPP) executed the project, in partnership with UNDP through the national execution modality. The total budget of the project is US$ 5,161,000 (GEF: $1,000,000 & Co-funding: $4,161,000).

58. Accession to the EU is at the core of Macedonia's development agenda. The shared common vision within the country for joining the EU generates the necessary momentum for political, economic and social reforms and contributes to building consensus on important policy issues across ethnic lines and political divides. Acceding to the EU represents tremendous opportunity, but also challenges due to the country's economic standing and capacity constraints.

59. EU accession defines the development context in which this project was developed and implemented and indeed this project's work helped Macedonia to improve its compliance with several EU accession requirements. The project context is also defined by UNDP-Macedonia's CPAP as discussed later in this report.

2.2. Problems that the project seeks to address

60. The problem(s) the project is designed to address are inherent in the wording of the project's objective as well as the project's definition of the main barriers preventing stakeholders from achieving the objective. The primary problem definition underlying the rationale for this project can be phrased in different ways, but settles essentially upon the following: "Biodiversity conservation within PA in Macedonia is hampered by a number of law, capacity and planning

[4] Quarterly Operational Report (January – March 2008)

barriers that prevent stakeholders from consolidating, expanding, and effectively managing the PA estate in Macedonia."

61. Other underlying issues the project sought to address include: a) The old PA network was not "designed" in any strategic sense to incorporate a representation of Macedonia's biological diversity. Macedonia needs to become more systematic in the planning of its PA system; b) Existing governance mechanisms for PA were inadequate; new forms of PA need to be introduced and new governance mechanisms tested and refined; c) Policy and legislation need to facilitate the establishment and management of both conventional and new types of PA; d) New financing sources for PA need to be pursued and existing sources consolidated and increased. And finally, PA in Macedonia did little to demonstrate their value and effectiveness through better monitoring and evaluating of their work and its impact and the application of ecosystem services valuation exercises.

62. When the project was developed, existing multi-lateral and bi-lateral funding tended to focus on specific protected areas and or species rather than a whole PA system and the strength of the system. Unfulfilled funding gaps and needs therefore existed for the implementation of activities to create and/or strengthen key systemic pieces of the PA puzzle, particularly the critical "foundational" activities that were funded by this project.

2.3. Project Goal, Project objective, Primary outcomes and related outputs

63. The **project *goal*** is to conserve the biological diversity of Macedonia by strengthening the management effectiveness of country's protected area system. The **project *objective*** is "a comprehensive, representative and effectively managed national protected area system is in place."The project aimed to achieve its objective through the realization of three outcomes and related outputs:

Outcome 1: A representative national PA system is designed.

Output 1.1: The biodiversity data for Macedonia is collated into a consolidated database, and integrated into the national Environmental Information System.

Output 1.2: A national ecological network is designed to link environmentally important areas and endangered habitats.

Output 1.3: Directions for a national protected area system are developed.

Outcome 2: Improved systemic and institutional capacity provides the enabling framework for establishing and managing a representative PA network.

Output 2.1: Effective institutional models for PA management are identified and implemented.

Output 2.2: Norms and standards for PA management planning are developed

Output 2.3: Options to sustainably finance the management of the PA network are developed and implemented.

Output 2.4: The capacity of the MEPP to support PA establishment and management planning processes is developed.

Outcome 3: PA establishment and planning processes field tested and replicated across the PA network.

Output 3.1: Secure the legal and institutional tenure of Tikvesh Strict Nature Reserve and Matka Canyon Natural Monument and document lessons learnt.

2.4. Main stakeholders

64. The project stakeholder list below is excerpted from the project document, which also summarized anticipated roles and responsibilities of stakeholders in project implementation. The project's main stakeholders at the national level are the MEPP and in particular the Administration for the Environment of MEPP and its Sector for Nature Protection. The MEPP's Sector for the European Union also played an important role in project activities and had a real interest in the project's work relevant to Macedonia's EU accession work. Civil society stakeholders were envisioned by project formulation to play a crucial role in the project's work.

65. Also important at the national level were other governmental organizations, Universities and national-level NGOs, where much of the expertise in biodiversity-related fields exists in Macedonia. This included the Museum of Natural History, the University of St. Cyril and Methodius, NGOs such as the Macedonian Environmental Society, which is a grouping of academics and professionals in the field of biodiversity work, including GIS.

66. At the local level, the project's main stakeholders were municipal environmental program staff and departments across the country, from the capital city of Skopje to regional centers such as Kavadarci, to small rural municipalities such as Novo Selo, located in the far southeastern corner of Macedonia. The UNDP country office plays the key role in project assurance with support from UNDP's regional office for Europe and the CIS (RBEC).

Project Stakeholder List –
Ministry of Environment and Physical Planning (MEPP) Department of EU (Legislation and Standardization) Environmental Information Centre Office (Administration) for Environment/Department of Nature: Unitof Natural Heritage Protection Unit of Biological Diversity Unit of Spatial Planning within the protected areas and biodiversity State Inspectorate for Environment Agency for Spatial Planning Agency for Pastures Green MPs Lobby Group (Members of Parliament) Ministry of Agriculture, Forestry and Water economy. Department of Forestry (participated in all consultation events with regard to the Studies and Management Plans for the 4 pilot areas) Parliament/ Commission for EU/Commission for Transport, Communications and Environment
Public Institutions: National Park Galicica; National Park Mavrovo; National Park Pelister
Public Enterprise (PE): PE Macedonian Forests (participated in all consultation events with regard to the Studies and Management Plans for the 4 pilot areas; PE for managing the Multipurpose Area Jasen
Local Government: City of Skopje, Environmental Protection Department; Municipality of Saraj; Municipality of Kavadarci, Environmental Inspection Department Municipality of Novo Selo, Office of the Mayor, Municipality of Strumica, Municipality of Bosilevo and Municipality of Vasilevo Association of the Municipalities/Committee for Environmental Protection
Academic and Research Institutions University of St Cyril and Methodius/Faculties of: Natural Science; Agriculture and Food

Production, Forestry Institute of Biology Macedonian Museum of Natural History
NGO's: Macedonian Ecological Society (MES) Bioeko, Eco Mission, Forum of Young Ecologists, Ursus Speleos, Fagricom, DEM (Macedonian Environmental Movement), Peoni, IZVOR -Kratovo and Macedonian Green Centre
Donor agencies: EU, Swiss Agency for Development and Cooperation, KfW, Italian Government, USAID, ADA, UNDP, JICA, World Bank, GEF–SGP

3. FINDINGS

3.1. Project Formulation

A. Analysis of LFA (Project logic/strategy; indicators):

Does the logical framework or hierarchy make sense as represented by the project's goal, objective and main outcomes? Is the wording of the objective clear and unambiguous?

P**roject *goal***: to conserve the biological diversity of Macedonia by strengthening the management effectiveness of country's protected area system.

P**roject *objective***: a comprehensive, representative and effectively managed national protected area system is in place.

Outcome 1: A representative national PA system is designed.
Outcome 2: Improved systemic and institutional capacity provides the enabling framework for establishing and managing a representative PA network.
Outcome 3: PA establishment and planning processes field tested and replicated across the PA network.

67. The project's logical hierarchy is shown above. The logical flow from goal to objective to outcomes (and reverse) is clear. The objective is clear and unambiguously worded. The outcomes are phrased so that they logically could produce the objective with one caveat: Outcome 1 states that a representative system will be "designed" but omits "adopted as official policy" or some similar wording. This kind of impact would be required to achieve the objective, which is to have a system "in place."The evaluation finds the logical hierarchy as written above to be sound. Whether it has proven to be feasible during implementation is another question discussed under the Results section (3.3.) of this report.

68. In any GEF project, proponents must describe the baseline situation relevant to the project, which serves as the foundation for the logic of the project design and the elaboration of a SMART logical framework. A well-defined baseline is key to justifying the need for the project (i.e. how the project will improve upon this baseline situation) or what is strong and/or weak with respect to the baseline situation. Equally as important, it is key to facilitating the measurement of results and key to better understanding the importance or significance of the results by providing a baseline scenario with which to compare.

69. A solid baseline description for this project would ideally be an analysis of the "baseline project" relevant to creating and strengthening the network of PA in Macedonia, with an analysis of strengths and weaknesses and a solid understanding of legal requirements and processes.

70. The prodoc's baseline analysis is for the most part adequately described and analyzed in the project document with two notable exceptions or gaps: A) the main steps, funds, and time needed to go through the re-proclamation process for a protected area; and B) an exploration of what the words "PA network" meant and could mean in the Macedonian context. Neither one of these is described or analyzed sufficiently in the baseline. This gap becomes particularly important

because it is manifested in unrealistic indicators in the results framework, an issue discussed in detail under Section 3.3. Points A and B are elaborated in more detail below:

A. What is the baseline process for re-proclaiming a protected area in Macedonia? This seems to be a rather important question for the project preparatory process to answer clearly for their first objective-level indicator places the very high mark of 79 PA being proclaimed formally by the end of the project. There is no such analysis, which resulted in an unrealistic indicator for this work.

   The evaluation considered this in some detail and produced Box 1 below in order to understand more about the impact of the project's outputs in this area. This is discussed in more detail under Section 3.3.The steps in Box 1 are presented here in this section in order to illustrate the importance of understanding these during project preparation. Had these steps been clarified during project preparation, the indicators would have been different. Why? Because once one understands the steps, the next question is "How long does it take to go through these steps?" The answer to this question is at least 2 and more likely 3-4 years according to stakeholders interviewed during this evaluation.

Box 1: Achieving impact with PA establishment and planning processes: a multi-step process.

Step 1: Valorization Study (VS) conducted and completed.
Step 2: VS submitted to the Government.
Step 3: Public hearing on the VS with justifications for the changed land use regime.
Step 4: Draft *Lex Specialis* Law for Re-proclamation.
Step 5: Discussion and adoption of the Law by the Government.
Step 6: Discussion and adoption of the Law by the Parliament.
Step 7: Management candidate develops and submits draft management plan as part of application to MEPP to manage the PA.
Step 8: Reviewed by appointed management authorities for the area; submitted by them to MEPP for approval.

B. Lacking in the baseline is a focused discussion and analysis of what the words "protected area network" meant and could mean in a practical sense, given the unique institutional, policy, and legal context of Macedonia and its strengths and weaknesses and given the new and innovative opportunities the internet provides for building and sustaining new kinds of networks. What if any kind of network or elements of a potential network existed at the time of project development and how does the project define the network going forward? The question of the network, curiously enough received short shrift both in the baseline and in the project's strategic approach.

   Project preparation lacked an analytical overview of PA in Macedonia that was subsequently generated during project implementation in the form of an expert report entitled, "PA in Macedonia – Overview Report." The project also generated an "Institutional Options" report as well, which more fully describes and analyzes the baseline situation with respect to protected area institutions/approaches than the project document did. But by the time these reports were produced the project's logical structure was already in place.

There are hints of this kind of analysis in the prodoc. A short paragraph on innovation (par 86, page 37) seems to summarize the project's approach to this question. It also seems to contradict or at least weaken support for the project's objective:

Macedonia is still in the process of establishing a basic, but solid grounding for the planning and management of its protected area network… However, with a plethora of different management arrangements, and a range of public, civil and private institutions, responsible for individual protected areas, the project will seek to explore innovative institutional mechanisms to more effectively align their activities toward a common national objective. Although global and regional best practice will guide the options for institutional models, it is conceivable that the idiosyncratic and complex institutional history of Macedonia may result in the need to develop a unique institutional arrangement.

71. This paragraph above from the "Innovation" section of the prodoc is seemingly more open to exploration and customization, using phrases such as: "a plethora of different management arrangements" and "the need to develop a unique institutional arrangement."The analysis included in this small section of the prodoc highlights a bit of a contradiction within the project design that emerges in the next section of this report, where indicators are analyzed for their SMART attributes and when the indicator targets are tallied and the results are analyzed under Section 3.3.

Do the indicators as designed in the prodoc serve to strengthen this logical structure with specific, measurable, attributable, realistic and time-bound targets?

72. The results expected by this project are reflected in the results framework (or logical framework) indicators included in the project document. The indicators are clearly stated for the most part, as are baseline and target values. The logical framework's 14 indicators (Table 2a) include four at the objective level, three for Outcomes 1 and 2 each and four for Outcome 3. The long-time standard for indicator formulation in UNDP-GEF projects is that they be "SMART[5]" indicators to facilitate effective monitoring of project implementation, adaptive management, and ultimately to minimize ambiguity when evaluating project effectiveness during a Terminal Evaluation.

73. Table 2a summarizes the SMART attributes of each indicator as judged by this evaluation. The SMART attributes are indicated in the cell next to each indicator and separated by a "-". For example, Indicator #1 is found to be Specific, Measurable and Time-bound or "S-M-T."These findings are closely related to and based upon the analysis of indicators under the Section 3.3 of this evaluation.

Table 2a: Analysis of SMART attributes of project indicators (and corresponding baseline and target values) as designed in the prodoc.

Project Purpose	Indicator	Baseline	Target by End of Project (EoP)	S-M-A-R-T?
Objective: A comprehensive, representative and effectively managed national PA system is in place	1. Increase in number, and extent (ha), of PA formally proclaimed in terms of the Law on Nature Protection	1 12,500ha	79 175,581ha	S-M-T
	2. Increase in number of PA with an effective and properly resourced	3	22	S-M-T

[5] *i.e.*: specific, measurable, achievable & attributable, relevant & realistic, time bound & targeted.

Project Purpose	Indicator	Baseline	Target by End of Project (EoP)	S-M-A-R-T?
	management institution			
	3. % contribution of formally proclaimed PA estate to meeting the country representativity targets	<5%	>50%	S-T
	4. Financial scorecard for national systems of PA.	43.55% -	>55%	S-M-T
Outcome 1:A representative national PA system is designed	5. % of viable populations of endemic and threatened taxa occurring within the formally proclaimed PA network	<15%	25% by year 2 60% by EoP	S-M-A-T
	6. Extent (as a % of total area) of different habitat types/ biome represented within the formally proclaimed PA network	Forest: 6% Dryland/ grassland:2% Mountain: 4% Wetland: 7%	Forest: 10% Dryland/ grassland: 6% Mountain: 7% Wetland: 9%	S-T
	7. % alignment of land use planning and land uses in Macedonia with ecological network requirements	0%	~ 60% alignment of land use planning >40% alignment of actual land uses	S-T
Outcome 2: Improved systemic and institutional capacity provides the enabling framework for establishing and managing a representative PA network	8. Number of protected areas with approved management plans	1	12	S-M-A-T
	9. Total government operational budget (including HR/capital budget) for PA management	<160,000 US$/annum	> 300,000 US$/annum	S-M-T
	10. Increase in competence, levels and standards of the PA institutions.	34	46	S-M-T
Outcome 3: PA establishment and planning processes field tested and replicated across the PA network	11. % increase in competence levels of PA institutions for pilot PA's	34	10% by year 2 40% by EoP	S-M-A-R-T
	12. Number of PA with delegated management institutions	3	22	S-M-T
	13. Number of PA exceeding a minimum baseline METT score of 30	8	22	S-M-T
	14. Additional resources (US$) allocated by GM to fund the re-proclamation processes in other (unfunded) PA	US$ 30,000	US$50,000 by year 1 US$60,000 by year 2	S-M-A-R-T

74. Table 2b contains an overall analysis of the SMART attributes as they relate to this project's indicators.

SMART Attribute	Analysis
Specific:	All 14. The evaluation finds all 14 indicators to be specific in terms of "increase in number" or "percent of" or scorecard values.
Measurable	11 of 14. The evaluation finds that 11 of the 14 indicators are measurable in a practical and easily understood way.
Attributable:	4 of 14. Table 2a above assesses that 4 of the 14 indicators are directly attributable to the project's work. The evaluation finds no evidence that the project was ever going to re-proclaim 79 PA (Indicator #1) for example, or ensure that 22 PA have delegated management institutions (#12). This is a question discussed in detail later in this report under Section 3.3 Project Results.
Realistic:	2 of 14. The evaluation holds "realistic" to mean: "Is the indicator achievable by the project given time allowed and funding resource constraints?" Two of the 14 indicators are found to be realistic. This conclusion is informed by the analysis conducted under Section 3.3: Project Results.

Time-bound	14 of 14. All indicators are time-bound in that the target is defined as "by End of Project." Three of the fourteen indicators break down the targets into 2 different time targets.

75. Summary: The evaluation finds that the project design had the basic elements in place that comprise an adaptive management framework, particularly a project design that enabled adaptive management (*i.e.* an M&E plan, results frameworks, and an outcome focused upon learning lessons and replication of those lessons).

76. However, the project's logical structure, particularly its indicators, would have benefitted from a project preparation that included more analysis and informed understanding of the situation with respect to PA proclamation and the protected area system baseline requirements. The project document lacks evidence of this clear understanding and the project suffered as a result in that the "SMART" attributes of its indicators were diminished, reducing their usefulness as an adaptive management tool.

77. As the sub-title of this section implies, indicators are meant also to help to strengthen and focus the project's design in terms of outputs and activities in particular. This evaluation asked the question "Is there evidence that the project's indicators helped to strengthen and focus the project's design?" The key SMART attributes to consider when answering this question are "attributable and realistic." Project indicators were weakest in this area, with 2 of 14 given these attributes. Therefore, the evaluation finds that there is little evidence that the indicators helped to strengthen and focus the project's design.

B. Risks and Assumptions

78. An assessment of risks and assumptions as set out in the project document and modified at project inception. The inception report serves as the source of information for this analysis. An excerpt of the risk table from the inception report, combined with the TE analysis is included for review in Annex 6. It is referred to here in this section.

79. The project document identifies five risks, which were re-assessed at project inception, with two additional risks added at the same time. The inception workshop re-rated 2 of the 5 original risks, one from "low" to "high" and one from "medium" to "high." In re-rating these risks at inception, the project became a high-risk project, moving from a project with two low, two medium and one high risk to a project with 5 highs, one low and one medium risk. Table 3, drawn from Annex 6, summarizes the change in risk level at inception.

Table 3: Summary of risk changes at project inception.

# of Risks Risk	Number in prodoc	Number at inception[6]
High	1	5
Medium	2	1
Low	2	1

80. The evaluation finds that 6 of the 7 risks were properly re-rated in the inception report. For example, the risk "There will be delays in the drafting and promulgation of regulations/by-laws

[6] Two risks were added at project inception, for a total of 7 risks. See Annex 6 for details.

related to Law on Nature Protection" was rated "low" in the prodoc but changed to "high" at inception. This was prescient, because in fact, there were delays in getting amendments to the LNP approved and there was more to that task than originally anticipated. This only finally happened in the final week of the project's life span, when Parliament approved a whole new set of project-inspired amendments to the Law on Nature Protection. See Annex 6 for more analysis of each individual risk.

81. The project document specifies assumptions in the logical framework. The "Assumptions" column, excerpted below from the project's logical framework is of importance in clarifying the extent to which project objectives depend on external factors.

OUTCOME 1:
Assumptions:
⇒ Organizations with data make this information available for wider dissemination
⇒ The law on the implementation of the National Spatial Plan is drafted and adopted by the GM
⇒ The MEPP and municipalities can enforce compliance with spatial plans

OUTCOME 2:
Assumptions:
⇒ National service providers are available to assist PA agencies in drafting management plans

82. Overall, the evaluation finds the project's risks and assumptions to be weakly linked to informing project formulation of planned outputs and activities. Evidence for this finding includes the following:

- Under Outcome 2, the prodoc assumes that "National service providers will be available to assist PA agencies in drafting management plans." It assumes that the capacity to support management planning exists within Macedonia. This is again a curious assumption given that PA management in general was in its infancy in Macedonia at the time of project formulation. Experts and organizations did apply for this work, but not without great effort on the part of the project team to find and collaborate with such service providers.

- The first risk in the risk table in Annex 6 was re-rated at inception. The risk involved the possible delays in revising by-laws and regulations and it was re-rated to "high" from "low." However, the inception process did not modify relevant indicators whose achievement depended in part on these new legal tools being available to practitioners in Macedonia.

Relevant Externalities. The global economic crisis affected the GoM's budget and financing in significant ways. Securing any new significant funding for PA establishment and management (key indicators of the project) under current fiscal constraints was very difficult during the project's lifespan. In addition, there were one early parliamentarian election and local elections during the lifetime of the project. These additional elections affected the project implementation as national and local institutions were focused on the election process two months prior and two months after the elections.

C. Lessons from other relevant projects (e.g. same focal area) incorporated into project implementation:

83. The project calls for incorporating lessons from other relevant projects globally and within Macedonia into PA management planning activities under Outputs 2.2, 2.3 to summarize "selected regional and global samples and best practice/lessons learnt reviews of management

plan formats and processes, and extrapolate relevant best practice for Macedonia's protected areas." The project document also calls for documenting and disseminating lessons learned from the projects work to pilot re-proclamation processes under Outcome 3, Output 3.1.

84. This area of inquiry relates also to the issue of replication. The project document addresses this issue well with a fairly detailed table elaborating its replication strategy by Outcome. The project document states, "The project has been specifically designed to support MEPP in meeting the rigorous PA system planning and re-proclamation requirements of the Law on Nature Protection. The project strategy is thus directed at developing PA system decision-support tools, and documenting lessons learnt at the level of individual PA, to enable the MEPP and other PA management entities to replicate these across Macedonia's remaining protected areas."

85. The project document is thin on specifics – which lessons will be incorporated from which projects or other established set of lessons learned. Instead it calls for project implementation to find these lessons and incorporate them into the project's work. The evaluation finds that the project document's incorporation of lessons learned from other projects to be satisfactory. The high level of emphasis that the project document gives to utilizing lessons learned and to replicating these partially offsets the project document's lack of specifics in this regard.

86. Lessons learned were incorporated into the project's implementation in the sense that the project's primary reports and technical support elements incorporated best practice and experience worldwide into the body of the work and analysis presented within each report. This is evidenced by the technical reports on Protected Area Financing; Payments for Ecosystem Services; and Economic Valuation of Protected Areas. It is also manifested in the reports on: PA Management Plans in Macedonia: Norms and Standards; PA in Macedonia: an Overview; PA in Macedonia: Institutional Options.

D. Stakeholder Participation

87. Project formulation appears to have involved a solid level of stakeholder participation and input. The project document includes a solid stakeholder table with anticipated roles and responsibilities summarized for each. This requires certain level of stakeholder understanding that indicates a satisfactory level of stakeholder analysis.

Project Stakeholder List
Ministry of Environment and Physical Planning (MEPP) Department of EU (Legislation and Standardization) Environmental Information Centre Office (Administration) for Environment/Department of Nature: Unit of Natural Heritage Protection Unit of Biological Diversity Unit of Spatial Planning within the protected areas and Geo-diversity State Inspectorate for Environment
Agency for Spatial Planning Agency for Pastures
Green MPs Lobby Group (Members of Parliament)
Ministry of Agriculture, Forestry and Water economy. Department of Forestry (participated in all

consultation events with regard to the Studies and Management Plans for the 4 pilot areas)
Parliament/ Commission for EU/Commission for Transport, Communications and Environment
Public Institutions: National Park Galicica; National Park Mavrovo; National Park Pelister
Public Enterprise (PE): ▪ PE Macedonian Forests (participated in all consultation events with regard to the Studies and Management Plans for the 4 pilot areas; ▪ Public Enterprise for managing the Multipurpose Area Jasen
Local Government: ▪ City of Skopje, Environmental Protection Department; Municipality of Saraj; ▪ Municipality of Kavadarci, Environmental Inspection Department ▪ Municipality of Novo Selo, Office of the Mayor, Municipality of Strumica, Municipality of Bosilevo and Municipality of Vasilevo ▪ Association of the Municipalities/Committee for Environmental Protection
Academic and Research Institutions ▪ University of St Cyril and Methodius/Faculties of: Natural Science; Agriculture and Food Production, Forestry ▪ Institute of Biology ▪ Macedonian Museum of Natural History
NGO's: Macedonian Ecological Society (MES) Bioeko, Eco Mission, Forum of Young Ecologists, Ursus Speleos,Fagricom, DEM (Macedonian Environmental Movement), Peoni, IZVOR -Kratovo and Macedonian Green Centre
Donor agencies: EU, Swiss Agency for Development and Cooperation, KfW, Italian Government, USAID, ADA, UNDP, JICA, World Bank, GEF–Small Grants Programme

88. The evaluator finds that the table included in the "Stakeholder Involvement" section of the prodoc captures the essence of a typical stakeholder involvement strategy in that it summarizes anticipated roles and responsibilities. In addition, the overall project design is focused in part on increasing stakeholder participation in PA creation and management both at the national and local/municipal level. This is evidenced by the attention the project design places on improving participatory management planning processes.

89. The need to actively involve a wide range of stakeholders is mentioned in nearly every output/activity description under the GEF alternative. Output 2.2: "Norms and standards for PA management planning" was designed to, among many things, "describe the minimum and optimal stakeholder consultation process in the drafting of the management plan." Some outputs focus primarily upon improving stakeholder involvement in PA issues. For example, "Output 2.1: Effective institutional models for PA management identified and implemented" was designed to optimize opportunities for co-management, new partnerships, and cooperative governance structures.

90. Stakeholder participation in project formulation work is rated "Highly Satisfactory." Stakeholder participation as a concept that is incorporated into the project formulation is rated as "Highly Satisfactory."

E. UNDP Comparative Advantage

91. Was UNDP's comparative advantage adequately considered in the project design? UNDP has developed and manages the largest portfolio of GEF-funded PA projects. The experience and capacity that this implies was a significant comparative advantage in developing and implementing this project.

92. Indeed, the content of the project itself and its focus on strengthening PA management draws upon the depth of experience in this area within UNDP's GEF program. In addition, the Small Grants Program's work and experience is an important element comprising UNDP's comparative advantage. The UNDP-GEF Small Grants Programme in Macedonia was consulted during project formulation and some insights brought to bear on the design of this project, particularly with respect to the condition and level of support for municipal-level protected areas in the country.

93. UNDP's comparative advantage is built into the project design in terms of the management/implementation arrangements, which included a management approach around the core assets UNDP-Macedonia's environment program, which has extensive experience in the environmental and nature conservation fields in Macedonia and as a result, has close contacts with partners in the MEPP.

94. UNDP's comparative advantage is apparent in the high-quality expert support UNDP was able to bring to bear in support of the project's implementation. Evidence of this comes from the expert reports reviewed by this evaluation and more importantly from the nearly unanimous praise of the quality of expert assistance by project stakeholders. This praise was offered unsolicited by many during evaluation interviews.

95. UNDP's comparative advantage is evident in the level of cooperation included in the project document with other projects working in the protected area sphere in Macedonia, including the UNDP-GEF Lake Prespa project, the SDC-funded Pelister National Park project and the KfW funded project focusing on the Galicica National Park.

96. There is always room for improvement, and the evaluation finds that UNDP's experience in the PA field could have been more clearly and effectively considered in the design of a project like this. As pointed out above in the "lessons learned" "section c", the prodoc left most of the details of what lessons learned would be considered by the project to the implementation phase rather than incorporating them into the design phase. One recommendation at the end this evaluation explores how UNDP might facilitate improved sharing and learning of lessons across its and others' portfolios.

3.2. Project Implementation

A. The logical framework used during implementation as a management and M&E tool.

97. A project's Logical Framework indicators and targets are meant to guide the project's work planning and to play a central role in its adaptive management approach. In both PIRs ('09, '10)reviewed by the evaluator the project reported progress(or lack thereof) against each Logical Framework indicator. The evaluator finds little evidence that the logical framework was used during project implementation as a management and M&E tool, adjusting its work priorities

based upon which indicator seemed to be lagging. Although the inception report mentions that changes to the logical framework were made, the evaluator can find no evidence of changes to the logical framework having been made since project approval. The indicators included in both PIR are the original prodoc indicators.

98. While the annual PIR process summarizes progress on the logical framework indicators, it reveals little in terms of whether and how the project's work planning was results-based. Reporting of results by the project manager was linked to project indicators in the first two years, but it appears to be only a perfunctory link – not a deep and influential integration of indicator targets into work planning processes. Evidence for this assertion can be found across nearly every indictor. For example, the original financial scorecard included in the project document has a fundamental error (a miscalculation of the total possible score) that skewed the results, as discussed in Section 3.3 below. This error was never detected during implementation, which leads the evaluator to conclude that little attention was paid to this indicator. Other evidence of "indicator neglect" can be found with Indicator #1, which sets an impossibly high target of 79 PA to be re-proclaimed. The final level of achievement for indicator #1 is 8 PA – a 10% achievement rate when compared to the unrealistic target.

99. Project implementation seems to have continued reporting what on paper were very low achievement figures as the years passed without having this prompt any modifications in project management priorities. The evaluation finds that because these indicator targets were so high, they became almost irrelevant and instead project staff seem to have decided to focus on achieving the best results possible. The evaluation finds that although the achievement rate seems low when compared to the target, it is in fact, quite an impressive level of achievement when considered apart from the target.

100. A review of work plans yields the following insights on the use of the logical framework as a management/M&E tool. For the first year of operation, the project elaborated quarterly workplans of satisfactory quality, specifying activities to be undertaken under respective outputs and outcomes, as well as responsible parties and related budgeting requirements. The workplans were then signed by UNDP and MEPP. Beginning in 2009, work planning shifted to annual workplans, with a slightly different format and a slightly better clarity in presentation for reading and understanding. Workplans through 2010 and the first quarter of 2011 areneatly organized and clearly presented. None of the workplans are linked to log frame indicators. Rather, they are linked clearly to the project outcomes and outputs themselves. The evaluation finds that while the workplans were helpful in planning work to be done and outputs to be generated, they were not helpful to the project team or the Project Board in keeping a clear eye on the overall objective and individual "indicators of success." This is likely one of the root causes of "indicator neglect" described above.

101. The evaluation finds that the project could have taken a more results-based work planning approach – one that links project work to project results as reflected in the project's results framework in a way that is clear and easily understandable.

102. Based upon this section's analysis, combined with the findings in Section 3.1.A "Project Formulation – Analysis of Project Strategy, Logic and Indicators", the evaluation finds M&E design at project start up to be Moderately Satisfactory. The basic M&E plan adheres to standard UNDP practice and is Satisfactory. However, the weak indicator link pushes down this M&E rating to "Moderately Satisfactory."

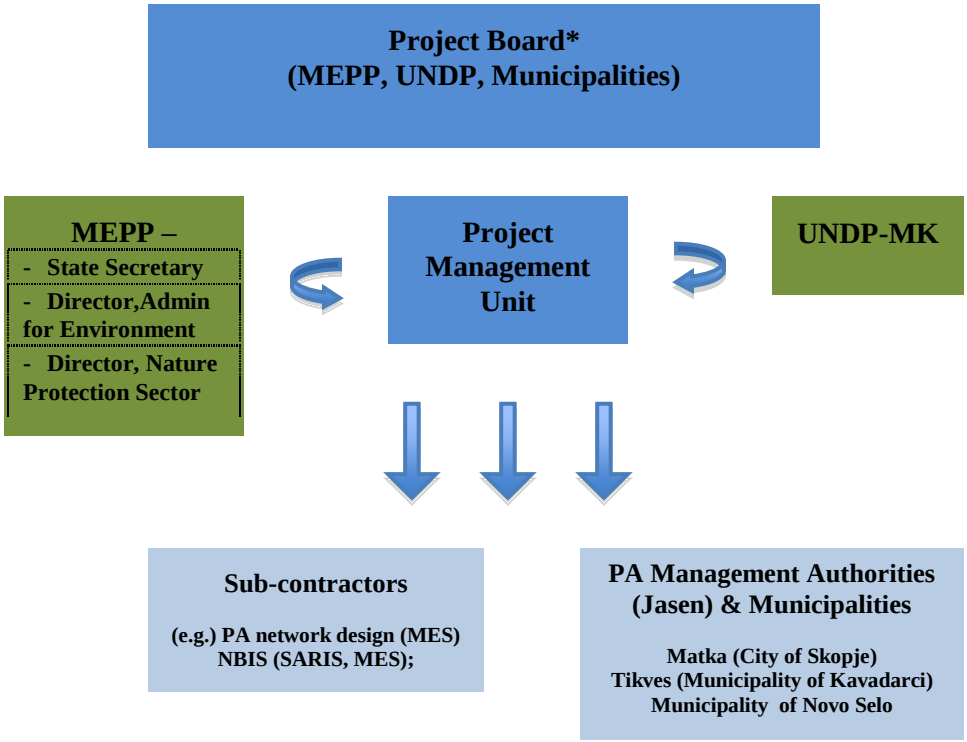
B. Effective partnerships arrangements established for implementation of the project with relevant stakeholders involved in country/region.

103. At the national level, the primary partner was the MEPP, with whom UNDP and the project had a complex, but overall effective and productive partnership. MEPP's Sector for Nature Protection participated to a high degree in almost every project-inspired workshop, field trip, and training session and played a leading role in furthering the drafting and submission of the project's law and policy work. This partnership was critical to project success not only because the MEPP was the National Executing Agency, but because some of the project's most significant results came about as a result of MEPP's own follow-up work in Parliament (the adoption of the newly amended Law on Nature Protection in the last week of the project's lifespan is a key example).Indeed, the evaluation finds this to be an exemplary and productive partnership in this respect. These newly amended laws would not have been achieved without MEPP's own initiative and work in partnership with the project. The "Impact" section of Section 3.3 below discusses in detail the many outputs of the project and the role the MEPP has played or will play in achieving impact with these outputs.

104. This partnership was also somewhat complex in its practical structure and certainly had its challenges. The leadership positions in MEPP reflect the coalition of political parties comprising the current Macedonian Government. This created unusually complex challenges for the project and UNDP in communicating effectively with representatives of different political parties within the MEPP who comprised the critical partnership with UNDP on this project. It is difficult for this evaluation to verify such things post-facto, but interviews with stakeholders point to many times during project implementation when it was a challenge to achieve consensus on project matters within this complexity. This may have slowed project implementation in some cases. Never-the-less, the partnership between the MEPP and UNDP was maintained throughout the project and, based upon the minutes of the final PB meeting in April 2011, concluded on a productive and positive note.

105. Three municipalities were also important partners of the project: the city of Skopje, the Municipality of Kavadarci, and the Municipality of Novo Selo. These three entities participated in and facilitated the project's work to re-valorize and ultimately re-proclaim four protected areas: Matka Canyon, Tikvesh, Jasen, and Belasica Mountain (Kolesino & Smolare waterfalls). Interestingly to this evaluation, these partners started out as being more beneficiaries than partners: each one benefited from project training, and project funds to help conduct field studies and prepare valorization studies and management plans. The evaluation finds them to be partners as well because of the proactive stance each seems to have taken as a result of its involvement with the project.

Figure 1: Project organigram.



106. Some of the project's partnerships came in the form of contracting arrangements with NGOs. The largest sub-contract issued by the project was with a local NGO, the Macedonian Ecological Society, whose members represent a broad cross section of academic and professional circles and other NGOs in the environmental sector of Macedonia. Through this contracting relationship, the project in effect formed a partnership with a broad swath of Macedonian academia and NGOs in doing its work on red-list species, on designing an ecologically representative network of PA across Macedonia, and on developing and designing the NBIS.

107. At local municipal and PA levels, the project's implementation successes were due in part to the high level of support and commitment from partner organizations such as the MEPP, NGOs, Municipalities, and Jasen PA. This finding is based upon what the evaluator has been able to assess through one-on-one and group interviews, reporting documentation, and the results the project was able to achieve in its last year of operation. This evidence points to effective operational relationships between and among key institutions involved.

- ⇨ **In Matka,** the City of Skopje, Department for Tourism is involved in the project's work to create positive incentives and new funding mechanisms for protected areas by developing tourism in and around PAs.

- ⇨ **In Novo Selo,** the mayor as well as the economic development office, were active participants in the project supported workshops. The mayor's office is organizing stakeholders around the Kolesino & Smolare waterfalls protected area site into site management committees in order to participate in PA management going forward.

- ⇨ **In Tikvesh,** the municipal department for environment protection is preparing the management plan for Tikvesh PA for endorsement by the City Council.

108. The project's work directly cultivated the forming of new partnerships and linkages among disparate organizations that normally did not work together in Macedonia. For example, with respect to the Matka PA on the outskirts of Skopje, the Office of Environment for the City of Skopje was very surprised to find out during their work through the project with the Macedonian Museum of Natural History that the City has such a high level of biodiversity. This helped to create new links between the Museum and the City of Skopje.

109. With of the new Law on Nature Protection (LNP) in April 2011, the project's work provides a new legal basis that will empower NGOs and Municipalities to be more proactive in PA establishment and management. In a significant move towards more decentralization, the new LNP gives the right to NGOs and Municipalities to initiate proclamation of a PA. This means a high likelihood for new partnerships being formed between MEPP and municipalities and NGOs in PA establishment and management going forward.

110. In a more innovative and less traditional step towards encouraging more stakeholder engagement, the project has established a social networking site on Facebook page called "Macedonia-Biodiversity Hotspot" as the platform for a national biodiversity photo contest that was held in 2010. The contest has been over for months, but the page lives on due to the continued interest in and engagement by Macedonian stakeholders. The number of photos on the wall of this page now totals over 900. Over 3,200 people have joined the site, nearly all of them from Macedonia. The evaluation finds that the use of the social networking site Facebook is an excellent example of an efficient, stakeholder-centered and sustainable tool to catalyze the awareness raising for project implementation and to generate and share lessons learned.

111. In closing, the project created effective partnership arrangements with relevant stakeholders across Macedonia. These partnerships were central to the project's work. Perhaps more importantly, the project's work through these partnerships, particularly with the MEPP, has created the basis for myriad new partnerships to be formed in PA establishment and management in Macedonia in future years.

C. Finance and Co-finance

112. This section of the evaluation provides the financial particulars of the project, including the extent of co-financing planned and realized. Project cost and funding data is presented, including annual expenditures. Variances between planned and actual expenditures are assessed and explained.

113. The total GEF budget for this project is US$ 1,000,000. Table 4a below summarizes the original budget figures by Outcome from the project document and project expenditures by outcome as of April 2011. Total expenditures as of April 2011 are $963,000 -- a 96% disbursement rate. This will increase to 100% with the completion of this TE and final settling of project accounts.

Table 4a and Table 4b.Planned and Actual Project Budget and Expenditure Summary as of April 2011.

4a. Planned expenditures as shown in the project document (US$):

	Year 1	Year 2	Year 3	Total
Outcome 1	130,000	63,750	5,750	200,000
Outcome 2	134,000	153,500	34,500	322,000
Outcome 3	91,000	132,500	100,500	324,000
Monitoring/learning, adaptive feedback, evaluation	15,000	22,000	18,000	55,000
Project Management	43,000	30,000	26,000	99,000
Total Planned GEF Expenditures by year	**413,000**	**401,750**	**184,750**	**1,000,000**
Planned average monthly disbursements	34,416	33,479	15,359	

4b. Actual Expenditures (US$) as of Terminal Evaluation (April 2011).

Outcome (ATLAS Activity**):**	**2008**[7]	**2009**	**2010**	**2011** (Jan-April)	**Total**
Outcome 1	62,155.94	32,439.21	150,851.93	49,419.89	294,866.97
Outcome 2	9,310.53	71,134.06	37,194.71	47,870.88	165,510.18
Outcome 3	0.00	65,834.41	150,272.43	124,384.81	340,491.65
M&E	962.05	1,448.71	14,327.07	7,707.84	24,445.67
Project Management	38,364.66	43,860.58	46,026.14	10,052.91	138,304.29
TotalActual GEF Expenditures:	**110,793.18**	**214,716.97**	**398,672.28**	**239,436.33**	**963,618.76**
UNDP Contribution:	0.00	0.00	12,366.92	0.00	**12,366.92**
Average monthly expenditures:	9,157	17,893	33,222	59,859	

114. The project began its work at the beginning of calendar year in January of 2008. An analysis of the detailed annual expenditures report per Outcome (Atlas Activity) enables the evaluation to compare planned (prodoc) and actual (expenditure reports) disbursements. Comparing annual figures from Tables 4a and 4b, the reader can see the difference between planned and actual disbursements by year.

115. In Year 1, actual expenditures were a low 27% of planned expenditures; in Year 2 actual expenditures were still low at 53% of planned expenditures. These low expenditure levels are evidence of the significant delays experienced by the project during the first 18-24 months in recruiting consultants and hiring sub-contractors: in other words, in beginning critical project work. The causes of the delay are multiple, as are the reasons for why it took 2/3 of the project period for feedback from standard UNDP project monitoring to identify and solve the problem causing the delays.

116. Based upon discussions with a range of stakeholders and a review of the PIR, the evaluation offers the following diagnosis of the causes of this delay. The causes were multiple and complex, including an under-performing project manager and some inefficiencies in the contract review and approval process within MEPP or UNDP. But the most significant contributing factor to the delay was lost time in unsuccessful recruitment efforts. The newness of what the project sought to do in Macedonia meant that most UNDP-MK and Government staff were operating in unfamiliar territory with respect to designing ToR and recruiting experts in such highly specific,

[7] Minor expenditures totaling $898.13 were made in 2007, largely to initiate recruiting for project positions (advertisements). These costs are included in 2008.

technical areas such as: biodiversity database development, protected area valorization studies, and protected area management planning.

117. Consequently, during the project's first two years, critical recruitment processes, which require many months to conduct, failed to recruit a consultant or contract an organization. Highly specific, technical ToR were developed and posted, interviews held and no qualified and/or cost-effective candidates emerged. This complexity made it difficult to diagnosis "the problem" and propose a solution in less than the 2 years time that the Project Board did so. At the end of the 2nd year, the PB made project personnel changes. This had an almost immediate effect, as is evidenced by project expenditure figures above and in Figures A-C below.

118. The reasons for this are discussed in the adaptive management/M&E section below and are summarized here. With the new project manager on board, changes were made in the procurement strategy and actual expenditures surged dramatically in Year 3, with an expenditure level 216% of planned expenditures for that year. With project implementation on track in year 3, the Project Board decided to extend project duration by 3 months, adding January-March 2011 to the project's lifespan – the first quarter of the project's fourth year (2011). During this 3-month extension, the project expended more than 25% of the budget or US$ 239,436. A fair reading of this surge in expenditures must also acknowledge that part of this increased disbursement was due to the fact that by the end of the second year, most major procurement was completed and the delivery of products happened in the third year.

119. The evaluation chose to portray the annual planned and actual expenditure figures (Figure A and Figure B below) to facilitate a visual comparison. As the reader can see comparing Figure A (planned) and Figure B (actual), the project struggled to expend the level of funds planned in the first two years. In year 3, with a project management change, the project re-bounded and in the last 15 months of the project, expended over 60% of the budget. This is a picture of a 3-year project that was forced into a "sprint to the finish" due to administrative delays during the first two years of its operations.

120. To give another perspective on this, the evaluation calculated and compared planned monthly disbursements vs. actual monthly disbursements. Actual average monthly disbursements in 2008 and 2009 were 27% and 53% respectively (the same as the annual percentages above). It is in the project's third year (2010) that average monthly expenditures hold some interest. In 2010, the average actual monthly expenditure exceeded planned monthly expenditures by 216%. For the first quarter of 2011, average monthly expenditures for Jan, Feb and March were nearly twice the 2010 monthly average – 400% of planned monthly expenditures for 2010.Figure C below illustrates how the project was forced into a "sprint to the finish" as a result of its slow start. This of course is not a desired way to finish a project – a rush to complete major activities. However, conversely, it is impressive that the project was able to reverse course 15 months ago and complete its work only 3 months over the originally scheduled termination date. Other findings related to financial management. The project's management costs, at 138,000, are 38% higher than GEF's management cap of 10% of the total budget.

Figure A: Planned Expenditures (US$)

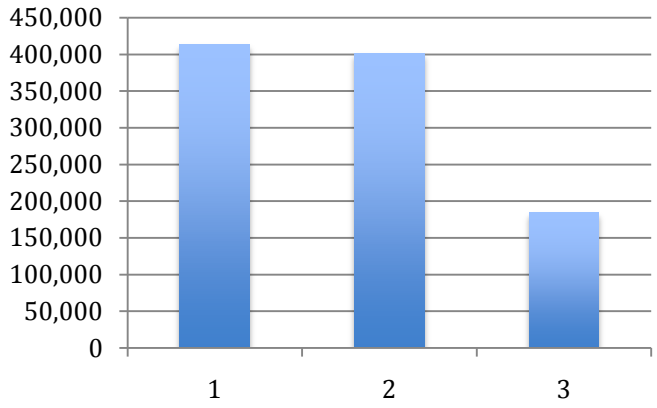


Figure B: Actual Expenditures by Year

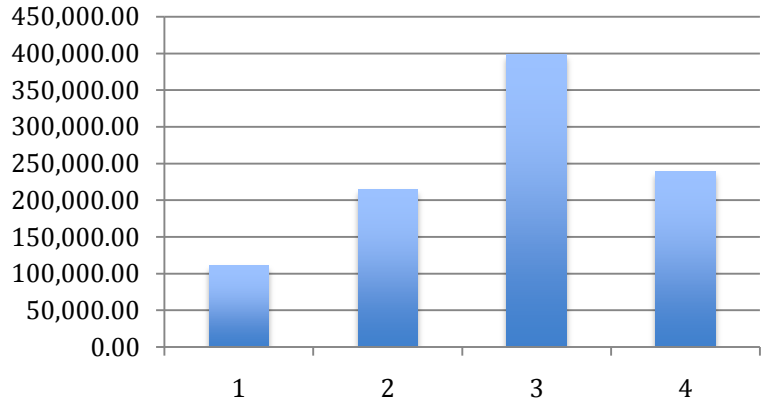
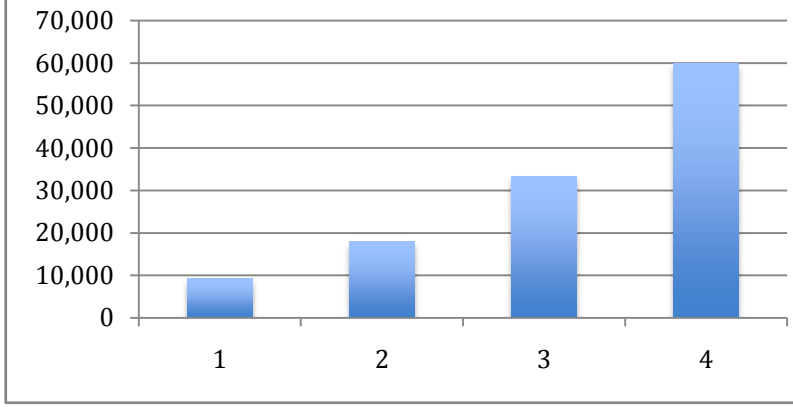


Figure C: Average monthly expenditures by year



121. This evaluation finds the disbursement and expenditure reporting and progress monitoring mechanism of the project to be very much in line with standard UNDP procedures. Appropriate due diligence seems to have been applied in managing the project's finances. This project's finances were managed using UNDP's Enterprise Resource Planning (ERP) system called "Atlas." UNDP-Macedonia finance office makes payments from the Atlas system after the required planning, requisition request and authorization steps are performed. Those steps are:

1. Project Manger and Program Manager develop annual workplan and budget for approval by the PB, UNDP CO (RR/DRR) and GEF Biodiversity Focal Point in Bratislava. With the approval of the annual workplan and budget, there was no need for approval of individual expenditures by MEPP going forward.
2. The Project Manager creates requisitions based upon this budget, and forwards to UNDP.
3. UNDP Procurement raises Purchase Orders (PO) for companies and Human Recourses Associate for SC and SSA, which is approved in the system by the Programme Manager.
4. Using each approved PO, UNDP-Finance in the Country Office creates a voucher that is approved by Program Manager and paid by the Finance manager.
5. For payments under $2,500 direct vouchers are created the project and approved by UNDP Program Manager and paid by finance colleagues.

122. The project is responsible for the daily monitoring of project finances. This system of financial controls allows for the project management to make informed decisions regarding the budget on an ongoing basis and theoretically allows for a proper and timely flow of funds, and for the payment of satisfactory project deliverables.

123. According to UNDP's audit procedures, a project must either: a) expend more than $600,000/year or have expended more than 60% of its total budget before it qualifies for an audit. This project qualified in 2010 for an audit and an audit of the project for the whole implementation period is ongoing currently. Due to UNDP internal procedures[8], the audit report for this project was unavailable during the terminal evaluation period. This can be shared with GEF upon request.

Co-funding: Total co-funding for the project as included in the project document was US$4,161,400.Additional co-funding leveraged since the project document was approved is $5,036,400 for a total co-funding level of $9,230,800.Table 5 below shows planned and actual co-financing commitments. Figures were confirmed through interviews or requests for written confirmation of co-funding expended. See Annex 4 for letters of co-financing confirmation. With these confirmations and the reporting done through the PIR/APR process, the evaluation finds that there was sufficient clarity in the reported co-financing to substantiate in-kind and cash co-financing from all listed sources.

124. Total co-funding confirmed delivered to date as of July 2011 isUS$9,230,800 (including UNDP's US$33,000 financing of the preparatory phase. The total rate of co-financing disbursement as of June 2010 was over 100% of the total planned co-funding level included in the project document.

125. Project co-funding contributed to the achievement of nearly all key project outputs and outcomes. For example, the 1,542,132 in-kind co-financing contributed to the completion of one of the project's most significant achievements, the National Biodiversity Information System (NBIS). On the smaller side, UNDP's US$12,367 cash contribution supported a national workshop on biodiversity, which was also critical in helping to conclude the project's work on the NBIS. These funds were also used to co-

[8] The signed CDR (Combined Delivery Report) for 2010 must be in hand before the audit starts. The final CDRs for signature could be generated only at the end of March or April the following year because information from UNDP-HQ is required prior to generating the CDR.

finance a regional Ministerial conference on biodiversity protection (Macedonia, Serbia, Albania, Montenegro, Croatia, Kosovo) in Mavrovo National Park organized by the Macedonian Ministry of Environment.

Table 5: Status of Project Co-financing

Type of Partner or Contributor (including the Private Sector) Cash Co-financing - UNDP managed	Name of Co-funder	Amount used in Project Preparation	Amount committed in Project Document	Additional amounts committed after Project Document finalization	Total Confirmed Disbursement by end of project
GEF Implementing Agency	UNDP	$33,000	$0	$12,366	$45,366
Cash Co-financing – Partner Managed					
Government	MoEPP	$0	$198,000	$0	$198,000
Bi-lateral	KfW Investment Bank	$0	$1,074,000	$1,114,840	$2,188,840
Bi-lateral	SDC Agency	$0	$796,000	-$496,000	$300,000
Bi-lateral	Italian Government	$0	$2,000,000	$102,460	$2,102,460
	Municipality of Skopje	$0	$25,000	$658,142	$683,142
	Macedonian Ecology Society	$0	$0	$1,542,132	$1,542,132
In-Kind Co-financing		$0			
Other national entities	National Park Mavrovo and Municipality of Mavrovo/Rostushe	$0	$0	$2,102,460	$2,102,460
Government	MoEPP	$0	$68,400	$0	$68,400
		$0	$0	$0	$0
Total Co-financing at Project End		$33,000	$4,161,400	$5,036,400	$9,230,800

126. The evaluator finds the timeliness and efficiency of the project's financial planning and management efforts to be Satisfactory. This finding was achieved through great effort by the project team in the last 15 months of the project: had the project continued down its low-delivery path of the first two years, it would have been unable to produce its outcomes and outputs. Evidence supporting this finding comes from PIRs submitted annually, from the expenditure reports, and from the evidence.

127. **Cost effectiveness:** With respect to cost effectiveness the project complied with the incremental cost concept and mandate of the GEF. The evaluation finds, that as indicated in the prodoc, GEF funds were used to finance additional activities that would not have taken place without GEF funding. The project funded many "firsts" in Macedonia with respect to building a solid foundation for effective PA management going forward. The project also secured co-funding and associated funding to complement GEF's incremental funding, as discussed above.

128. The project didmorein certain areas of its work then was envisioned in the prodoc, at no extra cost. In many cases, the project team asked the question, "What else can we do to further strengthen the output or improve the result of this activity?" For example:

- With respect to law and policy, the seventeen by-laws drafted and included in the revised LNP were not in the project document. These were a new and additional specific tasks for the project.

- The prodoc called for two pilot areas (Outcome 3); the project demonstrated re-valorization and management planning in four PA (Matka, Tikvesh, Jasen and Belasica (Kolesino & Smolare).

- The NBIS was expanded in its scope and technical sophistication from what was envisioned in the prodoc to what it is now. For example, the project drafted a Ministerial decree/ordinance endorsing the NBIS was done at no additional cost. This was not in the original ToR.

- UNDP-Macedonia staff in the computer/technical area also contributed directly to the project's work, sitting in on working group meetings and providing valued technical advice and insight to the design of the NBIS. In almost every project activity they did more with less.

- In developing recommendations for the ecologically representative system of PA, the primary contractor Macedonian Ecological Society (MES) created a database in MS Access -- an extremely labor intensive and detailed process. The ToR did not require this but it was deemed to be a necessary and useful step and it was done at no additional cost to the project. This database then contributed to the strengthening of the NBIS.

- There were important synergies in the original prodoc that the project actually enhanced and further developed. These synergies were cost effective – where data sets from one activity fed into another. The previous bullet point above is one example.

  In another example, the project enabled the assessment and evaluation of biodiversity at the national level in Macedonia for the first time. Prior to the project's work in this area, biodiversity data for Macedonia was not synthesized in one place. This work on biodiversity data assessments and Red List data fed into the project's re-valorization studies in the four pilot PA and into the NBIS.

129. In conclusion: The project faced significant challenges in disbursing all of the funds as planned and indeed the project duration was extended by 3 months to enable it to complete its planned activities. UNDP's financial monitoring mechanism used by this project did support a proactive management effort. Indeed, it was financial monitoring that highlighted ongoing low delivery rates and led to the change in project management at the end of year 2. The evaluation finds the project's financial management and planning to be Satisfactory.

D. M&E activities used for adaptive management.

130. Applying adaptive management involves changing project approaches and methods in response to new or different information obtained through day-to-day monitoring of project experience.UNDP monitored the project's performance using several tools, including the annual work plan, annual Project Board meetings, quarterly delivery reports, Environment cluster meetings every 2 months at UNDP; the Atlas budget, which is possible to check any time; and frequent, informal interactions among the PM, MEPP, and UNDP staff. Table 6 summarizes the reporting requirements of the project.

Table 6: Reporting requirements of the project:

Type of Report	Provide the necessary information for monitoring?
Project inception report	One-time report. Provides a basis for solid launching of the project and as a reference for monitoring and evaluation.
Annual workplan	Important daily/monthly monitoring tool. Project workplans lacked a link to the project's indicators of success.
Project Implementation Review (Annual)	UNDP's premier annual monitoring tool. In this three-year project, only two were produced during the lifespan of the project, reducing its usefulness to monitoring in support of adaptive management during a three-year project.
Quarterly reports from PM to UNDP, and Project Board Members	Very brief "status reports" during 1st half of project. In the second half they are much more detailed. Again, not linked to indicators – task based, they did not facilitate strategic monitoring by the PB or UNPD.
Monthly reports from PM to UNDP; Informal interactions	Provide a more "real-time" view into the project's work and adaptive management approach.
Atlas financial management system - UNDP	Allows for any-time check-up on project finances.
Terminal Report	Completed during the Terminal Evaluation; Focuses more on next step recommendations.

131. *Project Implementation Review (PIR):* The main reporting mechanism for the project is the annual Project Implementation Review (PIR), which is as much of a monitoring process as it is a reporting document. The project has produced two PIR reports (2009 and 2010). The PIR is meant to be an important tool to help projects apply a results-based management approach to implementation. For example, the PIR requires project teams to report on progress vis-à-vis the project's logical framework indicators and report against larger impact targets for GEF's overall strategic priorities.

132. The two PIR reports produced are of good quality, sufficient level of detail, except for the log frame indicators, which seem to have had little time or effort spent on them. Given that the project was woefully behind on many of the indicator targets, the evaluator would expect notes explaining why and how the project sought to remedy the problem. In the 2010 PIR, the UNDP-CO does comment on the indicators and how they should be changed but there appears to have been no follow-up:

> In addition, the slow process of adoption of the laws in the Parliament caused by ongoing intense legislative reform is further contributing to the changing country context. This is directly affecting the achievement of the target level of some of the indicators by the end of the project and therefore they should be revised and made more realistic and achievable (for example: increased in number, and extent (ha), of PA formally proclaimed in terms of the Law on Nature Protection from 1 PA and 12,500 ha to 79 PA and

175,581 ha respectively; Increase in number of PA with an effective and properly resourced management institution from 3 to 22; Number of PA with approved management plans from 1 to 12).

133. Unfortunately, by June 2010, it was too late anyway to modify the indicators, since the project was already 30 months into its 36-month duration. This should have happened within the first six months of the project. The inception report does mention that some indicators were modified, but then includes no modified indicators in the report and the evaluator could find no evidence that the indicators ever were modified. Because the project team began its work in March of 2008, a PIR for 2008 was not developed. Instead the project waited 18 months to prepare its first PIR in 2009. This may result in a lesson being learned about relatively short duration projects.

134. *Quarterly Reports from the PM to UNDP:* In the first two years of the project, quarterly reports from the PM were extremely brief, half-page, bullet point updates designed to inform in a time-efficient manner, but not designed to facilitate monitoring of the overall status of project progress vis-à-vis the three year time frame and project progress vis-à-vis its indicators of success. In the third year of the project, quarterly reports became a bit more detailed. But none of the quarterly reports provide a solid basis for monitoring and informing adaptive management by linking their reporting to the overall workplan, to the project's indicators of success in order to give the reviewer a clear sense of the strategic context and timeline of the report. Indeed for a three-year project, there is a strong argument to be made to shift from quarterly to bi-monthly reports to better support more timely adaptive management.

135. *Bi-weekly informal updates from Project Manager to UNDP*. The PM took part in UNDP-MK's bi-weekly team meetings to solicit feedback about the priority issues of the week or month. Useful, but not as results oriented as they could be if a simple results-reporting monitoring framework was put into place.

136. Evidence points to the timely monitoring of the project's work using standard UNDP reporting and monitoring tools. The content of the reports reflect a robust focus on tasks but lack a results-based perspective. The evaluator finds these reports to focus more on activities and outputs and less on questions such as "Are we achieving our objectives? Are we meeting our indicators?" This was the case during the first two years of the project and during the third year after the project management change. This lack of strategic perspective is a weakness in UNDP's overall monitoring and oversight of the project.

137. Despite this weakness, evidence shows that M&E activities supported adaptive management of the project. The project struggled to deliver on its work plans and projected expenditures during the first two years of operation. Does this mean that the project did not practice effective monitoring and adaptive management during this time? The evaluation considered this question carefully, concluding that the evidence shows that the project has applied adaptive management in its work to date. Some examples of the project practicing adaptive management include:

- The "Risks" section of the prodoc was modified during project inception in response to changing levels of risk. For example, the rating for the "risk of delays in drafting and promulgation of regulations and by-laws related to the Law on Nature Protection" was changed from low to high. The result: more time and effort spent focusing on legal and by-law issues by the project.

- Oversight/management by UNDP of the project management unit. UNDP monitored the delivery rate of the project from inception onwards. Despite this fairly active proactive management, the project lost months of time to failed recruitment processes. Problems with finalizing ToR and finding qualified candidates based upon those ToR delayed recruitment as well as disbursements considerably as discussed above in the finance section of this report. Cause and effect for the delays was difficult to ascertain and it took time to learn the lessons associated with effective recruitment. However, in the

end the decision was made to change project management. The result: New management took over at the end of Year 2, resulting in dramatic increases in project efficiency and progress during the third and final year of project implementation.

138. The evaluation considered the steps UNDP and the PB took to rescue the project from two years of under-delivery. This was the most important point for the project as it either had to change course (apply adaptive management) or be terminated. The project began its work in Jan 2008. The project lost many months to failed recruitment efforts and incomplete tendering processes. By June 2009, UNDP had notified the Project Board and the Project team that the project was lagging behind based upon monitoring of delivery rates, project progress, and tendering and recruitment levels. Adaptive management action was delayed in part by the time it takes to go through the lengthy tendering and recruitment procedures and to realize that they have been unsuccessful. By the end of 2009, UNDP and the Project Board changed project management with rapid positive results. The evaluation finds this to be solid evidence of slow but effective adaptive management. The evaluation rates M&E plan implementation "Moderately Satisfactory."

Execution modalities/Implementation and management by UNDP country office/Coordination

139. UNDP and Government of Macedonia executed this project under UNDP's "National Execution" modality[9]. The prodoc's implementation arrangements section describes it this way:

> The project will be implemented over a period of three years. Project execution will adhere to UNDP national execution (NEX) project requirements. UNDP is the Implementing Agency (IA) for the project. The MEPP will serve as the National Executing Agency (EA) responsible for project implementation. The EA is accountable to the focal point and UNDP for the government's participation in the project. Working closely with the EA, the UNDP Country Office (CO) will be responsible for: the recruitment and appointment of the Project Manager and of an Administrative Assistant in consultation with MEPP; overseeing project budgets and expenditures; project evaluation and reporting; result-based project monitoring; and organizing independent audits to ensure the proper use of UNDP/GEF funds. Procurement, recruitment, financial transactions, auditing and reporting will be carried out in compliance with UNDP procedures for national execution, based on the Agreement for Provision of Support Services (APSS) signed between UNDP and the MEPP.

140. With the APSS, UNDP in effect became the primary executor of this project and was responsible for financial management, procuring equipment and recruiting project staff and consultants. As the EA, the MEPP was still responsible for ensuring smooth project implementation. This set the stage for some inefficiencies in project execution, with many delays on the approval of terms of reference, and contract language for major initiatives.

141. In Macedonia, when a Minister changes many other positions within that Ministry also change. This turnover in the MEPP happened just before this project began implementation. This kind of turnover hampered project implementation in the early stages of its work in two ways: First, the new people in positions of authority in the MEPP represented different parties coming from the newly elected governing coalition. This created political complications within the Ministry that likely affected the MEPP's role as the EA for the project because it hampered MEPP's ability to speak with one voice on project issues on a daily basis.

142. Secondly, new people in key posts at MEPP were not yet trained in or familiar with how UNDP works or how "incremental" GEF funds can be spent. The result was a mismatch between what GEF incremental funds and UNDP procurement rules were able to deliver and what some government counterparts expected initially. This seems to have extended the delays in the first 18 months of the project. It also contributed to feeling of reduced ownership on the part of Government counterparts. These are two major risks to the project that were not identified.

143. In a factual sense, project implementation proceeded according to standard UNDP policy. But the evaluation finds that UNDP struggled to facilitate coordination in the MEPP's politically dynamic context during the first two years. This may have been in part due to the fact that UNDP sought to minimize its own micro-management of the project, choosing to let the project team do their work. Indeed UNDP staff may have felt it unnecessary at the time since they had worked with MEPP intensively on other UNDP and GEF projects and felt they knew the Ministry well. This is perhaps an important lesson from this project: that in a young dynamic democracy like Macedonia, government institutions can change dramatically on the basis of one election. This was one of the causes of the delay during the first 2 years of the 3-year implementation period.

[9] The project was developed before UNDP adopted a new complex management and oversight system. Many of the terms in this analysis come from that new system, such as "Project Board." In the prodoc, this is called the project oversight committee. This transition to the new management and oversight approach at UNDP during this project's implementation period may have contributed to some inefficiencies in this area.

144. A Project Board (PB) served as the primary project coordination and oversight body of the project. The PB served as the steering committee for the project and was comprised of one representative from each of the following organizations: MEPP in a role of an Executive, UNDP in a role of a Senior Supplier, and local municipality of Kavadarci and the City of Skopje in a role of Senior Beneficiary. The evaluation found that the Board met annually, rather than "bi-annually"[10] as indicated in the prodoc. This is curious since the project obviously needed more frequent help and facilitation during its short lifespan.

145. As stated in the Prodoc, the PB's "role will include: (i) providing technical input and advice; (ii) overseeing project implementation; (iii) approving any major changes in project plans; and (iv) facilitating the implementation of project activities in their respective organizations." Through the minutes of the PB meetings and interviews with PB members, the PB seems to have fulfilled these anticipated roles. For example, in each PB meeting minutes, the PB approved the Annual Work Plan & Budget for 2008, 2009, 2010, and first quarter of 2011 as prepared by the Project Manager.

146. At the regional level, UNDP played the key role of "project assurance" in project implementation. The UNDP Regional Technical Advisor played this role primarily by overseeing the PIR finalization process annually. In terms of standard M&E oversight, UNDP has ensured that the project adheres to basic monitoring and reporting requirements in the M&E plan and that satisfactory periodic progress reports, particularly the PIR, are prepared and submitted. The evaluation finds the two PIRs to be of satisfactory quality in the documents themselves. The evaluation finds that more attention could be paid to the process aspect of the PIR tool – the process of filling in the forms every year could be a more useful adaptive management/learning exercise. Feedback to this evaluation stated that the PIR process was seen more as a "chore" than a valuable opportunity to reflect and adaptively manage.

147. Evidence points to execution and implementation that initially faced significant challenges but in year three shifted into "high gear" becoming both effective and efficient. Simply put, the project struggled to execute during the first two years; in the last 15 months, it literally sprinted to the finish line, producing nearly all of its primary outputs and doing so in way that stakeholders interviewed by this consultant uniformly rated "very good – excellent" in one-on-one and group interviews.

148. The evaluation finds that UNDP has performed satisfactorily in this multi-faceted role of project assurance with one caveat. Project assurance should include a healthy level of attention to strategic-level project implementation issues, particularly helping to ensure that the project team first has achievable and realistic (SMART) indicators to guide their work and second, ensuring that the project team maintains a rigorous link to those indicators in their work planning and reporting. This did not happen in this project, rendering a key tool to support of the project's M&E essentially useless.

[10] Note: "biannually" (one time every two years) is often confused with "semi-annually" (two times/year). The evaluation assumes the prodoc meant "semi-annually" for this 3 year project.

3.3. Project Results

A. Attainment of objectives

149. Beginning first with the objective level and then the three project outcomes, the narrative below assesses the project's progress towards results. This assessment of progress towards results is based on a comparison of the project document's original indicators and targets and the current status of these indicators and targets now, at the end of project implementation. The project struggled with poorly elaborated Objective and Outcome indicators – particularly the indicator targets for end of project. Of the fourteen indicator targets, eight are deemed by the evaluation to be Unrealistic as written and one rated "Unable to assess". This presented a challenge for the evaluation, as some of the most important pieces of evidence for "results" – the indicator target achievement levels – were not available for use.

150. Therefore, the evaluation elaborated supplementary evidence of results at the Outcome level from the project's impressive list of outputs under each Outcome, presented in Part F of Section 3.3, rating the impact of each Outcome's outputs as "Outcomes and Changed Practices" (OCP) on a simplified "Highly Significant – Significant-Not Significant" scale**.**

Summary Progress Towards Results Rating:

- **Objective:** Three of four 4 objective indicator targets are rated "Unrealistic."Based upon the level of actual achievement of each indicator value (not in comparison to the unrealistic targets), the result is rated: **Satisfactory**
- **Outcome 1:**the indicator targets are unrealistic or unable to assess. However, the "Highly Significant" OCP rating merits an overall Results rating of: **Satisfactory**
- **Outcome 2:** the two combined ratings of "Satisfactory" and "Highly Significant" merit a solid overall rating for "Results" under Outcome 2: **Satisfactory**
- **Outcome 3:**the two combined ratings of "Satisfactory" and "Significant" merit a solid overall rating for "Results": **Satisfactory**

The Overall Progress Towards Results Rating for the Project is: **Satisfactory**

Progress toward results at the objective level:

Project *goal*: to conserve the biological diversity of Macedonia by strengthening the management effectiveness of country's protected area system. Project *objective*: "a comprehensive, representative and effectively managed national protected area system is in place."

The project aimed to achieve its objective through the realization of three outcomes.

151. The significance to this evaluation of the logical hierarchy of "project goal" and "project objective" is the following. The project is supposed to *contribute* to the achievement of the project goal, but is not held responsible for this because it should be a larger, broader goal that no single project can accomplish alone. The project is supposed to be held *accountable* for achieving the project objective, which should be phrased in such a way as to enable the project to achieve it.

152. Table 7a examines the objective level indicators of the project. The logic behind these indicators is the following. They are supposed to be written in such a way as to "indicate" achievement of the objective in a neutral, verifiable manner.

Table 7a: Summary of the end of project status of Objective-level logical framework indicator targets excerpted from project logical framework.

Description of Objective Indicators	**Baseline Level**	**Target for end of project**	**Level at end of project**	**Rating**[11]
1. Increase in number, and extent (ha), of PA formally proclaimed in terms of the Law on Nature Protection	1 12,500 ha	79 175,581ha	13 (16.5%) **66,323** ha (37.8%)	UR (rating of target) S (rating of actual accomp-lishment)
2. Increase in number of PA with an effective and properly resourced management institution	3	22	11	UR S
3. % contribution of formally proclaimed PA estate to meeting the country representationtargets	<5%	>50%	38%	UR S
4. Financial scorecard for national systems of PA.	13%	>55% by EOP	38.5%[12]	S

The achievement rate or level of Objective level Indicator #1 is very low –16.5% for the number of PA formally proclaimed and 37.8% for the extent of formally proclaimed protected lands. Indeed, the evaluation finds this not so much to be of an indictment of the project's work as an illustration of the perils of un-realistic indicator targets: in this case the 79 PA and 175,581ha. These were simply far beyond realistic or reasonable, as discussed in the project formulation section above and in Section F below. When an indicator is this unrealistic, it seems unconstructive to penalize the project with a negative rating.

153. Since July 2010 (PIR 2010) five new PAs have been proclaimed as follows: Ploce-Litotelmi (at the end of 2010), Galicica National Park (at the beginning of 2011), Cave 'Slatinski Izvor (Spring)', Prespa Lake, and Dojran Lake (the last three were proclaimed at the end of March 2011). An additional 8 protected areas, including the project pilot areas Matka and Tikves, are in official proclamation procedure.

154. The evaluation sought to provide a fair rating for work done by dedicated project staff and stakeholders. The solution is two ratings: one for the target value and one for the actual accomplishment or result considered apart from the target. For Indicator #1, the evaluation rates this indicator target: **UR** or **Unrealistic**. The actual result is: an increase in the number and extent of PA formally proclaimed from 1 to 13 and from 12,500 ha to 66,323 hectares – a five-fold increase in hectares protected. This increase warrants a **Satisfactory** or **S** rating.

155. With respect to Objective Indicator #2, the target value of 22 is far beyond what is possible in the Macedonian context, given the multiple steps needed even to designate a management institution, much less make it effective and properly resourced (see "Steps required for PA establishment under Table 11,

[11] HS: Highly Satisfactory; S: Satisfactory; MS: Marginally Satisfactory; MU: Marginally Unsatisfactory; U: Unsatisfactory; HU: Highly Unsatisfactory; UR: Unrealistic; U/A: Unable to assess; NA: Not applicable.
[12] See Annex 8 for scorecard.

Part F below). As a result, again, this indicator target of "22 PA with effective and properly resources management institution" is rated: **Unrealistic** or **UR**.

156. For the actual accomplishment or result itself, a greater than 3-fold increase in the number of PA with management institutions from 3 PA to 11 PA warrants a **Satisfactory** or **S** rating.

157. The Objective Indicator #3 target value of >50% is unrealistic because it is based upon the unrealistic Indicator #1 target for "formally proclaimed PA estate." In the same spirit as the ratings for Indicators 1&2 above, the evaluation considered the actual accomplishment or result itself, which achieved more than a seven-fold increase in the percent contribution of formally proclaimed PA estate to meeting the country representation targets -- from 5% in the baseline to more than 37.8% at project end. In a situation with better indicators, this would be rated a highly satisfactory result. But in this case, because it is still 13 points below the indicator target value of 50%, this is rated **Satisfactory** or **S**.

158. With respect to Objective Indicator #4 the project scored a 70% level of achievement of the target value. Given the significant and relevant externality affecting the Government of Macedonia's finances (the global economic crisis) this evaluation finds that a rating of **Satisfactory** or **S** for this indicator to be reasonable.

159. Considering the evidence presented above, the terminal evaluation finds that the project contributed to the overall goal, and achieved significant progress towards putting a "comprehensive and effectively managed national PA system in place." The project built a solid foundation of revised law, adopted by-laws, NBIS, well-elaborated recommendations for a representative system, and model valorization processes and management planning processes in four protected areas. Such a foundation is absolutely necessary for putting into place a comprehensive and effectively managed PA system. Laying such a foundation is a noteworthy achievement.

Progress towards results at the outcome level:

160. Moving from the objective to the outcome level, the evaluation assesses progress towards results under each of the project's three outcomes. Although mentioned above, it bears repeating here. The evaluation sought first to assess progress toward results by comparing the level of achievement of each indicator at the end of the project to the target levels. Because some of the indicator targets are unrealistic or difficult to assess, the evaluation elaborated supplementary evidence of progress toward results from the project's impressive list of outputs under each Outcome, presented in Part F of Section 3.3. See Part F below for details, but the evaluation asked of each output – "What have stakeholders done or are planning to do with this output? What has been the impact?" Based upon best professional judgment, the evaluator rated the impact of each Outcome's outputs (as a group) as "Outcomes and Changed Practices" (OCP) on a simplified "Highly Significant – Significant - Not Significant" scale**.**

Outcome 1:A representative national protected area system is designed.

161. Table 7b below summarizes the status of indicator targets for Outcome 1.

Table 7b: Excerpt from project logical framework: a summary of the end of project status of logical framework indicator targets for Outcome 1.

Description of Outcome 1 Indicators	Baseline Level	Target Level at end of project	Level at end of project	Rating

Description of Outcome 1 Indicators	Baseline Level	Target Level at end of project	Level at end of project	Rating
5. % of viable populations of endemic and threatened taxa occurring within the formally proclaimed PA network.	<15%	25% by end of year 2 60% by EOP	<44.6%	UR S
6. Extent (as a % of total area) of different habitat types/ biome represented within the formally proclaimed protected area network	Forest: 6% Dryland/ grassland: 2% Mountain: 4% Wetland: 7%	Forest: 10% Dryland/ grassland: 6% Mountain: 7% Wetland: 9%	Forest: 6% Dryland/ grassland: 2% Mountain: 4% Wetland: 7%	UR MU
7. % alignment of land use planning and land uses in Macedonia with ecological network requirements	0	60% alignment of land use planning by EOP >40% alignment of actual land uses by EOP	0%	U/A

162. Indicator #5 seeks to capture biodiversity impact from improved PA network coverage. Unfortunately the indicator is unrealistic as it is linked to Indicator #1's assumptions regarding the extent of the formally proclaimed PA network. Measuring of this indicator was done partially on the basis of selected species and prepared distribution maps. The % of national population of selected endemic and threatened taxa occurring within the formally proclaimed PA network is as follows: birds (41.65 %); mammals (41.60%); amphibians and reptiles (57.73 %), butterflies (59.26%) and grasshoppers (23.80%), for an average of 44.6%.This indicator target is rated **Unrealistic**. Although the indicator target is unrealistic, the indicator level at project end did no change from the baseline. This is rated a **Satisfactory** or **S** rating.

163. Indicator #6 seeks to capture biodiversity impact by measuring coverage of various ecosystems by the expanding PA network. Both of these indicators (5 and 6) are unachievable and unrealistic simply because of the words "within formally proclaimed protected area network."The formally proclaimed network has expanded, but not nearly to the extent envisaged by Indicator #1 target level for reasons described above under Indicator #1.**Unrealistic.**Although the indicator target is unrealistic, the indicator level at project end did no change from the baseline. This is rated a **Moderately Unsatisfactory** or **MU** rating.

164. Indicator #7: This indicator is particularly troublesome as it is very difficult and abstract to measure. Indeed the project team was not clear on how to measure it at the time of this evaluation. The project rates this indicator an "**Unable to Assess**" rating. Because the indicator target is "unable to assess," it is impossible to give a rating because no indicator level at project end was measured.

165. Overall, the evaluation is unable to rate results under Outcome 1 by comparing each end-of-project result to each Indicator target. If the evaluation were to compare the two directly, the rating for each end-of-project result above would be "Unsatisfactory." This would be an unfair rating and would not reflect the true level of project achievements under Outcome 1.Instead, the evaluation did two things: a) It compared the indicator result at project end to the baseline value and assessed level of change; and b) As explained above in the introduction to this section, the evaluation sought additional dimension and supplemental evidence for progress towards results under "Section 3.3, Part F: Impact" below, where the outputs from each outcome are evaluated for their outcomes and impact. The rating of OCP rating for Outcome 1 is: **Highly Significant or HS.**

166. In conclusion for Outcome 1, the evaluation rated Indicator 5 result Satisfactory and Indicator 6

result Moderately Unsatisfactory. Indicator 7 is rated "Unable to Assess." The evaluation considered these three, combined with the supplementary OCP rating. The impressive OCP rating of "Highly Significant." By combining the S and the MU with the Highly Significant, the evaluation is able to give an overall **Satisfactory** or **S** rating for "Results" under Outcome 1.

Outcome 2: Improved systemic and institutional capacity provides the enabling framework for establishing and managing a representative protected area network.

167. Table 7c below summarizes the status of indicator targets for Outcome 2.

Table 7c: Excerpt from project logical framework: a summary of the end of project status of logical framework indicator targets for Outcome 2.

Description of Outcome 2 Indicators	Baseline Level	Target Level at end of project	Level at end of project	Rating
8. Number of protected areas with approved management plans	1	12	1 (8%)	UR MU
9. Total government operational budget (including HR and capital budget) allocation for protected area management	<160,000 US$/annum	> 300,000 US$/annum	212,337 US$ (70%)	HS
10. Increase in competence, levels and standards of the protected area institutions (measured by the Capacity Development Indicator Scorecard – See Annex 9)	34	46	67	HS

168. For Outcome 2 Indicator #8, the low score can be explained by the fact that still the only approved MP is the one for NP Pelister. A second MP -- for NP Galicica -- is in the midst of the approval procedures. The other 6 PA management authorities have to submit the MP in two years time after being appointed. The appointments are pending. This is another clear example of an indicator target that is totally un-realistic. The evaluation rates this indicator target as: "**Unrealistic**" or **UR**. Indeed, had the project preparation process properly understood the lengthy steps required to develop and have a PA management plan approved in Macedonia, this indicator would never have been selected as a useful indicator for a 3 year project.

169. Although the Indicator target for Indicator #8 is unrealistic, the Indicator level at project end did not change from the baseline. This is rated: **Moderately Unsatisfactory** or **MU**.

170. For Indicator # 9, this figure is the MEPP 2011 budget of planned expenditures for nature protection. It reflects a 33% gain in the baseline figure, but falls short of the target by 30% or is approximately 70% of the target level. Considering that the economic crisis is a significant external factor affecting the economies of many countries around the world, the fact that the figure improved at all is noteworthy and impressive. Considering this, a 70% achievement rate is satisfactory.

171. However, the OCP analysis under Part F reveals that the project successfully has enabled the Parliamentary approval of the new Law on Nature Protection, which mandates annual government funding for a "Programme on Nature Protection." This is a significant step forward in increasing the total government operational budget achieved under this Outcome. The evaluation finds this highly relevant to this Indicator #9.**Rating: Highly Satisfactory** or **HS.**

172. With respect to Indicator #10 the project scored a 67% -- 45% higher than the target level. See

Table 8 under Part D below. This is rated **Highly Satisfactory** or **HS**.

173. Overall, the project has achieved a "**Satisfactory**" rating for Indicator targets under Outcome 2. Under Section 3.3 Part F below, the Rating of the OCPfor Outcome 2 is: **Highly Significant.** Combined, the two ratings of "Satisfactory" and "Highly Significant" merit a solid overall "**Satisfactory+"** rating for "Results" under Outcome 2.

Outcome 3:PA establishment and planning processes field tested and replicated across the PA network.

Table 7d: Summary of the end of project status of Outcome 3logical framework indicator targets excerpted from project logical framework.

Description of Outcome 3 Indicators	Baseline Level	Target Level at end of project	Level at end of project	Rating
11. % increase in competence levels of protected area institutions for pilot PA (Capacity Development Scorecard percentage)	34	10% increase by year 2 40% by EOP	67%	HS
12. Number of protected areas with delegated management institutions	3	22 by EOP	8	UR / S
13. Number of protected areas exceeding a minimum baseline METT score of 30.	8	22 by EOP	12[13]	UR/S
14. Additional resources (US$) allocated by the GM to fund the re-proclamation processes in other (non-funded) protected areas	US$ 30,000	US$50,000 by year 1 US$60,000 by year 2	US$ 30,000	MU

174. Table 7d above summarizes the status of indicator targets for Outcome 3.

175. Indicator #11 seeks to measure the improvement in capacity among those PA that are pilot areas under the project. With respect to Indicator #11 the project scored a 67%, a nearly 100% increase over the baseline level. This is rated **Highly Satisfactory** or **HS.**

176. Indicator #12 measures the number of PA with management bodies officially designated. Unfortunately, this is another unrealistic target level, given the time-consuming, multi-step process involved that would enable the MEPP to finally designate a management authority for a particular PA. First each area must be re-proclaimed (legally authorized under the new category). This alone is a lengthy process of fieldwork and stakeholder consultations to re-validate or re-valorize the protected area's values, boundaries. This normally requires many months and not insignificant resources in terms of expert time, travel, and data gathering and synthesizing. With these steps required, the Indicator target level of 22 is far from "achievable" "realistic" and "reasonable" – the "A" and the "R" in SMART. Given this, it seems unfair to rate the project on such an unrealistic indicator. Consequently, the evaluation rates this target value: **Unrealistic or UR**.

177. Although the indicator target is unrealistic, the indicator level at project end did change from the baseline. The level more than doubled from 3 to 8 PA with delegated management institutions. This is rated: **Satisfactory** or **S**.

[13] See Annex 10 for list of METT scores.

178. Indicator #13 seeks to measure an improvement in management capacity of PA in Macedonia. This indicator's target value of 22 is rated unrealistic because it is based upon the unrealistic assumptions underlying several previous indicators (#1, #2, #8) regarding the speed at which important PA strengthening activities can proceed in Macedonia. For example, the re-proclamation of PA, the designation of effective and properly resourced management institutions and the improvement and adoption of PA management plans all naturally lead to higher METT scores. These activities require much more time and effort than originally anticipated by the project and therefore, this Indicator #13's end of project target value is also unrealistic.

179. An analysis of the METT scores at the end of the project shows that 12 PA now have METT scores above 30, a 50% improvement above the baseline level of 8. In addition, 15 PA increased their scores over the baseline level. These results, compared to the baseline level, show a satisfactory level of progress under Indicator #13. This is rated: **Satisfactory** or **S**.

180. With respect to indicator #14 the figure has not changed from the baseline figure. Still, the only additional resources spent are those from 2007 – 2008 for the preparation of the valorization study for PA Alshar. The project failed to "move the needle" on this Indicator level, a 0% improvement over the baseline value. Normally, this would warrant an unsatisfactory rating. However, this is another indicator that could have been affected by the significant externality of the global economic crisis. With this in mind, the project rates this achievement level a **Moderately Unsatisfactory or MU,** despite the impressive accomplishment under Outcome 2 regarding the new mandatory, government funded annual Programme on Nature Protection.

181. Overall, the project has achieved an [S] rating for indicator targets under Outcome 3. Under Section 3.3, Part F below, the OCP Rating due to outputs of Outcome 3 is: **Significant.** Combined, the two ratings of **Satisfactory** and **Significant** merit a solid overall "**S"** rating for "Results" for Outcome 3.

B. Country ownership.

182. Despite some of the execution-related difficulties the project struggled with during the first two years of implementation, there is clear evidence of country ownership of the project's work. This evidence takes the form of a high level of participation by MEPP staff in project-inspired workshops, training events, and survey work. Complimenting the project's level of engagement with the MEPP, one senior level MEPP staff person stated that sometimes he couldn't find anyone in the Sector of Nature Protection because they were all attending project work sessions on the NBIS,PA management planning and the like.

183. The other evidence of country ownership is found in the actions of the MEPP that led to the project's most significant achievement of impact: the passage by Parliament of the amended Law on Nature Protection on April 6, 2011. This would have been impossible without the MEPP's proactive and ongoing engagement and support. MEPP had to support the legal amendments – through the multiple step process, first of Government approval and then through Parliament. In the second year of the project, MEPP staff have processed three by-laws by themselves, without project support.

184. Other sectors within MEPP were also engaged. The Sector for EU of the MEPP was also very much involved because each draft piece of legislation has to be approved by this Sector now to verify that this is line with Accession requirements. The fact that the project's work supported Macedonia's EU accession priority was a big factor in securing this support. The MEPP and the project took advantage of the windows of opportunity presented by the priority of EU accession to have its legal proposal considered

quickly. An impressive level of ownership is also evident in the nearly five-fold increase in co-funding over project document levels from the City of Skopje for project-related activities (see Table 5 in the Finance and Co-finance section above).

C. Mainstreaming.

185. The project's work had positive effects on local communities' ability to envision and implement effective management over their local resources. The project will have improved natural resource management by local municipalities. At least three municipalities have applied to manage their own local protected areas both for conservation and for economic development purposes as a result of working with the project (City of Skopje, Novo Selo, Kavadarci). The project's work has helped to ensure the sustainable use of some natural resources through improved management planning in all three areas.

186. The project conforms to agreed priorities in the UNDP country programme document (CPD) and country programme action plan (CPAP). The reader can see below, project relevance to agreed priorities under Outcome 3 of the CPAP, related Outcome Targets and Outputs. Output targets under Output 3.2.1 are closely aligned with and relevant to this project's work.

CPAP's Outcome #3: By 2015 central and local level authorities have improved capacities to integrate environment and disaster risk reduction into national and local development frameworks, while communities and CSOs participate more effectively in environmental protection and disaster risk reduction planning, implementation and monitoring.

Outcome Target 3.2: By 2015 national capacities for management and sustainable use of natural resources improved.
Indicator for this Target: # of sectoral laws and bylaws, regulating sustainable use and management of natural resources adopted
Output 3.2.1 A National network of protected areas established, by strengthening planning, financing and management practices

187. The project conforms with the CPD 2010-2015 as well. The following excerpt from the CPD explains this succinctly: *The UNDP country programme will focus on three strategic areas of intervention: (a) social inclusion; (b) local governance and territorial development; and (c) environmental protection. In the environmental protection area, UNDP will provide strategic support to decision makers and various stakeholders [to facilitate] the sustainable management and use of natural resources, the most strategic interventions will focus on strengthening the management practices of protected areas.*

188. Gender issues: Gender issues are just receiving increased, specific attention in Macedonia, especially in the environmental portfolio. UNDP-Macedonia is beginning to undertake a formal "Gender and Environment in the Macedonian Context" review with the intention that these findings will be applied to future projects/programs.

189. Consequently, gender issues were not overtly integrated into the project's design or implementation approach. Although the project did not keep records of how many women participated in its training programs or workshops, there are some anecdotal facts gathered during the evaluation that support the assertion that gender issues were considered during project implementation. The following are some facts that support a modest level of gender consideration during project implementation:

- The Head of the Environment Programme for UNDP-Macedonia is a woman.

- Project team composition: women were encouraged to apply for all positions for which experts were recruited. The Macedonian expert who led the project's training program is a woman.
- Two primary international consultants contributed to this project: one man and one woman.
- The National Project Director is a woman, as were three members of Project Board.
- The team leaders of three of the lead NGOs/consulting companies in Macedonia working with the project were women (MES, Fragicom, Skopje City Environmental Protection Dept).

D. Sustainability (and replication approach**)**

This evaluation considers the risks that are likely to affect the continuation of project outcomes post-project. The GEF Guidelines establish four areas for considering risks to sustainability: Financial, Socio-economic, Institutional/governance, and Environmental. Each one is evaluated separately and then rated on the likelihood and extent that risks will impede sustainability.

190. **Financial risks:** There are financial risks that may jeopardize the sustainability of project outcomes. This is clear in the underfunded PA arena of Macedonia and in, for example, the low level of baseline funding for PA-related work in Macedonia over the course of the past 3-4 years.

191. One reason for the low level of funding is that up until very recently, funding for the Nature Protection Department of the MEPP has been comprised solely of discretionary funds budgeted by MEPP at the ministerial level, rather than funds budgeted at the Governmental level. Another reason is that new management entities have been designated for only a small number of protected areas and funds will not be budgeted/spent on a PA until a management entity is designated. Designation of the management entity comes at the end of a laborious, lengthy seven-step process of re-valorization and re-proclamation of a PA under the LNP.

192. However, the project's work has enabled stakeholders to reduce this risk with some notable accomplishments in PA/nature protection financing. An article within the recently amended and enacted Law on Nature Protection requires MEPP to prepare a National Programme on Nature Protection (NPNP) and for this to be adopted by the Government overall. This will be a next step for the MEPP in the near-term: to prepare an NPNP for 2012. Thereafter, the MEPP will present to Government an annual NPNP that will be required by law to be funded directly by the central budget. This reduces financial risk, enhancing the likelihood of financial and economic resources being available once GEF assistance ends.

193. The project effected one other financial risk reduction measure for protected areas in Macedonia. Stakeholder feedback during the evaluation repeatedly mentioned it as one of the most useful and new innovations for them in their work. People used the phrases like "opened our eyes to the possibilities" or "helped us to see protected areas from a whole new perspective."Project work identified and introduced new financial instruments to support PA management that are relevant to the Macedonian context. The new LNP (April 2011) incorporates this work, introducing six new financial instruments for PA management and providing the legal basis for their use in Macedonia:

1. Generating funds from municipality budgets where PA are located
2. Sustainable use of resources within PA (plants, collectible species)
3. Fees for business activities (hydro power plants, telecommunications objects)
4. Fees and charges for use of logo of NP
5. Payment for Ecosystem Services – (e.g. drinking water provision)
6. Revolving credit loans for PA to be able to use these revolving funds

194. To be sure, financial risk still threatens PA sustainability in Macedonia. However, the project's work has enabled stakeholders to take critical and meaningful first steps in reducing this risk. To what degree this risk actually is reduced remains to be seen going forward and will be determined by follow-up actions of the MEPP, municipalities, city governments and other stakeholders across the country as they choose to use or not to use the new financing tools for PA management. Given these considerations above, this evaluation ranks financial sustainability "Moderately Likely".[14]

195. **Socio-economic risks:** Social and political risks that may threaten the sustainability of project outcomes. There is moderate risk for instance that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained. This risk varies with each particular protected area situation and it is mitigated not only by project-inspired work, but also by the overwhelming momentum of EU accession and the positive implications the accession process has for biodiversity conservation and PA issues.

196. This evaluation finds that the project contributed to strengthening the foundation for protected area system development in Macedonia by engaging stakeholders with specifics of how to manage PA and how to derive benefits from well-managed PA. In the words of one stakeholder interviewed, "The project stirred us up. We are excited about pursuing this further."

197. The project did not measure stakeholder awareness in a way that allows this evaluation to verify a change in awareness or whether such awareness will support sustaining project benefits. On the basis of evaluation interviews with stakeholders in critical positions of MEPP, municipalities and villages, who will in part determine the pace and scale of adoption of project benefits, this evaluation finds that stakeholder awareness moderates the socio-economic risk to sustainability.

198. Given the level of support provided by the EU accession process to questions of conservation and protected areas, combined with the project-supported strengthened legal context for PA work in Macedonia, the evaluation ranks of socio-economic risk to sustainability as negligible and socio-economic sustainability as "**Likely**."

199. **Institutional framework and governance risks:** Do the legal frameworks, policies, and governance structures and processes pose risks that may jeopardize sustainability of project benefits?

200. There are institutional and governance risks to sustainability of project outcomes, but they are decreasing, due to the significant progress made by MEPP in partnership with this project (See Table 8 below). The project's work – its activities, outputs, and outcomes -- has focused on strengthening the foundational law, policy, and governance elements that are critical to the long-term sustainability of an emerging national PA system or institution in Macedonia.

201. The project's and MEPP's development of new ecologically representative PA system plan provides a strategic foundation from an ecological perspective for institutional strengthening activities proposed by

[14] Ratings for Sustainability are based upon the following:
Likely (L): negligible risks to sustainability, with key outcomes expected to continue into the foreseeable future.
Moderately Likely (ML): moderate risks, but expectations that at least some outcomes will be sustained.
Moderately Unlikely (MU): substantial risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on.
Unlikely (U): severe risk that project outcomes as well as key outputs will not be sustained.
Highly Unlikely (HU): expectation that **few** if any outputs/activities will continue after project closure.
Not Applicable (N/A)
Unable to Assess (U/A)

the project and now made more likely by the passage of the new LNP for reasons described above. The overall system plan also provides more clarity as to the conservation role and function of each PA in the system. Consequently, management entities will be more aware of the importance of the sites under their control and less likely to be considered as isolated responsibilities and opportunities, but rather as integral parts of a national system.

202. The project's work with MEPP to create the NBIS increases MEPP's capacity through access to data and information to support decision-making. Passage of the Amended Law on Nature Protection (April 2011) also strengthened institutional sustainability by means of new articles such as: "Article 53:In order to preserve, maintain or restore to a favorable situation of conservation the environmentally significant areas, a National Ecological Network shall be established." This is a first in Macedonia and strengthens the likelihood of a more sustainable institutional structure going forward.

203. An analysis of outputs translated into legal norms (See Part F below) shows that a majority of project outputs have been translated into legal norms in one way or another. This strengthened governance framework for PA will be a critical and feasible element for enhanced sustainability going forward. Indeed, the project's work with MEPP to amend the LNP increases the likelihood of sustainability going forward. The project excelled at translating project interventions into legal norms, standards, by-laws, templates and other practical "how-to" tools for PA management. This is the greatest strength of the project and is the core of the sustainability for project benefits.

204. As a result of these and other outputs generated by the project, MEPP's institutional scorecard assessments core shows a 50% improvement over the baseline period, indicating a positive trend of reduced institutional and governance risk to PA sustainability. Table 8 summarizes these results of applying UNDP's institutional scorecard assessment tool for PA in Macedonia. The scorecard was applied three times: once during project preparation; once at the end of the first year of the project; and once during the terminal evaluation process. The scorecard illustrates the institutional risk to sustainability and the significant reduction of that risk over the project's time period.

Table 8: Capacityassessment score results of 'institutional scorecard assessment' for PA in Macedonia. (See Annex 9 for Scorecard)

Type of Capacity	**Systemic Level**		
	Project Prep-aration	End of year 1	Project end
1.Capacity to conceptualise and formulate policies, strategies and programmes.	67%	67%	67%
2. Capacity to implement policies, strategies and programmes.	22%	33%	67%
3. Capacity to engage and build consensus among all stakeholders.	33%	50%	67%
4. Capacity to mobilise information and knowledge. Technical skills related specifically to the requirements of the SPs and associated conventions.	33%	33%	67%
5. Capacity to mobilise, evaluate and report and learn at the sector and project levels.	33%	50%	67%
OVERALL ASSESSMENT	**41%**	**43%**	**67%**

205. Given this evidence of emerging sustainability, the evaluation ranks governance and institutional risk as moderate and the likelihood of governance and institutional sustainability as a solid "**Moderately likely**" trending towards "Likely."

206. **Environmental risks:** Environmental risks to the sustainability of project outcomes are moderate. Biodiversity gains from an expanding PA network are not at risk due to severe storms or other environmental perturbations. In a limited number of national parks there are ongoing activities to generate revenue that may pose an environmental threat, but these are limited in number. In addition, two of the project's primary outputs, the NBIS and the work to develop an ecologically representative network of PA have provided critical tools to the MEPP that will enable it to assess and minimize environmental risk to the sustainability of PA going forward. (Rating on Environmental Sustainability: **Likely**)

207. Elements of the project's sustainability and replicability will be central to the project's impact. For example, the project's focus on strengthening the legal basis for improved PA management, culminating in Parliament's approval of the revised Law on Nature Protection, including specific and practical by-laws to guide improved management, is a smart way to facilitate long-term impact of the project's work. Evidence of this came from interviews with staff within MEPP who pressed this point.

E. Catalytic Role.

208. Demonstration. The project's demonstration work was originally planned to focus on two protected areas, as indicated in Output 3.1. Under this Outcome 3, the project enabled stakeholders and experts to come together to conduct model valorization studies of each one of these two protected areas. In a cost-effective step by the project, it didn't stop with these two areas, but demonstrated model valorization study processes and management planning processes with model management plans in two other areas as well.

209. Based upon stakeholder feedback, the project's demonstration process was one of its greatest strengths. Nearly every stakeholder interviewed by this evaluator praised the quality of technical assistance provided by the project in this respect – on PA management planning, on the elaboration of institutional options for PA management, and on the identification of new financing tools for PA. The following are some direct quotes from stakeholders regarding this part of the project.

> *[The project] had some wonderful sessions (on management planning and on financial tools). He/she broadened our horizons a lot. If entire departments could have attended, they would have attended these sessions.*
>
> *The most important thing I've acquired form this training is that the significance of a PA for a municipality like ours -- how to use it, how protect it, how to attract investments.*
>
> *[The project's] input helped us to prepare the PA management program we submitted to MEPP and to describe the ways that we could generate income from it and how to make it sustainable. Once the new LNP law takes effect, we will be able to consider the establishment of a PES approach in our park – sort of an ecology fee or payment.*
>
> *The project helped us to find common language with the state forest company – the project brought the two sides together – they showed their plans for cutting wood and we for tourism and conservation and we made the borders for the PA. Thanks to the project, it was possible to proclaim this area.*

210. The evaluator gives due weight to these comments for two reasons:1) such comments/notes of praise were practically ubiquitous across all stakeholder interviews; and 2) it is uncommon to hear such unsolicited praise from stakeholders for the quality and usefulness of a project's technical assistance.

211. Replication. An important element of the project's catalytic role is the potential replication effects of the project's work. If the work done by this project is foundational for replication of the project's PA valorization and project management planning efforts, then this will contribute significantly to the project's overall sustainability and impact.

Outcome 3:PA establishment and planning processes field tested and replicated across the PA network.

Output 3.1: Secure the legal and institutional tenure of Tikvesh Strict Nature Reserve and Matka Canyon Monument and document lessons learned.

212. Outcome 3 excerpted above focused essentially on facilitating and enabling replication, however, work under all three outcomes contributed to the project's replication potential. The logical framework indicators under Outcome 3 (discussed earlier in this report) provide some insight into what the project hoped to achieve with respect to replication. The evaluation received stakeholder input supporting the significant potential for replication (and scaling up) going forward.

213. Stakeholders spoke several times in different evaluation interviews throughout the country of how the new understanding they obtained through the project's work will help them to replicate similar processes in the future or has already helped them to replicate this work:

> *The study we did is also a guide for us – a template – that will help us develop this work more in the future.*
>
> *Based upon our work with the project, we've made proposals and submitted them to MEPP to establish a new PA in the City of Skopje – to establish a protected ecological corridor to connect already protected areas. We have to fund the revalorization/ re-proclamation processes on our own for three other PA under the competence of Skopje. We will apply the template/process we learned under this project.*

214. The potential for replication of the project's work is strong. For evidence to support this assertion, the evaluation once again points to the newly enacted LNP, which provides the legal basis and even mandated programmatic funding (through the newly required National Program for Nature Protection) for replication across a wide range of project-inspired PA areas of work, from re-valorization to management planning to financial planning for PA to utilizing the 17 practical by-laws developed with project support to begin every day, practical PA establishment and management actions.

215. Scaling up. The procedure of PA proclamation in Macedonia is very slow. This reality is why the project has not been able to facilitate the re-proclamation of many PA during the project's short 3-year duration.

216. *The basis for rapid scaling up of PA proclamation and establishment.* The project laid the groundwork for scaling up its work, particularly with the introduction by the project of the "Natural Rarity" category of natural objects less than 100 ha. This category has a much simpler process of proclamation and is cost-effective in that it forgoes expensive valorization fieldwork. As a result, this gives an opportunity to MEPP to speed up the proclamation of small areas such as aquatic habitats(100 ha or less).This will enable the MEPP to scale-up the proclamation effort rapidly, increasing the list of re-proclaimed areas quickly (as originally envisioned in Indicator #1 of the project's logical framework). With the approval by the Macedonian Parliament of the LNP literally in the middle of this terminal evaluation, this "Natural Rarity" provision is now in effect.

217. Implemented in the last year of the project, the project's training program focused in part on enabling people to begin implementing the new LNP as soon as it was approved. It can be difficult to understand changes in law without training as to the meaning and importance of the amendments or new by-laws. Stakeholders were trained in the contents of all 17 by-laws and amendments to 59 articles to the LNP (including new financial tools for PA funding) in order to enable them to begin implementing the new law's provisions immediately after its passage.

"As an engineer of environmental protection – my work with the project has resulted in the greatest learning that I've gained since I've started working in [my post]."

218. The training program devoted significant time and attention and resources (400 pages of training materials) to this task, training nearly 100 people. The result? This evaluation finds it difficult to measure the increased capacity for scaling up since the project did not measure improved knowledge or familiarity with key concepts as part of the training program. Based upon the input provided to this evaluator by a range of stakeholders, the project may well have created new "kernels of capacity" or "seeds of change" that, with the right follow on work will enable stakeholders to scale-up. As the stakeholder quote below states, these "kernels of capacity" form the potential for creating a 21st century PA network in Macedonia going forward.

"These training events helped a lot to familiarize us with the field of nature protection. Nothing at this scale with such quality teaching material has ever been organized in Macedonia.We've been involved in drafting managing plans and by-laws. We've been involved in setting up the Red List. Before the project, we had not met any of those people managing PA around Macedonia. We've established contact now. We're ready for the next step."

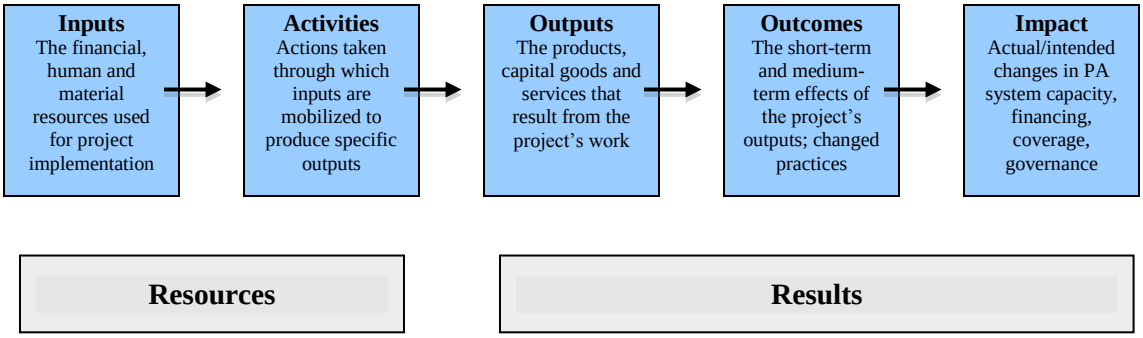
F. Impact: Transforming Resources into Results.

219. This section of the evaluation seeks to explore the question of impact more fully with an examination of how the project transformed resources into results apart from the indicators analyzed above in Part A of Section 3.3. The evaluation elaborated this to generate additional evidence of progress towards results and to provide the reader with as complete of a picture as possible of the project's accomplishments.

220. This evaluation sought evidence of impact with respect to these "things" – these outputs produced as part of the project's work under each outcome. The evaluation asked the simple questions: "What did stakeholders *do* with these documents? Were they simply put on the shelf or were specific and significant actions taken with them and in response to their recommendations?" The answers vary with each product. However, it is safe to conclude that overall, impressive levels of impact were achieved with the project's outputs. In the experience of this evaluator, an unusually high level of impact was derived by the project and its stakeholders from the project's technical outputs. This is the project's most significant result.

221. Figure 2 illustrates the RBM chain, beginning with inputs on the left and ending with impact on the far right. The project's work seems to have rarely stopped at the activity stage (organizing activities for activities' sake), but went further to producing quality outputs, outcomes, and ultimately, impact. The second column in the table below Figure 2 seeks to summarize this information for each output.

Figure 2. The Results-based Management (RBM) results chain



222. The project was very effective in translating project inputs, activities and outputs into outcomes and in some cases impact. Tables 9, 10 and 11 and accompanying narrative below seek to summarize this.

Table 9: Outputs generated under Outcome 1(A representative national protected area system is designed**)and their related impact.**

Outputs (documents/recommendations)	**Impact – what did stakeholders DO with the output?**
1. Final Progress Report on the development of the Representative PA Network – RPAN (with final maps). The report defines and describes what the representative system will look like.	MEPP included the requirement to establish an ecological network in an amended LNP approved by Parliament April 2011. This work is first step by MEPP to establish representative system of PA.
2. Criteria for selection of priority rare and endemic species and internationally important species in Macedonia.	Adopted by MEPP.
3. PA Economic Valuation Report.	Recommendations/options from this report provided some of the basis for 6 new PA financing options incorporated into the newly amended LNP (a result of outputs 3,4 and 5 here).
4. Payment for Eco-System Services Report.	Specific provision in the new LNP providing legal basis for PES.
5. PA Financing Report.	Translated into Macedonian this report included in the guidance for management planning, specifically into a section of the new PA management plan template that requires each PA to specify how the PA will be funded and how.
6. PA in Macedonia – Overview Report.	Informed the development of the LNP revisions.
7. PA in Macedonia – Institutional Options Report.	Recommendations were incorporated into articles of the new amended LNP (April 2011).
8. Management Plans for PA in Macedonia – Norms and Standards Report.	Recommendations were incorporated into a by-law to be adopted by Government. Important document that has already supported management planning work. Stakeholders worked with this in project workshops and used it to draft the four management plans for the four pilot PA.
9. Assessment and Evaluation of the	Same as below.

Outputs (documents/recommendations)	Impact – what did stakeholders DO with the output?
Biodiversity on National Level – Report.	
10. National Catalogue (Check List) of Species.	This data was used to develop the red list and which is now adopted by the Ministry under the LNP.
11. Final Report on the preparation of the software application for the National Biodiversity Information System – NBIS.	NBIS has been formally transferred to the MEPP and is in use by MEPP staff.
12. Final Report on the filling in the NBIS with available data on the country biodiversity.	This geo-referenced database will help MEPP assess other issues too—for example in review of mining applications and other natural resource uses.
13. Decree for Establishment of the NBIS.	To be adopted by the Minister, MEPP
14. Template for agreement to be concluded between the MEPP and sources of biodiversity data.	To be adopted by the Minister, MEPP
15. Protocol for access to the NBIS for different categories of users.	To be adopted by the Minister, MEPP

223. Output #1 above marks the first time in Macedonia that a strategic, ecological representation analysis has been applied to Macedonia's old system of old PA, a gap analysis conducted, and a new, ecologically representative list of PA recommended.

224. The creation of the NBIS, with all supporting documentation and "how-to" manuals marks the first time ever in Macedonia when the MEPP has had biodiversity information available at the touch of a finger in any form, much less a modern, web-based database. It is transformation for the MEPP.

225. Key, substantial inputs and recommendations from 7 of the 15 outputs listed above were incorporated into the revised LNP approved by Parliament in April 2011. The remaining 8 of the 15 have been used by stakeholders already, adopted by MEPP (as with output #10 and 11 on the checklist and NBIS respectively) or are to be adopted by the Minister (MEPP), now that the new LNP has been approved by Parliament.

226. For the first time in Macedonia, new PA will be required to specify how the PA will be financed and, as a result of these outputs above, six new financing options are given a legal basis in Macedonia.

227. Considering the evidence above of impact achieved by stakeholders, the OCP rating (outcomes and changes practices) under Outcome 1 is: **Highly Significant**[15]**.**

[15] Rating of impact is done on a simple scale of:
HS: Highly Significant – Output has been used by stakeholders to build capacity or adopted as official policy;
S: Significant: Has been useful to stakeholders/produced by stakeholders but not yet officially adopted;
I: Insignificant: Was produced by the project as an informational report with no specific actions taken in response (shelved)
NA: Not applicable.

Table 10: Outputs generated under Outcome 2 (Improved systemic and institutional capacity provides the enabling framework for establishing and managing a representative PA network) **and their related impact.**

Documents/Recommendations	**Impact – what was done with these?**
16. Law with Amendments and Addenda to the Nature Protection Law – March 2009	Passed by Parliament. Aligned PA categories with IUCN categories.
17. Basic Red List; Comparative overview of species, Taxonomy Tables; Rulebook on Strictly Protected and Protected Wild Species.	To be adopted by the Minister, MEPP. Used to inform the NBIS.
18. National Red List Issue.	Project input led to development of Red List.
19. Capacity Needs Assessment Report and Materials for Capacity Development Programme for Effective PA Management.	Materials and Programme formally handed over to MEPP; Training program may be incorporated into the new Nature Protection Programme mandated by newly amended LNP.
20. Capacity Needs Assessment Survey Questionnaires.	Used to elaborate the training program immediately above.
21. Final Report on implementation of the Capacity Development Programme for Effective PA Management.	The training materials developed as part of this training program have been passed to the MEPP's Nature Protection Directorate, for use in future trainings. The impact of the training is a more interesting question. No measurements were taken on improved capacity (testing before and after training). Evidence points to noteworthy impact: nearly every stakeholder interviewed praised the workshops and training sessions organized by the project.
22. Revised Law on Nature Protection – April 2011	**Passed by Parliament on April 6, 2011 after the second and final reading.** - Published in Official Gazette as of 08 April 2011. - Amended 59 articles; - Requires mandatory funding for new annual "Programme for Nature Protection" – a first in Macedonia.
23. Competence Standards for PA Management Authorities and Advanced PA Capacity Survey Report.	Primary provisions incorporated into new articles of the revised LNP (#22), now passed by Parliament.
24. Final Drafts of ten by-laws to the LNP.	To be approved by the Government; Published in the Official Gazette.
25. Seven additional By-laws to the LNP	Submitted for passage by the Government.
26. Consolidated Rulebooks for preparation of valorization studies and management plans.	To be approved by the Minister MEPP.
27. Handbook on Regulation, Normative and Institutional Aspects of Valorization, Proclamation, Planning and Management of Protected Areas – Training Course 1.	To be approved by the Minister MEPP.
28. Handbook on the Basics of Biodiversity Research, Skills of Monitoring and Management of Nature Protection in Protected Areas – Training Course 2.	To be approved by the Minister MEPP.
29. Handbook on Communication, Awareness Raising, Public Relations – Training Course 3.	To be approved by the Minister MEPP.
30. Handbook on Funding, Donations and PA Influence over Local Economic Development *i.e.* Tourism. Training Course 4.	To be approved by the Minister MEPP.
31. Handbook on Communications, Technology and Information, GIS System – Basic Training – Course 5.	To be approved by the Minister MEPP.

228. The approval by Parliament of these first and second versions of the revised LNP (2009 & 2011) marks the most significant result and impact of this three-year project. In 2009, Parliament approved a project inspired revision of 33 articles of the LNP (#16 above). The key results of the package of 33 amendments to the LNP in 2009 were:

- aligning Macedonia's PA categories with those of IUCN. This was significant because previously, the law equally protected all PA the same way – whether it was an old tree or a large national Park, mandating the same management requirements.
- Establishing the category of "Natural Rarity" with respect to natural objects less than 100 ha.

229. The extensive (project-inspired) revision of the LNP in April 2011 (#22),revised or added 59 articles. Much of the impact of this will be seen mostly in the future because the modifications enable the following. The newly approved revised LNP (April 2011) includes many "firsts" or milestones for biodiversity conservation and protected area management in Macedonia:

- Calls for a new ecologically representative national system of PA in Macedonia PA, scientifically justified through the project's extensive work under Outcome 1.

- Simplifies the procedure for adopting new PA under the new Nature Protection Law, particularly certain types of PA that are more local in nature, now called "Natural Rarities. This step was the project's way of addressing one if its primary shortcomings: its failure to re-valorize and re-proclaim the envisioned number of PA. By introducing this procedure, many smaller important areas (aquatic habitats, key parts) can be proclaimed protected areas more easily– this will increase the list of PA quickly and cost-effectively.

- Calls for a national catalogue of species in Macedonia.

- Introduces clear and specific standards for PA management.

- Allows PA management entities to collect funds and to generate revenues. The project's PA financing review introduced six new financial instruments related to PA, including Payment for Ecosystem Services, expanding the list to 10. New financial instruments:

  i) Generating funds from municipality budgets where PA located
  ii) Sustainable use of resources (plants, collectible species)
  iii) Fees for business activities (hydro power plants, telecommunications objects).
  iv) Fees and charges for use of logo of NP
  v) PES -- drinking water use.
  vi) Revolving credit loans for PA to be able to use these revolving funds.

- Requires central Government funding of an annual "Programme on Nature Protection." A significant new article recently adopted as part of the LNP calls for the Government to adopt an annual "Program on Nature Protection." "Government" is key word here – because it elevates the importance of the issue to the higher level from an intra-Ministerial discretionary decision (before) to a program that by law must receive funding from the central budget annually.

- Delegates competencies to local governments and NGOs in PA establishment and management.

- Creates the necessary legal condition for the adoption of the remaining 14 bylaws developed with the technical assistance from the project:

- Rulebook on nature conservation records;
- Ordinance on setting the amount of the fees charged in a protected area;
- Pricelist for sustainable uses of natural resources;
- Pricelist for staying in a protected area;
- Rulebook on the manner of using and keeping firearms in the possession of the guards in a PA;
- Rulebook on the official uniform and official identity card of the PA guards;
- Rulebook on the development of studies on (re)valorization of the natural heritage and PA;
- Rulebook on the development of PA management plans;
- Rulebook on the contents of the annual report on the implementation of the PA management plans;
- Rulebook on the minimum requirements to be fulfilled by the PA management authority;
- Rulebook on the form and contents of the License to carry out activities in a wilderness area;
- Rulebook on the form and contents of the License to carry out activities in a strict nature reserve;
- Ordinance on the manner and procedure of establishing and maintaining the National Biodiversity Information System, including the technical and functional requirements of the system, the data exchange and the access to data;
- Rulebook on proclamation of strictly protected and protected wild species.

230. The approval by MEPP of outputs 23-29 above hinged upon the approval of the revised LNP (April 2011). The bylaws are to be passed by the Government now that the appropriate legal basis is in place (outputs 23-24). The MEPP may adopt the Handbooks/rulebooks (outputs 25-31) without Parliamentary or Government approval in order to enable a more effective and efficient enforcement of the LNP. All these acts shall be published in the Official Gazette of the Country in order to come into force.

231. Three bylaws drafted with technical assistance from the project have been endorsed by Government and published in the Gazette so far:

- Rulebook on the measures and activities for protecting natural monuments, the form and the contents of the License to carry out special measures for protection and restoration of natural monuments;
- Rulebook on the measures and activities for protecting a Park of Nature;
- Rulebook on the contents of the program for the professional exam for guards in a PA and the manner and procedure of taking the professional exam.

232. Considering the evidence of impact achieved by stakeholders, the OCP rating (outcomes and changes practices) under Outcome 2 is: **Highly Significant.**

Table 11: Outputs generated under Outcome 3(PA establishment and planning processes field tested and replicated across the PA network) **and their related impact.**

Documents	**Impact – what was done with these?**
32. PA Matka Valorization Study	Has been used for drafting the "Lex Specialis/Law for Re-proclamation of Canyon Matka as a Monument of Nature" now in the Ministers' Cabinet awaiting agreement on the management authority designation. Next is Step 5: proposing it to the Government.
33. PA Matka Management Plan	Will need to be reviewed by the appointed management authorities (Step 7) and later on submitted by them to the MEPP for approval.
34. PA Jasen Assessment Report and Valorization Study	Currently completed Step 1 and submitted to Government (MEPP). MEPP must initiate Step 2.
35. Management Plan for the PA Jasen.	Management Plan will need to be reviewed by the appointed management authority (Step 7) and submitted by them to the MEPP for approval.
36. PA Tikvesh Valorization Study	MEPP has prepared Step 2: Info to the Government and is preparing Step 3: Public Hearing on the draft maps of the VS with justifications for the changed land use regime.
37. PA Tikvesh Management Plan	If Kavadarci is chosen to be the management authority, it will be

	submitted to the City Council of Kavadarci for endorsement. Management Plan will need to be reviewed by the appointed management authorities (Step 7) and submitted by them to the MEPP for approval.
38. Final PA Belasica Valorization Study (including Koleshinski)	Koleshinski Waterfalls and Belasica (Study): Currently completed Step 1. Step 2 must be initiated by MEPP providing this information to Government.
39. Management Plan for the PA Koleshinski and Smolarski Waterfalls.	Approved by the Mayor of Novo Selo. Management Plan will need to be reviewed by the appointed management authorities (Step 7) and later on submitted to the MEPP for approval.
40. Directions for Development of the PA System in the Country	Accepted by MEPP as guidance for future work.

233. Achieving impact with PA establishment and planning processes is a time-consuming, multi-step process consisting of at least 7 steps:
Step 1: Valorization Study (VS) conducted and completed;
Step 2: VS submitted to the Government;
Step 3: Public hearing on the draft maps of the VS with justifications for the changed land use regime;
Step 4: Draft *Lex Specialis* Law for Re-proclamation;
Step 5: Discussion and adoption of the Law by the Government;
Step 6: Discussion and adoption of the Law by the Parliament;
Step 7: Reviewed by appointed management authorities for the area; submitted by them to MEPP for approval.

234. All Valorization Studies that the project and MEPP prepared have completed step 1 for proclamation of all our pilot sites. The Management Plans prepared by the project will need to be reviewed by the appointed management authority for each new area (Step 7) and then submitted formally by them to the MEPP for approval. In terms of the re-valorization of these PA, this will require more time going forward; impact in the form of revalorized PA for Matka, Jasen, and Tikves will be 1-2 years into the future. However, the evaluation finds that the process of developing these studies and management plans also had significant (though difficult to measure) impact. Nearly every stakeholder interviewed for this evaluation gave this work high marks in terms of motivating them, opening their eyes to new potential for PA, and increasing the knowledge of PA valorization and management planning.

235. This pilot work also resulted in the development of specific "how to" guidelines on the following:
1) How to organize and conduct a Revalorization Study
2) Suggest template and content of a PA management plan.
3) Guidelines on the content of a model annual plan for implementing a PA management plan.
4) Rulebook on minimum standards to be met by PA management;

236. Considering the evidence of impact achieved by stakeholders, the OCP rating (outcomes and changes practices) under Outcome 3 is: **Significant**.

4. Lessons Learned and Recommendations

A. Lessons Learned

1. Careful formulation of realistic tenders is crucial to project implementation success and demands a good understanding of the local labor market prior to launching time-consuming tendering and hiring processes.

During the first two years of implementation, the project lost many months of time to unsuccessful tender offers. The project learned that it is important to think out of the box and be more flexible in looking for expertise that is readily available locally in order to fill highly specified job descriptions. The following are three examples:

Example 1: A good manager may not be a biodiversity expert. A protected area project needs a good manager more than it needs a biodiversity expert.

> Lesson: Many of the crucial tasks in a "protected area" project are not related to protected areas at all, but rather to good people management and activity execution abilities. Good management abilities are key to a project's success and should take precedence in, for example, the search for a PA project manager. Biodiversity or PA expertise can be obtained via focused technical ToR.

*Example 2:*The two first tenders for the projects' NBIS work failed because they were looking for hybrid company that had IT experience and biodiversity expertise. A very rare and unrealistic combination for Macedonia and even globally. It was particularly difficult in Macedonia, where no one company had all the necessary expertise: database design, software and biodiversity. The project wasted months of effort in trying to find the ideal entity for this important sub-contract.

> Lesson: Split the tasks into more readily available areas of expertise (database design and biodiversity data and ecological analysis) and contract parties separately to work together on the same overall task.

Example 3: The project wanted to hire a training/capacity development expert. At least two recruitment efforts failed because they were looking for one coming from the biodiversity sector. Finally, under new management, the project changed the ToR to one that called for a capacity building training program specialist (w/out biodiversity expertise) and then combined that expertise with PA expertise from other experts. The project was able to find a very capable Macedonian specialist with no expertise in biodiversity or PA who executed a training program widely praised by stakeholders.

> Lesson: Do not develop ToR that ask for hybrids of expertise because proper candidates will be difficult to find and they will not achieve minimal technical points. Break down these technical requirements into positions that have well recognized and established skills.

2. **UNDP could improve its project assurance support in facilitating the RBM of future project teams.**

This project holds a lesson in this respect. Most of its more important core indicators were totally unrealistic or not understood by the project team. UNDP needs to be sure that project results indicator targets are clear to all within the management team to facilitate monitoring and reporting and results-based work planning. Of particular importance is that the indicators and their targets be reconfirmed at project inception to be SMART so that all project resources can be focused on its activities and outputs producing outcomes and impact that meet the pre-determined indicator targets. Otherwise, the indicators serve no purpose and ambiguity bedevils evaluations like this one.

3. **Online, participatory reporting and monitoring mechanisms may help keep future projects like this stay on track or modify their course sooner.**

There are models to draw upon within UNDP's own portfolio that demonstrate how to transform routine reports into useful and efficient monitoring tools. An simple yet sophisticated monitoring approach, tied into the power of the worldwide web may very well help to improve monitoring and reporting for future projects, particularly projects like this, with three year time frames that leave little leeway for delays in implementation. One model can be found at the following website: www.protectedareas.org.

This particular model uses familiar software like MS Word, Excel and basic web programming. The mechanism links numeric progress ratings (from the quarterly reports) to an at-a-glance bar graph view showing progress by country. A similar approach is done to show expenditures to date. In just these simple strokes, a project team can create a snapshot view, with background material available for those wanting to dig deeper.

This would enable all project stakeholders to see at a glance, where the project is in its work without having to find the email or document with this information. Another strength of this approach is that such a reporting process can involve project partners themselves as active rather than passive recipients of reports. Synthesizing the essential information and summarizing it on a publicly available web site sheds more sunlight on the whole process and transforms the reporting process into a much more dynamic, transparent, and accountable monitoring mechanism.

B. Recommendations.

I. Project design, implementation, monitoring and evaluation.

Recommendation #1: Strengthen links between work planning (informal or formal), monitoring and reporting and strategic results indicator targets.

The evaluation finds that project work planning in the future could better link project work to project results as reflected in *the* project's results framework. For example, to strengthen the link between monitoring and reporting and the indicator targets would require a fairly straightforward, minor tweaking of the quarterly report format. The link will enable the Project Board to focus more on strategic questions such as, "Are we realizing our outcomes and achieving our objective?" rather than, "Have we held this workshop or hired that expert?"

Recommendation#2: Introduce the factor of time into the project's financial planning, management and progress reporting approach.

Time frames, target dates, and milestones should be introduced to the quarterly reporting mechanism fora project like this. In a 3-year project especially, time is of the essence. A big risk for a three-year project is that delays will quickly build up, foreclosing implementation options as time runs out. In an impressive effort, this project reversed the low disbursement/achievement rate of the first 24 months, which threatened the project's ability to achieve its outcomes. Indeed for a three-year project, there is a strong argument to be made to shift from quarterly to bi-monthly reports to better support more timely adaptive management.

Risk mitigation strategy. Establish simple milestones for implementation that if missed will trigger two things: first, more frequent communication for the purpose of understanding why; and second, more intensive project support (moral, process, administrative, technical) via PB, UNDP-CO, NGO partner, or individual consultant as needed).

Recommendation #3: Increase the level of participatory monitoring in project implementation.

The evaluation recommends that the future projects make more project implementation progress updates information available on a website in "at a glance" easy access format. This approach can increase the project's monitoring efficacy and make its monitoring and reporting approach even more transparent and impactful.

Recommendation #4: This project is a good candidate for an18 month post-project review.

Much of the near-term impact that this project could have remains to be seen, depending upon actions stakeholders decide to take in the coming months. If stakeholders implement the newly approved LNP and take advantage of the new legal basis provided by it for improved PA management, there could be some dramatic results to be found.

Follow-up in one 18 months with the key stakeholders. Have they taken steps to implement the law? What has worked? What has not? Indeed, GEF should consider making such post-project follow-ups an standard part of their M&E approach. Without them, UNDP and GEF likely are under-capturing the real impact of these investments.

Recommendation #5: How to adhere more closely to GEF's 10% management cost cap.

UNDP-Macedonia pays project staff according to its internal salary scale developed on a basis of independent labor market research. Comparisons are made with similar organizations in the market for similar talent and skills (WB and USAID, embassies, international organizations and private companies) and these comparisons are used to determine the salary scale for the same or similar positions. At this salary scale, it is impossible for UNDP to stay under the 10% limit on a project budget such as this IF the PM position is 100% focused on management duties.

The evaluation recommends that in the future, UNDP-Macedonia make the PM position partly a technical position with some technical responsibilities, which will help to reduce the purely management costs.

II. Recommendations to reinforce sustainability of benefits from the project

*After the project is finished, will its benefits continue, within or outside the project domain?*This is an important question and in fact it goes to the heart of the question regarding the project's impact. This project provides important building blocks for strengthening Macedonia's PA system dramatically going forward. If the project's results serve as foundational investments for subsequent GEF and other projects, the sustainability and value of this project's approach will be significantly enhanced.

Recommendation #6: Build upon the project's training work. MEPP should utilize its new knowledge about how to develop PA management training programs and curricula to continue the project inspired training program and to create more specific training programs that build upon this. MEPP should incorporate the project's training program into the new National Program on Nature Protection mandated by newly amended LNP in order to continue it on an ongoing, annual basis.

Recommendation #7: Utilize the web to begin creating a low-cost, 21st century web-based network of PA stakeholders.

An email list-serve of stakeholders across Macedonia has been established as a result of the project's pilot demonstration and training work. As a low-cost, low-input first step, MEPP should work with municipal and NGO stakeholders to encourage and nurture an informal network of existing and potential PA managers using this list-serve as the starting point. This could be the beginning of building an actual PA network mechanism. The MEPP plans to make sure these stakeholders have access to the new NBIS anyway. The network does not necessarily have to be driven by MEPP/government. It could be a low-cost stakeholder driven network at least initially.

This "network" could be more of a social network initially, hosted by a new Facebook page, where this projects reference materials and lessons learned can be posted, blogs can be started on priority issues and opportunities created by the new LNP. This initial network could be comprised of stakeholders active with 8 PA initially and the 90 people that have been trained + 8 in MEPP = 98 people initially. This recommendation feeds into the next one, which focuses on decentralizing the lower level of PA in Macedonia.

Recommendation #8: MEPP should focus significant time and energy on maintaining project momentum in the area of decentralizing management of lower-level PA.

Decentralization of Categories 3-5 is a future challenge important to sustaining the long-term sustainability of the system. Under the new LNP recently approved, Monuments of Nature, Natural Rarities, and other categories will become the competence of Municipalities all over the country. The project has created scores of guidelines and practical rulebooks, license templates, model management plans, etc.. MEPP needs to now push this ahead with alacrity to enable municipalities to create priority monuments of nature, based upon the representative network of PA recommendations elaborated by MEPP with the help of MES under this project.

The new LNP gives municipalities the power to impact land-use in their area, and energetically implemented, it will result in more funds being spent on PA management .If this process of decentralization happens, then Macedonia will have 50-60 budgets for nature protection -- for PA

management of these areas -- which is 50-60 more than exists now. Currently, there are no municipal budgets per se for this. This would be a dramatic increase in PA financing, capacity and sustainability.

Recommendation #9: Elaborate Nature Protection Programme as called for under the newly amended Law on Nature Protection, enhancing the project's prospects for sustainability.

The ultimate impact of this project will be determined by how well stakeholders build upon the foundational results of the project. If these serve as the basis for a new Nature Protection Programme at the Government level, which by law will require a budget allocation, then this will be a "first" in Macedonia and will move PA management ahead. If these foundational results serve as the basis for other future investments, the sustainability and value of this project's approach will be significantly enhanced.

4. Proposals for future directions & relevance to the bigger picture.

Recommendation #10: Changing paradigms: future challenges facing protected areas.

Perhaps the most significant trend in the environmental sector is the growing importance of and emphasis on climate change as the over-arching issue of the day. Making the protected area agenda more relevant to climate change, adaptation, and economic development will be critical in the years to come. Some questions, among many, that may be worthwhile considering:

- How can the species-oriented PA agenda be "modernized" to better address climate change, ecosystem services and economic development concerns?
- How can PA anchor countries' adaptation strategies by bolstering ecosystem resilience?
- What does the concept of modularity mean in this new paradigm and how can Macedonia' PA system of the 21st century maximize modularity?

Recommendation #11: Mainstreaming opportunities in Macedonia.

With this project now completed, a clear possible next step is to look at the productive sectors of the economic and the potential for mainstreaming biodiversity conservation goals and objectives and practices into one or more of these. This could be done in such a way as to reinforce the results of this project and improve the landscape context (and thus sustainability) of many PA in Macedonia. For example, productive areas of Macedonia identified as priority biodiversity zones could be identified and a mainstreaming project built around such areas.

Recommendation #12: UNDP could make it easier for PA projects to access lessons learned from UNDP's extensive portfolio of PA related projects.

The difficulty of accessing "lessons learned" from different projects appears to be a barrier to new projects learning the lessons of previous and on-going projects. If each new project must search through the pile of previous project reports looking for lessons, then learning lessons will be hampered if not blocked. UNDP, with its large portfolio of PA projects, could create a simple, website where lessons learned could be elaborated and shared. This should be a well-organized website with lessons learned organized in practical sections, such as "How to quickly and effectively recruit individual experts and skilled organizations to fill unusual, niche-related tasks (such as this project's National Biodiversity Information System)." Another section could be: "How to modify unrealistic indicators in the early stages of project implementation."

V. Annexes.

Annex 1: TE Terms of Reference
Annex 2: List of documents reviewed
Annex 3: List of people interviewed and mission itinerary
Annex 4: Co-financing Confirmation Letters
Annex 5: Status of objective / outcome delivery as per measurable indicators
Annex 6: Analysis of Risk Assessment
Annex 7: Evaluation Code of Conduct
Annex 8: Financial Scorecard for the National PA system in Macedonia
Annex 9: Macedonia Protected Area Capacity Scorecards 2001-2011
Annex 10: METT Scores

Annex 1: Terminal Evaluation Terms of Reference.

Job Title	International Consultant for conducting ***Final Evaluation of UNDP/GEF Biodiversity project***
Project	PIMS 3728 – Strengthening the Ecological, Institutional, and Financial Sustainability of Macedonia's Protected Area System
Duty Station	Skopje, FYR Macedonia
Expected Duration of Assignment	30 expert days
Starting date	March 2011
Expected End of the Assignment	April 2011

1. BACKGROUND

Due to its rich biodiversity, Macedonia has been recognized as a European "Biodiversity Hotspot" with considerable percentage of its territory representing Balkan Peninsula's biodiversity landscape. In order to protect this rich biodiversity Macedonia has embarked on a process of developing a representative network of protected areas, through re-evaluating and re-proclaiming all individual protected areas and instituting a planning framework for their management based on its legislating, strategies, and sector development plan, particularly the new Law on Nature protection, adopted in 2004.
The medium-sized UNDP/ GEF funded project "Strengthening the ecological, institutional, and financial sustainability of protected areas system in Macedonia" has been directed towards supporting the national government to meet rigorous protected area system planning and proclamation requirements of the Law on Nature Protection. In that line, the project sought to develop the institutional and systematic capacity of the country's protected area agencies to:

(i) Strengthen the national knowledge systems, and apply appropriate technologies, to support the design and development of a more representative and viable protected areas network;

(ii) Strengthen the decision-support tools needed to secure legal tenure of, and expand, the protected areas in the network; and,

(iii) Locally test these decision-support tools and mechanisms in the formal re-proclamation processes of two pilot protected areas.

The project has been implemented since October 2008 and is expected to be completed in March 2011. The project is nationally executed by the Ministry of Environment and Physical Planning. The total GEF contribution amounts to $ 1,000,000.
This Final Evaluation (FE) is initiated by the UNDP CO Macedonia as the Implementation Agency for this project and it aims to determine whether the project has met its objectives accordingly, to document the lessons learned and best case practices, and to recommend the most appropriate next steps to ensure the sustainability of results.

The evaluation is to be undertaken taking into consideration the GEF Monitoring and Evaluation policy (http://thegef.org/MonitoringandEvaluation/MEPoliciesProcedures/mepoliciesprocedures.html) and the UNDP-GEF Monitoring and Evaluation Policy (http://www.undp.org/gef/05/monitoring/policies.html).

2. OBJECTIVES

This final evaluation is intended to assess the relevance, performance and success of the project. It looks at early signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. It will also identify/document lessons learned and make recommendations that might improve design and implementation of other UNDP-GEF projects.

The evaluator should seek the perspectives of the different project stakeholders, mainly in the Ministry of Environment and Physical Planning (MEPP), UNDP CO, members of the Project Board, Management Authorities of Protected Areas, Municipalities, NGOs, and other, and ensure such perspectives are duly reflected in the evaluation.

More specifically the purpose of the FE is:

(i) To assess overall performance against the project objective and outcomes as set out in the Project Document and other related documents;
(ii) To assess the effectiveness and efficiency of the project;
(iii) To analyze critically the implementation and management arrangements of the project;
(iv) To assess the progress towards achievement of the outcomes;
(v) To assess the sustainability of the project's interventions;
(vi) To list and document initial lessons concerning project design, implementation and management;
(vii) To assess project relevance to national priorities;
(viii) To provide lessons learned for the future.

3. SCOPE OF THE EVALUATION

The evaluation will focus on the range of aspects described below. In addition to a descriptive assessment, all criteria marked with (R) should be rated using the following divisions: *Highly Satisfactory, Satisfactory, Marginally Satisfactory, Unsatisfactory*. All ratings given should be properly substantiated:

1) Project concept/design, relevance and strategy

1.1 Project relevance, country ownership/drivenness (R): the extent to which the project is suited to local and national development priorities and organizational policies, including changes over time as well as the extent the activities contribute towards attainment of global environmental benefits:

a. Is the project concept in line with the sectoral and development priorities and plans of the country?
b. Are project outcomes contributing to national development priorities and plans?
c. How and why project outcomes and strategies contribute to the achievement of the expected results.
d. Examine their relevance and whether they provide the most effective way towards results.
e. Were the relevant country representatives, from government and civil society, involved in the project preparation?
f. Has the government approved policies or regulatory frameworks in line with the project's objectives?

1.2 Preparation and readiness:

a. Are the project's objective and components clear, practicable and feasible within its timeframe?
b. Were the capacities of executing institution and counterparts properly considered when the project was designed?
c. Were lessons from other relevant projects properly incorporated in the project design?
d. Were the partnership arrangements properly identified and the roles and responsibilities negotiated prior to project approval?
e. Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?

1.3 Stakeholder involvement (R):

a. Did the project involve the relevant stakeholders through information-sharing, consultation and by seeking their participation in the project's design?
b. Did the project consult and make use of the skills, experience and knowledge of the appropriate government entities, NGOs, community groups, private sector, local governments and academic institutions in the design of project activities?

1.4 Underlying factors/assumptions:

a. Assess the underlying factors beyond the project's immediate control that influence outcomes and results. Consider the appropriateness and effectiveness of the project's management strategies for these factors.
b. Re-test the assumptions made by the project management and identify new assumptions that should be made.
c. Assess the effect of any incorrect assumptions made by the project.

1.5 Management arrangements (R):

a. Were the project roles properly assigned during the project design?
b. Are the project roles in line with UNDP and GEF programming guidelines?
c. Can the management arrangement model suggested by the project be considered as an optimum model?

1.6 Project budget and duration (R):

a. Assess if the project budget and duration were planned in a cost-effective way?

1.7 Design of project M&E system (R):

a. Examine whether or not the project has a sound M&E plan to monitor results and track progress towards achieving project objectives.
b. Examine whether or not the M&E plan includes a baseline (including data, methodology, etc.), SMART indicators and data analysis systems, and evaluation studies at specific times to assess results and adequate funding for M&E activities.
c. Examine whether or not the time frame for various M&E activities and standards for outputs are specified.

1.8 Sustainability:

a. Assess if project sustainability strategy was developed during the project design?
b. Assess the relevance of project sustainability strategy

2. Project implementation

2.1 Project's adaptive management (R):

a. Monitoring systems
    - Assess the monitoring tools being used:
        - Do they provide the necessary information?

- Do they involve key partners?
- Are they efficient?
- Are additional tools required?

- Assess the use of the logical framework as a management tool during implementation and any changes made to it.
- What impact did the retro-fitting of impact indicators have on project management, if such?
- Assess whether or not M&E system facilitates timely tracking of progress towards project's objectives by collecting information on chosen indicators continually; annual project reports are complete, accurate and with well justified ratings; the information provided by the M&E system is used to improve project performance and to adapt to changing needs.
- Provide review and comments to the last stage Tracking tool (METT), prepared by Project Manager with assistance from UNDP CO. Upon incorporation of the evaluator's comments, the METT will be finalized and attached as mandatory annex to the FE.

b. Risk Management
- Validate whether the risks identified in the project document and PIRs are the most important and whether the risk ratings applied are appropriate. If not, explain why.
- Describe any additional risks identified and suggest risk ratings and possible risk management strategies to be adopted.
- Assess the project's risk identification and management systems:
  - Is the UNDP-GEF Risk Management System appropriately applied?

c. Work Planning
- Assess the use of routinely updated work plans.
- Assess the use of electronic information technologies to support implementation, participation and monitoring, as well as other project activities.
- Are work planning processes result-based?

d. Financial management
- Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions. (Cost-effectiveness: the extent to which results have been delivered with the least costly resources possible.). Any irregularities must be noted.
- Is there due diligence in the management of funds and financial audits?
- Did promised co-financing materialize (please fill out the co-financing form provided in Annex 1)?

e. Reporting
- Assess how adaptive management changes have been reported by the project management.
- Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

f. Delays
- Assess if there were delays in project implementation and what were the reasons.
- Did the delay affect the achievement of project's outcomes and/or sustainability, and if it did then in what ways and through what causal linkages?
-

2.2 Contribution of Implementing and Executing Agencies:

b. Assess the role of UNDP and the Ministry of Environment against the requirements set out in the UNDP Programme and Operations Policies and Procedures. Consider:
- Field visits
- Participation in Steering Committees
- Project reviews, PIR preparation and follow-up
- GEF guidance

- Operational support

c. Consider the new UNDP requirements outlined in the UNDP Programme and Operations Policies and Procedures, especially the Project Assurance role, and ensure they are incorporated into the project's adaptive management framework.
d. Assess the contribution to the project from UNDP and the Ministry of Environment in terms of "soft" assistance (i.e. policy advice & dialogue, advocacy, and coordination).

2.3 Stakeholder participation, partnership strategy (R):

a. Assess whether or not and how local stakeholders participate in project management and decision-making. Include an analysis of the strengths and weaknesses of the approach adopted by the project and suggestions for improvement if necessary.
b. Does the project consult and make use of the skills, experience and knowledge of the appropriate government entities, NGOs, community groups, private sector, local governments and academic institutions in the implementation and evaluation of project activities?
c. Consider the dissemination of project information to partners and stakeholders and if necessary suggest more appropriate mechanisms.

2.4 Sustainability:

a. Assess the extent to which the benefits of the project will continue, within or outside the project scope, after it has come to an end; commitment of the government to support the initiative beyond the project.
b. The evaluators may look at factors such as mainstreaming project objectives into the broader development policies and sectoral plans and economies.

3. Project results (outputs, outcomes and objectives)

3.1 Progress towards achievement of intended outputs, outcomes/measurement of change:

Progress towards results should be based on a comparison of indicators before and after the project intervention.

To determine the level of achievement of project outcomes and objectives following three criteria should be assessed:

- *Relevance*: Are the project's outcomes consistent with the focal areas/operational program strategies and country priorities?
- *Effectiveness*: Are the actual project outcomes commensurate with the original or modified project objectives? In case the original or modified expected results are merely outputs/inputs then the evaluators should assess if there are any real outcomes of the project and if yes then whether these are commensurate with the realistic expectations from such a project.
- *Efficiency*: Is the project cost effective? Is the project the least cost option? Is the project implementation delayed and if it is, then does that affect cost-effectiveness? Wherever possible, the evaluator should also compare the cost-time vs. outcomes relationship of the project with that of other similar projects.

Outcomes should be rated as follows for relevance, effectiveness, efficiency:

- *Highly Satisfactory (HS):* The project has no shortcomings in the achievement of its objectives.
- *Satisfactory (S):* The project has minor shortcomings in the achievement of its objectives.
- *Moderately Satisfactory (MS):* The project has moderate shortcomings in the achievement of its objectives.
- *Moderately Unsatisfactory (MU)*: The project has significant shortcomings in the achievement of its objectives.
- *Unsatisfactory (U):* The project has major shortcomings in the achievement of its objectives.

- *Highly Unsatisfactory (HU):* The project has severe shortcomings in the achievement of its objectives.

4. EVALUATION deliverables

The core product of the Final Evaluation will be the Final Evaluation Report that includes:

- Findings with the rating on performance;
- Conclusions drawn;
- Lessons learned concerning best and worst practices in producing outputs;
- A rating on progress towards outputs.

The report is proposed to adhere to the following basic structure:

1. Executive summary
   - Brief description of project
   - Context and purpose of the evaluation
   - Main conclusions, recommendations and lessons learned
2. Introduction
   - Project background
   - Purpose of the evaluation
   - Key issues to be addressed
   - The outputs of the evaluation and how will they be used
   - Methodology of the evaluation
   - Structure of the evaluation
3. The project and its development context
   - Project start and its duration
   - Implementation status
   - Problems that the project seeks to address
   - Immediate and development objectives of the project
   - Main stakeholders
   - Results expected
   - Analysis of the situation with regard to outcomes, outputs and partnership strategy
4. Findings and Conclusions
   - 4.1 Project formulation
     - Project relevance
     - Implementation approach
     - Country ownership/Driveness
     - Stakeholder participation
     - Replication approach
     - Cost-effectiveness
     - Sustainability
     - Linkages between project and other interventions within the sector
     - Management arrangements
   - 4.2 Project implementation
     - Financial management
     - Monitoring and evaluation
     - Management and coordination
     - Identification and management of risks (adaptive management)
   - 4.3 Results
     - Attainment of outputs, outcomes and objectives
     - Project Impact
     - Prospects of sustainability

5. Conclusions and recommendations
   - Findings
   - Actions to strengthen or reinforce benefits from the project
   - Proposals for follow up actions
6. Lessons learned
   - Good practices and lessons learned in addressing issues relating to effectiveness, efficiency and relevance
7. Annexes
   - Evaluation TOR
   - Itinerary
   - List of persons interviewed
   - Summary of field visits
   - List of documents reviewed
   - Questionnaire used (if any) and summary of results
   - Comments by stakeholders (only in case of discrepancies with evaluation findings and conclusions)
   - Final stage Tracking tool (METT)
   - Table on co-financing and leveraged Resources

The expected length of the report is around 50 pages in total. The first draft of the report is expected to be submitted to the UNDP Country Office in Skopje within 2 weeks of the in-country mission for subsequent circulation to the key project stakeholders for comments. Any discrepancies between the interpretations and findings of the evaluator and the key project stakeholders will be explained in an annex to the final report.

5. METHODOLOGY

The evaluation approach will combine methods such as documentation review (desk study); interviews; and field visits. All relevant project documentation will be made available to the evaluator by the project management team, facilitated by UNDP. After studying the documentation the evaluator will conduct interviews with all relevant partners including the key partners and beneficiaries. Validation of preliminary findings with stakeholders will happen through circulation of initial reports for comments or other types of feedback mechanisms.
Throughout the period of the evaluation, the consultant will liaise closely with the UNDP Country Office, UNDP/GEF Regional Technical Advisor in Bratislava responsible for the project, the concerned agencies of the Government and the counterpart staff assigned to the project. The consultant can raise or discuss any issue or topic it deems necessary to fulfill the task, the consultant however is not authorized to make any commitments to any party on behalf of UNDP or the Government.

6. Tasks and Milestones

The mid-term review will be conducted within six weeks (30 working days), according to the following activities and time frames:

1. Desk Review
   (to be conducted within the first week)
   a. Familiarize with the project through related documentation and publication.
   b. Develop workplan and discuss with UNDP.

2. Consultations
   (to be conducted within second week)
   a. Conduct interviews and/or Focus Group Discussions with national and local stakeholders

b. Conduct statistical surveys/polls to stakeholders, where appropriate.

3. Present and discuss initial findings with UNDP, and the key national stakeholders

4. Reporting
   a. Submit draft report to and solicit comments/inputs from UNDP (within four weeks)
   b. Submit final report UNDP. (one week upon receipt of the comments on the draft report)

7. QUALIFICATIONS

- Academic Qualifications: Advanced university degree Environmental Management, Biodiversity Conservation or related areas.
- Professional Experience: At least 8 years of professional experience in the areas addressed by the project and proven track record with policy advice and/or project development/implementation in biodiversity conservation or ecosystem management;
- Proven track record of application of results-based approaches to evaluation of projects focusing on biodiversity conservation or ecosystem management (relevant experience in the CIS region and within UN system would be an asset);
- Knowledge of and recent experience in applying UNDP and GEF M&E policies and procedures;
- Competencies : Excellent analytical skills;
- Language Requirements: Language proficiency in both written and oral English.

8. APPLICATION PROCEDURE

The Consultant is expected to provide the following:

- United Nations Personnel History form (P-11) (CV of the Consultant)
- Financial offer

9. Implementation Arrangements

The total duration of the evaluation will be 30 working days starting from mid-March 2011.

10. Management, Logistics and Accountability

All practical support for the final evaluation, including facilitation of travel, accommodation, scheduling of activities (as agreed in the workplan), and supporting documents will be arranged and provided by the project management unit and UNDP CO.
Although UNDP is administratively responsible for the conduction of the final evaluation, UNDP shall not interfere with analysis and reporting, except where requested and at opportunities for comments/feedback. UNDP will share the final version of the final evaluation report with the National Executing Agency.

Annex 2: List of documents reviewed.

1. PIF
2. Project document OCT/NOV 2007
3. Inception Report – March 2008
4. Project Update, Dec 2008
5. Quarterly Project Implementation Reports from PCU
6. Monthly email updates from PCU
7. Annual Project Report/Project Implementation Review Reports 2008, 2009
8. Annual Work Plan 2010
9. Annual Work Plan 2010 – revised, September 2010
10. Annual Work Plan 2011 (first quarter)
11. Quarterly Reports 2008/ 2009 (submitted to GEF)
12. Quarterly Reports 2010 (submitted to GEF)
13. PIR 2009 (submitted to GEF)
14. PIR 2010 (submitted to GEF)
15. Quarterly Reports 2010 (submitted to UNDP/inc. in ATLAS and to the MEPP)
16. Report on the Progress in Implementation of the Project Jan – June 2010 (submitted to MEPP)
17. APR 2009 (submitted to UNDP /MEPP)
18. APR 2010 (submitted to UNDP /MEPP)
19. APR 2011 and Final Project Report 2008 - 2011 (to be submitted to UNDP and MEPP)
20. Atlas expenditure reports
21. The GEF Monitoring and Evaluation Policy 2010
22. UNDP Evaluation Guidance for GEF Financed Projects
23. PA Financial Scorecard - 2007; PA Financial Scorecard 2010

Project Reports and Outputs:

24. First Progress Report on the development of the Representative PA Network – RPAN (with draft maps).
25. Final Progress Report on the development of the Representative PA Network – RPAN (with final maps)
26. Criteria for selection of priority rare and endemic species and internationally important species in Macedonia.
27. PA Economic Valuation Report.
28. Payment for Eco-System Services Report.
29. PA Financing Report.
30. PA in Macedonia – Overview Report.
31. PA in Macedonia – Institutional Options Report
32. Management Plans for PA in Macedonia – Norms and Standards Report.
33. Assessment and Evaluation of the Biodiversity on National Level – Report
34. National Catalogue (Check List) of Species
35. Draft Law on Nature Protection – proposed amendments and addenda – August 2009
36. Law with Amendments and Addenda to the Nature Protection Law – March 2010
37. Law with Amendments and Addenda to the Nature Protection Law – March/April 2011
38. Drafts of 10 by-laws to the NP Law
39. Draft By-laws: Rulebooks for preparation of valorization studies and management plans

40. Basic Red List; Comparative overview of species, Cumulative and Taxonomy Tables; Rulebook on Strictly Protected and Protected Wild Species.
41. National Red List Issue – explanation.
42. Capacity Needs Assessment Report and Capacity Development Programme for Effective PA Management
43. Capacity Needs Assessment Survey Questionnaires
44. Final Report on implementation of the Capacity Development Programme for Effective PA Management
45. Competence Standards for PA Management Authorities and Advanced PA Capacity Survey Report.
46. Consolidated draft of the PA Belasica Assessment Report and Valorization Study
47. PA Matka Valorization Study
48. PA Matka Management Plan
49. PA Jasen Assessment Report and Valorization Study
50. PA Tikvesh Valorization Study
51. PA Tikvesh Management Plan
52. Management Plan for the PA Koleshinski and Smolarski Waterfalls (located on the mountain Belasica)
53. Management Plan for the PA Jasen.
54. Final PA Belasica Valorization Study (including Koleshinski)
55. Directions for Development of the PA System in the Country

Annex 3: Mission itinerary and List of people interviewed.

21 March 2011 (Monday)

UNDP Country Office (50 m. from the Hotel Duvet)

09:00 – 10:30 Briefing on the mission agenda/objectives with Toni Popovski, Project Manager (PM), Svetlana Pavlickovska (PA) and Srgjan Dimitrievic (former PM of the Project)

10:30 – 11:30 Briefing on the mission agenda/objectives with UNDP Environment and Energy Unit (Anita Kodzoman, Georg Schoen, Samir Memedov)

Premises of Macedonian Environmental Society - MES

11:45 – 13:15 Establishment of the Representative PA Network (Robertina Brajanoska, Ljupco Melovski, Slavcho Hristovski, Metodija Velevski)

Premises of Macedonian Environmental Society - MES

14:15 -16:15 Draft Law on Nature Protection – proposed amendments and addenda and related draft by-laws (Robertina Brajanoska)

22 March 2011 (Tuesday)

Museum of Natural History

09:00 – 10:30 Assessment and Evaluation of the Biodiversity on National Level (Svetozar Petkovski)

Project office (meeting room)

10:45 – 11:45 Basic Red List; Comparative overview of species, Cumulative and Taxonomy Tables; Rulebook on Strictly Protected and Protected Wild Species (Mitko Karadelev)

11:45 – 12:45 Capacity Needs Assessment Report and Capacity Development Programme for Effective PA Management (Afrodita Kermicieva Panovska)

Premises of Farmahem

14:00 – 15:00 Revalorization Studies for PA Matka and Tikvesh (Marjana Shushlevska)

Premises of Ursus Speleos

15:20 – 16:20 Valorization Study for PA Jasen (Biljana Petreska and Ali Samet)

Premises of Macedonian Green Centre

16:50 – 17:50 Management Plan for the Koleshinski and Smolarski Waterfalls (Metodija Sazdov, Slavjanka Pejcinovska Andonova)

23 March 2011 (Wednesday)

MEPP

09:00 – 09:30 Meeting with Lidija Zafirovska (Executive in the Project Boardand State Secretary of MEPP)

09:30 – 10:00 Meeting with Filip Ivanov (Senior Beneficiary in the Project Board, Director of the MEPP, Administration for Environment)

10:00 – 13:00 Meeting with Sasko Jordanov (project implementation quality assurance, Head of Natural Heritage Unit, MOEPP focal point of the Project)

Headquarters of the City of Skopje

14:30 – 15:30 Meeting with Cvetanka Ikonomova (Senior Beneficiary in the Project Board, Head of the Environmental Protection Department of the City of Skopje) and/or Violeta Drakulevska (Deputy Member of higher rank, Head of Unit/EPD of the City of Skopje , member of the National Council for Protection of Nature)

UNDP Country Office

16:00 – 17:30 Mission objectives/initial findings (UNDP CO Senior Management: RR/DRR/ARR/Anita Kodzoman)

24 March 2011 (Thursday)

08:30 – 10:00 Travel by car (from h. Duvet) to Municipality of Kavadarci

Headquarters of the Municipality of Kavadarci

10:00 – 11:30 Meeting with Aleksandar Panov (Mayor of the Municipality of Kavadarci) and Jovance Kolev (Senior Beneficiary and Chief Environmental Inspector of the Municipality of Kavadarci) on the Study and the Management Plan for the PA Tikvesh

11:30 – 13:00 Travel by car (from Kavadarci) to Municipality of Novo Selo

Premises of Municipality of Novo Selo

14:00 – 15:00 Meeting with Petar Spasov (Mayor of the Municipality of Novo Selo)

15:00 – 16:30 Site seeing (Koleshinski and/or Smolarski waterfalls) - optional

16:30 – 18:30 Travel by car to Skopje

25 March 2011 (Friday)

Headquarters of PA Jasen

09.00 – 10.00 Meeting with Michael Malahof (Director of PE Jasen) on the Study and Management Plan for PA Jasen

MEPP

10:30 – 13:30 National Biodiversity Information System – demonstration of the features of the software application

UNDP CO

14:30 – 16:00 Debriefing (Anita Kodzoman, Samir Memedov, Toni Popovski)

Telephone Interview:

Maxim Vergeichik	Biodiversity and ecosystem management specialist	UNDP-GEF RBEC

Annex 4: Co-financing Confirmation Letters

UNDP Co-funding Confirmation

From: Anita Kodzoman <Anita.Kodzoman@undp.org>
Subject: **UNDP contribution to the project**
Date: July 26, 2011 8:28:59 AM MDT
To: "Jeffrey Griffin" <jfgpr@msn.com>
Cc: Ann-Marie Ali <Ann-Marie.Ali@undp.org>, Samir Memedov <Samir.Memedov@undp.org>

Dear Jeffrey,

Reference to the final evaluation of the UNDP/GEF project PIMS 3728: "Strengthening the Ecological, Institutional and Financial sustainability of Macedonia's Protected Area System" which was implemented in the period October 2007 – March 2011, I would like to confirm that UNDP Macedonia provided cash contribution from TRAC amounting $12, 366

In addition, in the project preparatory phase, UNDP Macedonia provided cash contribution from TRAC amounting $33,000 for development of the project proposal and the project document.

Best regards,
Anita

Anita Kodzoman
Programme Officer
Head of Energy and Environment Unit
8-ma Udarna brigada – 2
1000 Skopje
Tel: ++ 389 2 3249 560
Fax: ++ 389 3249 505
www.undp.org.mk

Republic of Macedonia
Ministry of Environment
and physical planning

RECEIVED
UNDP
26 05 2011

FYA: Anita Sauer

FYI:

[redacted]

Archive No. 08-5113/1

Date: 23-05-2011

UNDP
Environment Unit
8ma Udarna Brigada 2
1000, Skopje

Republic of Macedonia
Ministry of Environment
and physical planning

Bul."Goce Delcev" bb
1000 Skopje,
Republic of Macedonia
Telephone. (02) 3251 400
Fax. (02) 3220 165
E-mail: infoeko@moepp.gov.mk
Web: www. moepp.gov.mk

Respectable,

Regarding your request for clarification of the total contribution of the Ministry of Environment and Physical Planning in the realization of the project " Strengthening the Ecological Institutional and Financial sustainability of Macedonia's Protected Area system ", we are confirming that the total local contribution is 266.400 US$, as it is stated in our Letter dated 16.07.2007.

The amount of 198.000 US$ is allocated to different projects as contributions of the Ministry of Environment and Physical Planning, and the List of projects is already submitted and is a part of the Project document.

The amount of 68.400 US $, as it is stated in the Project document, is In kind contribution of the Ministry of Environment and Physical Planning, which is provided from the MoEPP's Environmental Investment Programme for the realization of nature/biodiversity protection projects. Please find enclosed the List of nature/biodiversity protection projects, financed from the MoEPP's Environmental Investment Programme.

Sincerely,

Prepared by: Vesna Indova
Approved by: Kaja Sukova

MINISTER
Dr. Nexhat Jakupi

KfW Co-financing Confirmation Email

Evaluation Note: *the euro amount mentioned below meets or exceeds the corresponding co-financing figure in US$ in Table 5 of the evaluation.*

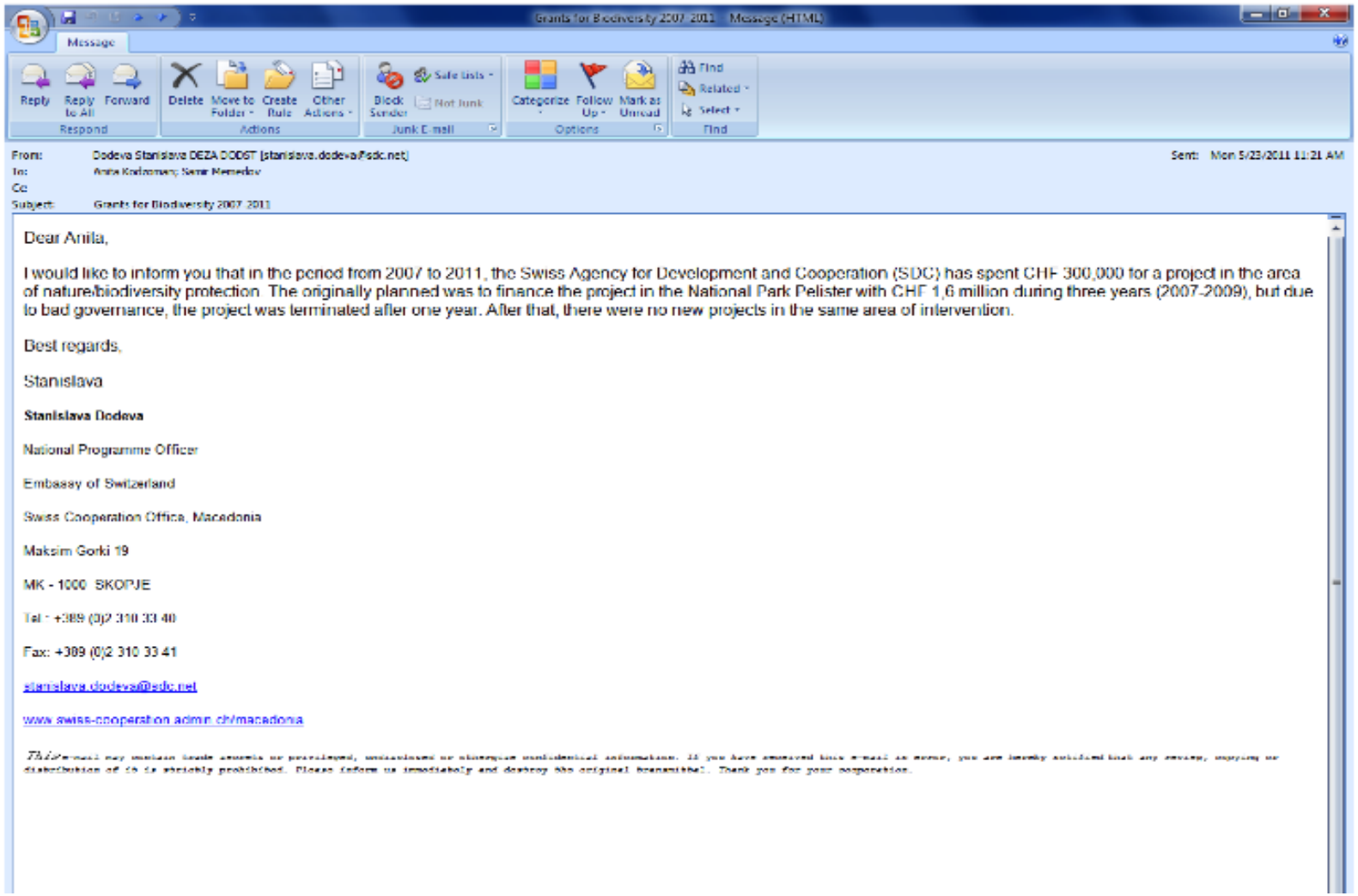
From:natascha.radovanovic@kfw.de [natascha.radovanovic@kfw.de]
Sent: Monday, May 16, 2011 9:36 AM
To: Anita Kodzoman; stanislava.dodeva@sdc.net
Cc: Samir Memedov; Andreas.Weitzel@kfw.de
Subject: RE: Informacija za aktivnosti povrzani so biodiverzitet

Dear Anita,

I can confirm that our budget of 1.53 Mio. Euro for support of the National Park Galicica, as a part of the programme "Transboundary Biosphere Reserve", did not change. Also in the last three years KfW or rather the German Government did not finance any activity, besides the support for NP Galicica, in the sphere of protected areas.

Best regards,
Natascha
Natasha Radovanovic Project Coordinator KfW Office Skopje Antonie Grubisic 5 1000 Skopje, Macedonia Tel. +389 2 3109 241 Fax +389 2 3212 466 E-mail: natascha.radovanovic@kfw.de kfw.skopje@kfw.de

SDC Co-funding Confirmation Email



Grants for Biodiversity 2007 2011 - Message (HTML)

Message

Reply | Reply to All | Forward | Delete | Move to Folder | Create Rule | Other Actions | Block Sender | Safe Lists | Not Junk | Categorize | Follow Up | Mark as Unread | Find | Related | Select

Respond | Actions | Junk E-mail | Options | Find

From: Dodeva Stanislava DEZA DODST (stanislava.dodeva@sdc.net)
To: Anila Kadiovska; Sanja Menedev
Cc:
Subject: Grants for Biodiversity 2007 2011
Sent: Mon 5/23/2011 11:21 AM

Dear Anila,

I would like to inform you that in the period from 2007 to 2011, the Swiss Agency for Development and Cooperation (SDC) has spent CHF 300,000 for a project in the area of nature/biodiversity protection. The originally planned was to finance the project in the National Park Pelister with CHF 1,6 million during three years (2007-2009), but due to bad governance, the project was terminated after one year. After that, there were no new projects in the same area of intervention.

Best regards,

Stanislava

Stanislava Dodeva

National Programme Officer

Embassy of Switzerland

Swiss Cooperation Office, Macedonia

Maksim Gorki 19

MK - 1000 SKOPJE

Tel.: +389 (0)2 310 33 40

Fax: +389 (0)2 310 33 41

stanislava.dodeva@sdc.net

www.swiss-cooperation.admin.ch/macedonia

Coop. Italiana Co-funding Confirmation Email.

Evaluation Note: *the euro amount mentioned below meets or exceeds the corresponding co-financing figure in US$ in Table 5 of the evaluation.*

From:daniele pedretti [daniele.pedretti@ucodep.org] **Sent:** Thursday, July 07, 2011 5:53 PM **To:** Anita Kodzoman [anita.kodzoman@undp.org] **Cc:** 'Biljana Davidovska'; biljana.davidovska@gmail.com **Subject:**

Dear ms Anita,
as I told by phone few minutes ago, I do confirm that Oxfam Italia is the management body of the project "Environmental protection, economic development and promotion of eco/sustainable tourism in the National Park of Mavrovo", finance by Italian MFA for a total value of € 2.939.819,68, € 1.469.619,67 (corresponding to 50%) direct contribution of Italian MFA. Partners of the project are: National Park Mavrovo and Municipality of Mavrovo Rostuse

The project started on 14th September 2008 and it is expected to end by the end of September 2011.If you need further information (assessment, plans, et) please, do not hesitate to contact me on my mobile or mail
BR
Daniele

Daniele Pedretti
Head of Skopje Office
OXFAM Italia
Address: Bul. 11 Oktomvri br.46/1-6, 1000, Skopje Macedonia Tel/fax: +389 (0) 2 3239010
Mob: +389 (0) 70 344369
email: daniele.pedretti@oxfamitalia.org
web: www.oxfamitalia.org

City of Skopje Co-funding Confirmation Letter

RECEIVED 13 05 2011

ГРАД СКОПЈЕ
СЕКТОР ЗА ЗАШТИТА НА ЖИВОТНАТА СРЕДИНА И ПРИРОДАТА

Бул. Илинден бб
1000 Скопје
www.skopje.gov.mk.

тел: 02/ 3 297 273
факс: 3207 523

Sanja
Anita

Наш број: 17 -1940/1
10.05.2011 год
Скопје

Ваш број:

ДО:
Самир Мемедов
Programme Associate- Environment
UNDP MKD
Ул. 8-ма Ударна бригада бр.2
1000 Скопје

Предмет: Барање

Врз основа на Вашето барање за доставување на вкупниот износ на учеството на Град Скопје во кофинансирањето во рамки на проектот: ``Зајакнување на еколошката, институционалната и финансиската одржливост на системот на заштитени подрачја во Република Македонија``, во период од 2008 година до 2011година, кој е вклучен во спроведувањето на Програмата за градење на капацитетите за управување со заштитените подрачја на Министерството за животна средина и просторно планирање, технички и финансиски поддржана од УНДП/ГЕФ, Ви ги доставуваме следните податоци со кои се потврдува дека планираната вредност од 25 000 УСД е надмината.

Градот Скопје, преку Секторот за заштита на животната средина и природата и Секторот за локален економски развој, Одделение за туризам под чија надлежност се заштитените подрачја Парк-шума Водно, Карактеристичен пејзаж Гази Баба и Споменик на природата Кањон Матка во буџетот секоја година предвидува сретства за управување и одржување на овие локалитети.

Секторот за заштита на животната средина и природата, секоја година во периодот од 2008 година до 2011 година издвои сретства во вкупен износ од:

- 20.000.000 (4X 5.000.000) денари за заштита и уредување на локалитетот Парк-шума Водно;
- 4.000.000(4X 1.000.000) денари за заштита и уредување на локалитетот Карактеристичен пејзаж Гази Баба и
- 100.000 денари во 2008 година за печатење на рекламен материјал (брошури) за локалитетот Кањон Матка.

Секторот за локален економски развој, Одделение за туризам за истоиот временски период има реализирано сретства за локалитетот Кањон Матка во износ од:

-4.800.000 денари за изградба на патека и
- 400.000 денари за печатење на рекламен материјал (брошури).

Врз основа на претходно изнесеното, Градот Скопје, во периодот од 2008 година до 2011година во заштитените подрачја Парк-шума Водно, Карактеристичен пејзаж Гази Баба и Споменик на природата Кањон Матка инвестирал вкупно 29.300.000 денари, односно 683,142 УСД.

Со почит,

Раководител на Сектор
Цветанка Икономова Мартиновска

Confirmation Letter from Macedonian Ecological Society

Македонско еколошко друштво
п.фах 162, 1000 Скопје
Република Македонија
тел.: 02 3249 611 и 2402 773
факс: 02 2402 774 и 3228 141

МЕД MES

Macedonian Ecological Society
P.O.Box 162, 1000 Skopje
Republic of Macedonia
Tel.: + 389 3249 611 & 2402 773
Fax: + 389 2 2402 774 & 3228 141

Македонско еколошко друштво
Бр. 83/11
23. 05. 2011 год.
СКОПЈЕ

To: Anita Kodzoman
Programme officer
UNDP Office Skopje
8-ma Udarna brigada 2
1000 Skopje

Dear Ms. Kodzoman,

For the purpose of the evaluation of the Project 00058373 - PIMS 3728 "Strengthening of ecological, institutional and financial sustainability of the system of protected areas in the Republic of Macedonia" we would like to inform you that Macedonian Ecological Society in the period 2008-2011 have implemented the following projects:

1. "Strengthening the network of ecologists in Macedonia through capacity building of the Macedonian Ecological Society", 2006-2009 (40.000 EUR)
2. "Strengthening the capacity of NGOs to create and use Wild Bird Indicators as tools to affect policy change", 2006-2009 (15.000 EUR)
3. "Identification and Protection of Important Plant Areas in Macedonia", 2007-2009 (40.000 EUR)
4. "Recomendations for ex-sity protection of some endemic Viola species in Macedonia (V. arsenica, V. allchariensis, V. shariensis, V. ivonis, V. gostivariensis and V. slavikii)", 2007-2008 (6.500 EUR)
5. "Balkan Lynx Recovery Programme I", 2006-2009 (150.000 EUR)
6. "Capacity Building along Balkan Green Belt", 2009-2010 (63.000 EUR)
7. "Valorization of the natural values of Monospitovsko Blato", 2007-2008 (8.450 EUR)
8. "Osogovo Mountains in the Balkan Green Belt", 2007-2011 (250.000 EUR)
9. "Development of National Ecological Network in the Republic of Macedonia MAK-NEN", 2008-2011 (140.000 EUR)
10. "Vulture Conservation Project, 2003-2011" (140.000 EUR)
11. "Balkan Lynx Recovery Programme II", 2010-2012 (100.000 EUR)
12. "Wings across Balkans", 2010-2012 (27.000 EUR)
13. "Assessing threats and bird conservation in two proposed IBAs in Macedonia", 2011-2012 (10.000 EUR)
14. "Status, Ecology and Land tenure system of the critically endangered Balkan Lynx (*Lynx lynx martinoi*) in Macedonia and Albania, 2010-2012 (43.000 EUR)
15. "Natural resources use in Western Balkan countries", 2011-2013 (45.000 EUR).

The source of funding for the above mentioned projects are mostly international donors, except project No.4 that is completely financed from national environmental programme. The overall amount for implementation of 2008-2011 projects is 1.077.950 EUR.

Sincerely,

1,077,950 EUR
= 1,542,132 USD

Slavcho Hristovski,
Secretary of MES

contact@mes.org.mk

Annex 5: Status of Project's Achievement of Objective and Outcome Indicator Targets.

Project Strategy	Objectively verifiable indicators
Goal:	*To conserve the biological diversity of Macedonia by strengthening the planning, establishment and management of Macedonia's national system of protected areas.*

Project Purpose	Indicator	Baseline	Target by EOP	End of Project Status	Rating[16]	OCP outcome-level rating[17]
Objective: A comprehensive, representative and effectively managed national protected area system is in place	1. Increase in number, and extent (ha), of protected of PA formally proclaimed in terms of the Law on Nature Protection	1 12,500ha	79 175,581ha	11 (14%) 66,323 ha (38%)	UR / S	
	2. Increase in number of PA with an effective and properly resourced management institution	3	22	11	UR / S	
	3. % contribution of formally proclaimed PA estate to meeting the country representativity targets	<5%	>50%	38%	S	
	4. Financial scorecard for national systems of protected areas	43.55% - see Annex V	>55% by EOP	35.50%	S	
Outcome 1: A representative national protected area system is designed	5. % of viable populations of endemic and threatened taxa occurring within the formally proclaimed PA network	<15%	25% by end of year 2 60% by EOP	44.6%	UR / S	Highly Significant
	6. Extent (as a % of total area) of different habitat types/ biome represented within the formally proclaimed protected area network	Forest: 6% Dryland/ grassland: 2% Mountain:4% Wetland: 7%	Forest: 10% Dryland/ grassland: 6% Mountain: 7% Wetland: 9%	Forest: 6% Dryland/ grassland: 2% Mountain: 4% Wetland: 7%	UR / MU	
	7. % alignment of land use planning and land uses in Macedonia with ecological network requirements	0%	60% alignment of land use planning by EOP	0%	U/A	

[16] HS: Highly Satisfactory; S: Satisfactory; MS: Marginally Satisfactory; MU: Marginally Unsatisfactory; U: Unsatisfactory; HU: Highly Unsatisfactory; UR: Unrealistic; NA: Not applicable; U/A: Unable to Assess.

[17] Outcomes and Changed Practices" (OCP): rated by evaluation on a simplified "Highly Significant – Significant-Not Significant" scale. See Part F of Section 3.3. of the evaluation.

Project Purpose	Indicator	Baseline	Target by EOP	End of Project Status	Rating[16]	OCP outcome-level rating[17]
			>40% alignment of actual land uses by EOP			
Outcome 2: Improved systemic and institutional capacity provides the enabling framework for establishing and managing a representative protected area network	8. Number of protected areas with approved management plans	1	12	1 (8%)	MU	Highly Significant
	9. Total government operational budget (including HR and capital budget) allocation for PA management	<160,000 US$/annum	> 300,000 US$/annum	212,337 US$ (70%)	HS	
	10. Increase in competence, levels and standards of the protected area institutions. (Capacity Development Indicator Scorecard)	34	46	67	HS	
Outcome 3: PA establishment and planning processes field tested and replicated across the PA network	1. % increase in competence levels of protected area institutions for pilot PA's	34 (see above)	10% increase by year 2 40% by EOP	67%	HS	Significant
	2. Number of protected areas with delegated management institutions	3	22 by EOP	8	UR / S	
	3. Number of protected areas exceeding a minimum baseline METT score of 30	8	22 by EOP	12	UR / S	
	4. Additional resources (US$) allocated by the GM to fund the re-proclamation processes in other (unfunded) PA.	US$ 30,000	US$50,000 by year 1 US$60,000 by year 2	30,000	MU	

Annex 6: Analysis of Project's Risk Assessment

Risk	Rating		Reasons for Changeand Mitigation Strategy (as given in the inception report)	Terminal Evaluation Analysis
	Project Document	Change at Inception		
There are delays in the drafting and promulgation of regulations/by-laws related to the Law on Nature Protection	Low	High P=4; I=4 Risk score=16	Thelevel of riskhaschanged. TheMEPP has started the process of preparation of regulations /bylaws related to the Law for Nature Protection (LNP), but it is still under revision by the legal department. Further delays in adoption of regulations/by-laws could slow down the achievement of project outcomes.	- Risk was properly re-rated at inception. This change made at inception was prescient: some amendments to the LNP have been passed, but the passing of the project's largest set of amendments and related regulations did not achieve final Parliamentary approval until the last week of the project's life. - This was obviously an important risk, relevant to the core of the project's work. - Delays in finalizing LNP amendments and passing relevant regulations slowed down the re-proclamation process, lowering the level of project efficiency and effectiveness (see relevant sections for discussion).
There is a lack of collaboration and coordination among the stakeholder groups	Low	Low P=1; I=4 Risk score=4	Thelevel of riskhasnotchanged. The project will establish a Project Board (PB) chaired by MEPP to facilitate the coordinated implementation of the project activities across affected organizations	- Risk was under-rated. A low level of coordination and cooperation among stakeholders within the MEPP itself complicated project implementation. Misunderstandings in the relationship between UNDP and MEPP on execution modalities also slowed down project recruitment and procurement in the first two years of project implementation. - Disputes among stakeholder groups regarding what entity should be given management authority over different PA have slowed the re-proclamation process. - This turned out to be an important risk that slowed the project's work considerably during the first two years of project implementation, resulting in fewer PA management entities being designated.
Conflicts arising during re-proclamation process cannot be on time addressed and resolved	Medium	Medium P=2; I=3 Risk score=6	Thelevel of riskhasnotchanged. The project will develop consultation and conflict-resolution tools, processes and procedures and test the efficacy of these in the two pilot protected areas.	- Risk under-rated. Should have been "High" given all the interests in PA areas among established stakeholder organizations. - An important risk that contributed to the under-performance of the project on all four of its objective-level indicators.
No sufficient financial support from the GoM to protected area planning and operations, and protected areas are unable to finance the subsequent shortfall	Medium	High P=4; I=4 Risk score=16	Thelevel of riskhaschanged. The project will seek to negotiate increased financial commitments from government to support PA, with this commitment being phased out over time as the PA network develops income streams and reaches an agreed level of financial sustainability. Insufficient financial support by the GoM will negatively impact the sustainability of PA network.	Risk was properly re-rated. Financial scorecard score at the end of the project is actually 10% lower than at the beginning. This is obviously an important risk to any effort to strengthen PA system capacity. Insufficient financial support from the GoM will impact negatively the sustainability of project-inspired work.

Risk	Rating		Reasons for Changeand Mitigation Strategy (as given in the inception report)	Terminal Evaluation Analysis
	Project Document	Change at Inception		
Current institutions do not have the capacity or resources to manage protected areas	High	High P=4; I=3 Risk score=12	Thelevel of riskhasnotchanged. The Project will identify the most effective institutional model, and the most appropriate institution/s, (staffing, skills, competence levels, knowledge) needed to strengthen the management effectiveness of the PA network.	Risk was properly rated. Low level of capacity is still a significant risk
Delays in process of decentralization and delegation of Tikvesh PA management responsibility to municipality Kavadarci due to delays in appointment of responsible PA management staff by Mun.Kavadarci		High P=4; I=4 Risk score=16	This risk was identified during the field trip in March 2008. Rated a high risk due to further delays in the process of decentralization and delegation of responsibilities from central to lower level. The project will project anticipated human resource capacity needs, define the requisite resources (financing), training and development requirements needed to address the capacity gaps. The project will support MEPP in the identification, delegation and capacity building of the management authorities for Tikvesh.	Risk was properly rated. The management authority for Tikvesh was still not designated as of the terminal evaluation.
Construction of new dam "Matka 2" will reduce the water flow in the river Treska and have negative implication to its aquatic biodiversity		High P=4; I=4 Risk score=16	This risk was identified during the field trip in March 2008. Rated a high risk because construction of new dam will cause changes in conditions and loss of biodiversity in pilot PA Matka (change of boundaries).	Dam has still not been built. Risk level going forward difficult to ascertain.

Annex 7: Evaluation Code of Conduct Form –

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form[1]

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: **Jeffrey Griffin**

Name of Consultancy Organization (where relevant): The Absaroka Group

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Billings, Montana, USA on June 30, 2011

Signature:

[1] www.unevaluation.org/unegcodeofconduct

Annex 8: Financial Scorecard for the National PA system in Macedonia

FINANCIAL SCORECARD *For the National Protected Areas System in Macedonia(2011)*

PART I – OVERALL FINANCIAL SITUATION

Overall Sustainability of a National Protected Area System	Baseline **2007** (1US$=45 MKD, May2007)	**2010** (1US$=45MKD, February 2011)	**2015** (forecast) (1US$=45MKD, February 2011)	**COMMENT**
(i) Total annual expenditure for PAs (operating and investment costs)	**860.000**	**248.266.500**	**1.139.500.000**	
- national protected areas	800.000	80.000.000 34.000.000 12.000.000 35.000.000	400.000.000 170.000.000 90.000.000 43.500.000	NP Mavrovo NP Pelister NP Galicica NP Jasen
- national areas co-managed by NGOs	10.000	No data 804.000 +125.000	No data 6.000.000	Struga Kuklica
- state/municipal protected areas	50.000	1.537.500 4.800.000 6.000.000 74.000.000	0 0 60.000.000 370.000.000	Smolarski waterfall Skopje-tourism Vodno&G.BabaMOEPP
- others				
(ii) Total annual government budget provided for PA management (excluding donor funds)	**30.000**	**214.337.500**	**1.092.000.000**	
- national protected areas	30.000	126.000.000 2.000.000	660.000.000 2.000.000	- MoAFWE (NP Jasen)
- national areas co-managed by NGOs				
- state/municipal protected areas		1.537.500 10.800.000 74.000.000	0 60.000.000 370.000.000	 Skopje -tourism MOEPP
- others				
(iii) Total annual government budget provided for PA management (including donor	**860,000**	**215.266.000**	**1.098.000.000**	

funds, loans, debt-for nature swaps)				
- national protected areas	800.000	128.000.000	662.000.000	
- national areas co-managed by NGOs	10.000	929.000	6.000.000	
- state/municipal protected areas	50.000	86.337.000	430.000.000	
- others				
(iv) Total annual revenue generation from PAs, broken down by source		**37.000.000**	**49.500.000**	
a. Tourism (fees, concessions and taxes) b. Payments for ecosystem services (PES)		3.500.000 33.500.000 0	5.000.000 44.500.000 0	/ NP Jasen
(v) Net annual surplus/deficit[18]		0	0	
(vi) Percentage of PA generated revenues retained in the PA system for re-investment[19]	**~ 1%**	**~10 %**	**~ 10%**	%of total budget retained in PA
(vii) Projected revenues (over 5 year period)			**1.141.000.000**	
- national protected areas	/		711.500.000	
- national areas co-managed by NGOs	/		6.000.000	
- state/municipal protected areas	/		430.000.000	
- others	/			
(viii) Estimated financing needs for *basic* management costs and investments to be covered		9.000.000 35.000.000	/ 35.000.000	NP Pelister NP Jasen
(ix) Estimated financing needs for *optimal* management costs and investments to be covered		6.000.000 35.000.000	/ 42.000.000	NP Pelister NP Jasen
(x) Annual actual financing gap (financial needs – available finances)		1.500.000 /	/ /	NP Pelister NP Jasen
a. Annual financing gap for basic expenditure scenarios b. Annual financing gap for optimal expenditure scenarios		0 1.500.000 / /	/ / / /	NP Pelister NP Pelister NP Jasen NP Jasen

PART II – ASSESSING ELEMENTS OF THE FINANCING SYSTEM

[18] This will be more relevant to parastatals and PA agencies with autonomous budgets
[19] This includes funds to be shared by PAs with local stakeholders

Component 1 – Legal, regulatory and institutional frameworks					COMMENT
Element 1 – Legal, policy and regulatory support for revenue generation by Pas	**None (0)**	**A few (1)**	**Some (2)**	**Fully (3)**	
(i) Laws have been reformed so that they do not constrain or act perversely towards PA revenue mechanisms			2		Law on Protection of Nature (Off. Gazzette 67/04) articles 161 and 165 provide basis for bylaw for income generated by PA. This bylaw is not prepared and enacted so far and these articles remain not implemented
(ii) Fiscal instruments such as taxes on tourism and water or tax breaks are introduced		1			VAT Exemption
Element 2 - Legal, policy and regulatory support for revenue sharing within the PA system	**No (0)**	**Yes, but suboptimal (1)**	**Yes, satisfactory (2)**	**Yes, optimally (3)**	
(i) Laws, policies and procedures are in place for PA revenues to be retained by the PA system	**0**				
(ii) Laws, policies and procedures are in place for PA revenues to be retained, in part, at the PA site level	**0**				
(iii) Laws, policies and procedures are in place for revenue sharing at the PA site level with local stakeholders	**0**				
Element 3 - Legal and regulatory conditions for establishing endowment or trust funds[20]					
	No (0)	**Yes (3)**			
(i) A Trust Fund have been created to finance the PA system	**0**				
	None (0)	**Some (1)**	**Quite a few (2)**	**Fully (3)**	
(ii) Trust Funds have been created to finance specific PAs	**0**				
	No (0)	**Partially (1)**	**Quite well (2)**	**Fully (3)**	
(iii) Trust Funds are integrated into the national PA financing systems	**0**				
Element 4 - Legal, policy and regulatory support for alternative	**None**	**Partial**	**Satisfactory**	**Full**	

[20] Where a PA system does not require a Trust Fund due to robust financing within government award full 9 points

institutional arrangements for PA management	(0)	(1)	(2)	(3)	
(i) There are laws which allow and regulate delegation of PA management and associated financial affairs for concessions		1			
(ii) There are laws which allow and regulate delegation of PA management and associated financial affairs for co-management		1			
(ii) There are laws which allow and regulate delegation of PA management and associated financial affairs to local government			**2**		There is a legal framework that allows delegation of management
(iv) There are laws which allow and regulate delegation of PA management and associated financial affairs for private reserves		1			
Element 5 - National PA financing strategies	**Not begun (0)**	**In progress (1)**	**Completed (3)**	**Under implement ation (5)**	
(i) Policy for revenue generation and fee levels across PAs		1			
(ii) Criteria for allocation of PA budgets to PA sites (business plans, performance etc)		1			
(iii) Safeguards are in place to ensure that revenue generation does not adversely affect conservation objectives of Pas		1			
(iii) Policy to require all PA management plans to include financial sections based on standardized format and criteria		1			Rulebook on the content of the management plans for management of the protected areas Official gazette 67/04
(iv) Degree of implementation of national financing strategy and adoption of policies		1			
Element 6 - Economic valuation of protected area systems	**None (0)**	**Partial (1)**	**Satisfactory (2)**	**Full (3)**	
(i) Economic data on PA values exists			2		
(ii) PA economic values are properly documented			2		
(iii) PA economic values are recognized across government		1			
Element 7 - Improved government budgeting for PA systems	**No (0)**	**Yes (1)**			
(i) Policy of the Treasury towards budgeting for PAs provides for increased medium to long term financial resources in accordance with demonstrated needs	**0**				
(ii) Policy requires budgeting for PAs based on financial need as determined by the PA business plan	**0**				
(iii) There are policies that PA budgets should include funds for the livelihoods of communities living in and around the PA as part of		1			

threat reduction strategies					
Element 8 - Clearly defined institutional responsibilities for PA management and financing	**None (0)**	**Partial (1)**	**Improving (2)**	**Full (3)**	
(i) Mandates of institutions regarding PA finances are clear and agreed			2		
Element 9 - Well-defined staffing requirements, profiles and incentives at site and system level	**None (0)**	**Partial (1)**	**Almost there (2)**	**Full (3)**	
(i) Sufficient number of positions for economists and financial planners and analysts in the PA authorities to properly manage the finances of the PA system		**1**			
(ii) Laws and regulations motivate PA managers to promote site level financial sustainability				3	
(iii) PA managers are accountable for balanced budgets				3	
(iv) TORs for PA staff include responsibilities for revenue generation, financial management and cost-effectiveness				3	
(v) PA managers have the flexibility to budget and plan for the long-term			2		
(vi) Incentives are offered for PA managers to implement business plans			**2**		
Total Score for Component 1		**12**	**14**	**9**	**SCORE:35**
Component 2 – Business planning and tools for cost-effective management					
Element 1 - Site-level business planning	**Not begun (0)**	**Early stages (1)**	**Near complete (2)**	**Completed (3)**	
(i) Business plans, based on standard formats, are developed for up to four pilot sites			2		
(ii) Business plans implemented at the pilot sites, measured by degree of achievement of objectives		1			
(iii) Business plans developed for all appropriate sites		1			
(iv) Business plans are directly linked to management plan goals and objectives			2		
(v) Preparation of participatory management plans including business plans in use across the PA network			2		
(vi) Monitoring and reporting on business plans through enhanced			2		

activity-based cost accounting that feeds into system wide accounting and budgeting					
Element 2 - Operational, transparent and useful accounting and auditing systems	**None (0)**	**Partial (1)**	**Near complete (2)**	**Fully completed (3)**	
(i) Policy and regulations require comprehensive, coordinated cost accounting systems to be in place			**2**		
(ii) Transparent and coordinated cost and investment accounting systems are operational		**1**			
(iii) Revenue tracking systems for each PA in place and operational			2		
(iv) Regular monitoring and reporting of PA investments and revenue generation occurs			2		
Element 3 - Systems for monitoring and reporting on financial management performance	**None (0)**	**Partial (1)**	**Near completed (2)**	**Done and operational (3)**	
(i) All PA revenues and expenditures are fully and accurately reported and tracked by government and are made transparent			2		
(ii) Positive return on investments from capital improvements measured and reported			2		
(iii) Financial performance of PAs is evaluated and reported (linked to cost-effectiveness)			2		
Element 4 - Methods for allocating funds across individual PA sites	**No (0)**	**Yes (1)**			
(i) National PA budget is appropriately allocated to sites based on criteria agreed in national financing strategy	**0**				
(ii) Policy and criteria for allocating funds to co-managed PAs complement site based fundraising efforts	**0**				
(iii) A monitoring and reporting system in place to show how and why funds are allocated across PA sites and headquarters	**0**				
Element 5 - Training and support networks to enable park managers to operate more cost-effectively	**Not available (0)**	**Partially done (1)**	**Almost done (2)**	**Fully (3)**	
(i) Guidance on cost-effective management developed and being used by PA managers	**0**				
(ii) Operational and investment cost comparisons between PA sites complete, available and being used to track PA manager performance		1			
(iii) Monitoring and learning systems of cost-effectiveness are in place and feed into management policy and planning		**1**			
(iv) PA managers are trained in financial management and cost-effective management			2		

(v) PA managers share costs of common practices with eachother and with PA headquarters[21]	**0**				
Total Score for Component 2		**5**	**22**		**SCORE: 27**
Component 3 – Tools for revenue generation					
Element 1 -Increase in number and variety of revenue sources used across the PA system	**No (0)**	**Partially (1)**	**A fair amount (2)**	**Fully (3)**	
(i) Analysis of all revenue options for the country complete and available including feasibility studies;		1			
(ii) There is a diverse set of sources and mechanisms generating funds for the PA system		1			
(iii) Increased number of PAs operating effective revenue mechanisms and generating positive returns		1			
Element 2 - Setting and establishment of user fees across the PA system	**No (0)**	**Yes (1)**			
(i) A system wide strategy and implementation plan complete and adopted by government for user fees	0				
(ii) The national tourism industry and Ministry is supportive and a partner in the PA user fee system and programmes	0				
(iii) Tourism related infrastructure investment is proposed for PA sites across the network based on revenue potential, return on investment and level of entrance fees	**0**				
(iv) Where tourism is promoted PA managers can demonstrate maximum revenue whilst still meeting PA conservation objectives	**0**				
Element 3 - Effective fee collection systems	**None (0)**	**Partial (1)**	**Towards completion (2)**	**Full (3)**	
(i) A system wide strategy and implementation plan complete and adopted by PA authorities (including co-managers) for fee collection		1			
Element 4 - Marketing and communication strategies for revenue generation mechanisms	**None (0)**	**Partial (1)**	**Satisfactory (2)**	**Full (3)**	
(i) Communication campaigns for the public about the tourism fees, new conservation taxes etc are widespread and high profile		1			
Element 5 - Operational PES schemes for PAs[22]	**None**	**Partial**	**Progressing**	**Full**	

[21] This might include aerial surveys, marine pollution monitoring, economic valuations etc.

	(0)	(1)	(2)	(3)	
(i) A system wide strategy and implementation plan complete and adopted by government for PES		1			
(ii) Pilot PES schemes at select sites developed	0				
(iii) Operational performance of pilots is evaluated and reported	0				
(iv) Scale up of PES across the PA system is underway	0				
Element 6 - Operational concessions within PAs	**None (0)**	**Partial (1)**	**Progressing (2)**	**Full (3)**	
(i) A system wide strategy and implementation plan complete and adopted by government for concessions	0				
(ii) Concession opportunities are identified at the site and system levels		1			
(iii) Concession opportunities are operational at pilot sites		1			
(iv) Operational performance of pilots is evaluated, reported, acted upon		1			
Element 7 - PA training programmes on revenue generation mechanisms	**None (0)**	**Limited (1)**	**Satisfactory (2)**	**Extensive (3)**	
(i) Training courses run by the government and other competent organisations for PA managers on revenue mechanisms and financial administration		1			
Total Score for Component 3		**10**			**SCORE: 10**

PART III – SCORING AND MEASURING PROGRESS

Total Score for PA System	**72**
Total Possible Score	**187**
Percentage of actual score of total possible score	**38.50%**
Percentage scored previous year	**13.90%**

[22] Where PES is not appropriate or feasible for a PA system take 12 points off total possible score for the PA system

Annex 9: Macedonia Protected Area Capacity Scorecards 2001-2011

Macedonia Protected Area Capacity Scorecards 2007-11

MAXIMUM POSSIBLE SCORE

TOTAL POSSIBLE SCORE

Strategic Areas of Support	Total Possible Score (TPS)		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	6	3	-
2. Capacity to implement policies, legislation, strategies and programmes	9	27	12
3. Capacity to engage and build consensus among all stakeholders	6	6	3
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of the SPs and associated Conventions	3	3	3
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	6	6	3
Total	**30**	**45**	**21**
TOTAL POSSIBLE POINTS	**96**		

BASELINE ASSESSMENT FROM PRODOC 2007

BASELINE SCORE 2007

Strategic Areas of Support	Baseline Score		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	4	1	---
2. Capacity to implement policies, legislation, strategies and programmes	3	8	4
3. Capacity to engage and build consensus among all stakeholders	2	2	2
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of the SPs and associated Conventions	1	1	1
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	3	2	1
Total	**13**	**14**	**8**
TOTAL POINTS	**35/96**		

BASELINE PERCENTAGE OF TOTAL POSSIBLE SCORE 2007

Strategic Areas of Support	Baseline score as % of TPS 2007 (Average)		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	66.67	33.33	
2. Capacity to implement policies, legislation, strategies and programmes	22.22	29.63	33.33
3. Capacity to engage and build consensus among all stakeholders	33.33	33.33	66.66
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of the SPs and associated Conventions	33.33	33.33	33.33
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	50.00	33.33	33.33

Total	**41.11**	**32.59**	**41.66**
OVERALL PERCENTAGE		**36.45%**	

INTERIM ASSESSMENT September 2008

ACTUAL SCORE 2008

Strategic Areas of Support	Baseline Score 2008		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	3	2	---
2. Capacity to implement policies, legislation, strategies and programmes	3	11	5
3. Capacity to engage and build consensus among all stakeholders	1	2	2
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of the SPs and associated Conventions	2	2	1
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	2	2	0
Total	**11**	**19**	**8**
TOTAL POINTS	**38/96**		

PERCENTAGE OF TOTAL POSSIBLE SCORE 2008

Strategic Areas of Support	Baseline score as % of TPS 2008 (Average)		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	50,00	66,67	0,00
2. Capacity to implement policies, legislation, strategies and programmes	33,33	40,74	41,67
3. Capacity to engage and build consensus among all stakeholders	16,67	33,33	66,67
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of the SPs and associated Conventions	66,67	66,67	33,33
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	33,33	33,33	0,00
Total	**36,67**	**42,22**	**38,10**
OVERALL PERCENTAGE	**39.6%**		

FINAL ASSESSMENT (2010)

FINAL SCORE 2010

Strategic Areas of Support	Final Score 2010		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	4	1	
2. Capacity to implement policies, legislation, strategies and programmes	6	16	8
3. Capacity to engage and build consensus among all stakeholders	4	4	2
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of the SPs and associated Conventions	2	2	1
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	4	4	1
Total	20	27	12
TOTAL POINTS	**59/96**		

FINAL PERCENTAGEOF TOTAL POSSIBLE SCORE 2011

Strategic Areas of Support	Score as % of TPS (Average) 2010		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	67%	33%	
2. Capacity to implement policies, legislation, strategies and programmes	67%	59%	67%
3. Capacity to engage and build consensus among all stakeholders	67%	67%	67%
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of the SPs and associated Conventions	67%	67%	33%
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	67%	67%	33%
Total	**67%**	**60%**	**57%**
OVERALL PERCENTAGE	**61.5%**		

Annex 10: Baseline METT Scores for Macedonia's Protected Areas

No.	Name of Protected Area	IUCN Category	Area (ha) (0=Tree Monument)	Total METT Score (at project inception)	Total METT Score at Project End
1	**Pelister (National Park)**	**II**	**17150**	**69**	**75**
2	**Mavrovo (National Park)**	**II**	**73088**	**38**	**45**
3	Cave Mlechnik	III	1	7	7
4	**Cave Gorna Slatinska**	**III**	**414**	**5**	**14**
5	**Galichica (National Park)**	**II**	**24151**	**51**	**59**
6	Kalnica	III	17	8	8
7	Prevalec	III	50	7	7
8	Demir Kapija	III	200	8	8
9	Garska River	IV	4	7	7
10	Drenachka River	IV	2	8	8
11	Manastir, Mariovo	III	0	12	12
12	Platan, Tetovo	III	0	7	7
13	Suvi Dol	IV	287	7	7
14	Crna Dudinka	III	0	6	6
15	Iberliska River	IV	30	6	6
16	Crni Orevi (Juglans nigra)	III	0	5	5
17	Menkova Livada	IV	4	6	6
18	Tumba	IV	5	6	6
19	Golem Kozjak	IV	0	9	9
20	**Arboretum**	**III**	**3**	**9**	**10**
21	Katlanovsko Blato (wetland)	IV	70	8	8
22	Popova Shapka	IV	5	9	9
23	Rechica	III	0	8	8
24	Rupa	IV	8	6	6
25	Neprtka	IV	9	6	6
26	Kolojzana	IV	5	5	5
27	Karshi Bavchi	III	10	8	8
28	Crn Bor	III	0	6	6
29	Platan, Kalishte	III	0	7	7

30	Jasika	lll	0	5	5
31	Chempresovi Stebla 2	lll	0	6	6
32	Alepski Bor	lll	0	8	8
33	Platanovi Stebla	lll	0	9	9
34	Makedonski Dab	lll	0	6	6
35	Grupa Chempresovi Stebla	lll	0	6	6
36	Chempresovi Stebla	lll	0	9	9
37	Bor	lll	0	9	9
38	Vodno	lll	1953	28	28
39	Cave Ubavica	lll	2	9	9
40	Cham Chiflik	lV	428	8	8
41	Ruchica	lV	1785	8	8
42	Stebla od Platan	lll	0	7	7
43	Ohridsko ezero (Ohrid Lake)	lll	23000	47	47
44	**PrespanskoEzero/PrespaLake**	**lll**	**17680**	**48**	**55**
45	**Dojransko Ezero/Dojran Lake**	**lll**	**2730**	**42**	**49**
46	Duvalo	lll	0	7	7
47	Ostrovo	lll	13	7	7
48	Orashac	lll	2	6	6
49	Morodvis	lll	1	7	7
50	Platanovo Steblo	lll	0	7	7
51	Karaslari	lll	148	7	7
52	Kale Banjichko	lll	97	7	7
53	Kozjle	lll	85	10	10
54	Konopishte	lll	70	9	9
55	Zvegor	lll	75	7	7
56	Stebla od Platan I brest	lll	0	6	6
57	**Koleshinski Vodopad (waterfall Koleshino)**	**lll**	**0**	**25**	**40,2**
58	Murite	lll	10	6	6
59	Sostoina od platan	lll	0	6	6
60	Dab	lll	0	5	5
61	Gol Chovek	lll	5	6	6
62	**Monospitovsko Blato**	**III**	**852,08**	**9**	**11**
63	Gladnica	lll	52	6	6
64	Konche	lll	1	7	7
65	Drenachka Klisura	lll	26	8	8
66	Katlanovski Predel	lll	5442	16	16

67	**Matka Canyon**	**lll**	**5443**	**36**	**43**
68	Zrze	lll	100	6	6
69	Gradeshka River Canyon	lll	0	6	6
70	Ezerani	l	2080	38	38
71	Div Prnar	lll	0	5	5
72	**Tikvesh**	**l**	**10650**	**26**	**33**
73	Beleshnica River	lll	4180	11	11
74	Kosten	lll	0	5	5
75	Orlovo Brdo	lll	0	5	**5**
76	**Markovi Kuli**	**lll**	**3649,22**	**12**	**20**
77	**Smoloarski Vodopadi (Waterfalls Smolare)**	**lll**	**696**	**38**	**40,2**
78	**Lokvi Golemo Konjare**	**III**	**15**	**6**	**15**
79	**Ploche Litotelmi**	**l**	**75**	**11**	**19**
80	Majden	III	0	Inconclusive	**0**
81	**Jasen**	**VI**	**31127**		**55**
82	**Belasica**	**IV**	**14.320**		**13**
83.	**Kuklica**	III	**55.7**		**21**
84.	**Alshar**	III	**120.4**		**23**

* Detailed data sheets for each PA listed here are available upon demand.

- **15 PAs have increased scores**
- **12 PA have scores above 30 (Results Framework Indicator #13).**